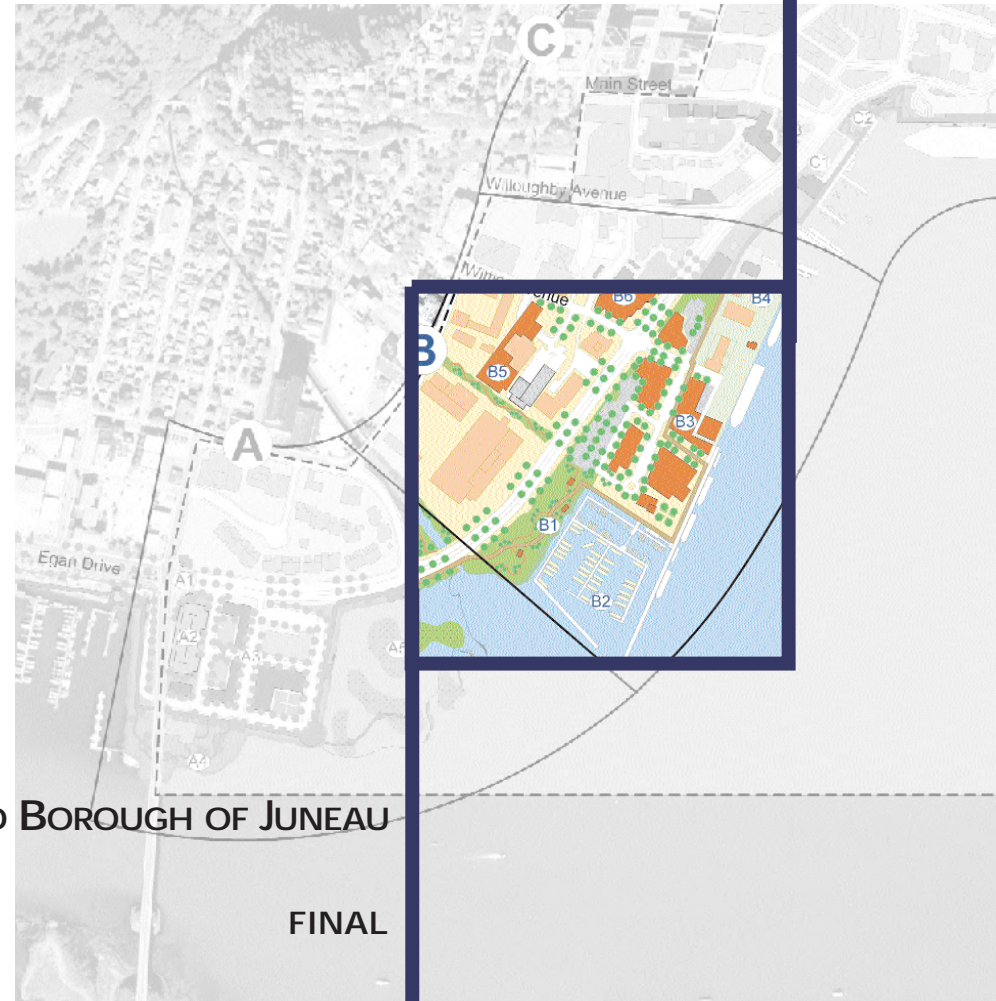


# MASTER PLAN



LONG RANGE WATERFRONT PLAN FOR THE CITY AND BOROUGH OF JUNEAU

FINAL

November 22, 2004



BERMELLO, AJAMIL & PARTNERS, INC.

with  
AURORA CONSULTING  
MCDOWELL GROUP  
PERATROVICH, NOTTINGHAM & DRACE, INC.

## ACKNOWLEDGEMENTS

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In particular, we would like to thank:

### Assembly of the City and Borough of Juneau

Bruce Botelho, Mayor  
 David Stone, Member  
 Daniel Peterson, Member  
 Jeannie Johnson, Member  
 Jim Powell, Member  
 Stan Ridgeway, Member  
 Merrill Sanford, Member  
 Randy Wanamaker, Member  
 Marc E. Wheeler, Member  
 Sally Smith, Mayor (Prior to 10/03)  
 Ken Koelsch, Member (Prior 10/03)  
 Dale Anderson, Member (Prior to 10/03)

### City and Borough of Juneau Staff

Rod Swope, City Manager  
 Donna Pierce, Deputy City Manager  
 Dale Pernula, Director Community Development Department  
 Greg Chaney, Planner and Project Manager  
 Sam Kito, Transportation Planner  
 John Stone, Port Director  
 Kim Kiefer, Parks & Recreation Director  
 Maria Gladziszewski, Special Projects Officer  
 Chuck Wescott, CBJ Harbormaster

The Planning Team included Bermello, Ajamil & Partners, Inc., with Aurora Consulting, The McDowell Group, and Peratrovich, Nottingham & Drage, Inc (PND).

### Juneau's Port Development Committee

Richard Knapp, Chair, Docks and Harbor Board  
 Dale Anderson, Assembly of the CBJ (Prior to 10/03)  
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## 1. MASTER PLAN OVERVIEW

*If there is magic on this planet, it is contained in water.*

Loren Eiseley

### 1.1 OVERVIEW

From the City's earliest days, Juneau's Downtown waterfront has been an important center of commerce, transport and social interaction. While much has changed along the waterfront over the past century, the value and basic uses that made this two-and-a-half mile stretch of coastal area essential to the community remains. Juneau's waterfront is a key logistic point for maritime cargo import; it serves as the central arrival point for visitors; it is the gateway to Downtown and the State Capital; it directly and indirectly generates significant employment and commerce for residents.

Taken as a whole, few could argue the importance of Juneau's Downtown Waterfront. It is also self-evident that Juneau's Downtown waterfront has and will continue to change, responding to meet new social and economic conditions as they arise. Where questions and often conflict clearly arise is in the underlying issues and opportunities associated with each of these truisms. Which waterfront areas and uses are more important? How should the waterfront change over time? Which areas and uses need to change or be combined to create improved social and economic prospects for the community? The need to address these and other important questions necessitated the commissioning of this Long Range Waterfront Plan.

The 2003 Long Range Waterfront Plan for the City and Borough of Juneau (CBJ) is a guidebook to manage and focus waterfront change along four overarching goals identified by the CBJ in October of 2002:

- Enhance community quality of life;
- Strengthen tourism product offerings as well as downtown retail, entertainment, residential and service activities;
- Improve Juneau's image and attractiveness for investment; and,
- Recognize all current waterfront uses.

Given the diversity of Juneau's Downtown waterfront coupled with the goals outlined above, balance is a central theme of the Plan. Balancing uses and activities along the waterfront to provide a diversity of opportunities and choices regarding recreation, tourism commercial and other water-dependent and upland reliant activities was identified early in the process—and validated through the Plan's public outreach effort—as an important key ingredient to Plan success. Balance also played an important role in the planning process. From the onset of Plan development, the intent of the CBJ and the Planning Team was to assemble a long range vision for Juneau's

Downtown Waterfront through a collaborative process with participation by a broad cross-section of community resident and leaders. To achieve this end, the planning process included a large public outreach program that offered residents multiple opportunities to guide Plan issue identification, waterfront vision alternatives development, and ultimately, final vision formalization and validation (see Planning Process later in this section for more details). The process allowed for a collaborative, balanced final Plan result and takes the waterfront into several new, exciting directions.

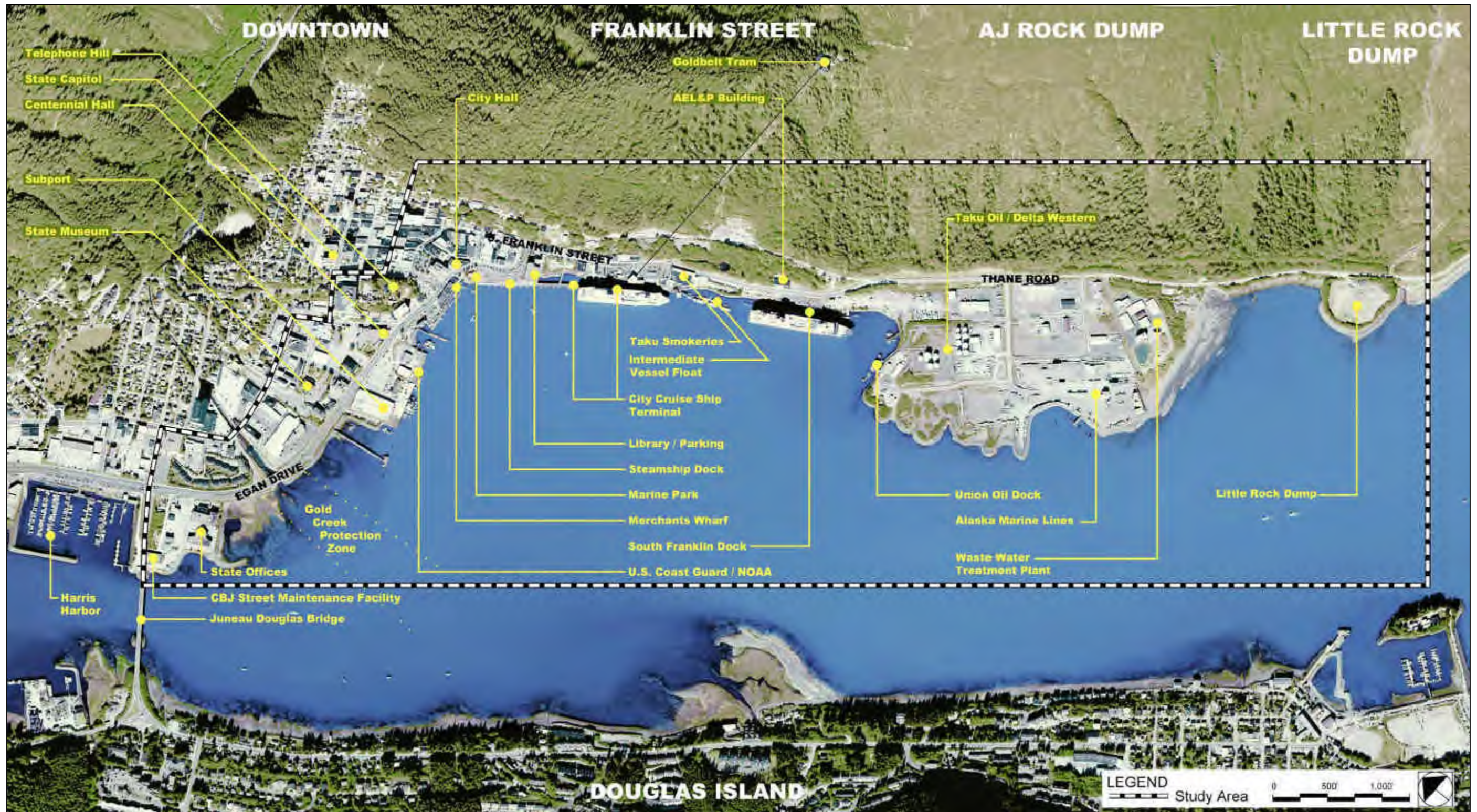
### 1.2 PLANNING STUDY AREA

The study area associated with the Long Range Waterfront Plan extends from the Juneau Douglas Bridge found at the north end of the Study Area south along Gastineau Channel to the Little Rock Dump (see Figure 1). It includes portions of Downtown and the South Franklin Street Corridor as well as the AJ Mine Tailings areas commonly referred to the AJ Rock Dump and Little Rock Dump. Primary landmarks and features found in the study area include:

- The **Juneau-Douglas Bridge**, the principal access point for residents and visitors to Douglas Island;
- **Gold Creek** and the related **Gold Creek Protection Zone**;
- The **Support**, once a secondary port during World War II, and now an area of redevelopment focus by the property's primary owner the Alaska Mental Health Trust;
- Regional **U.S. Coast Guard** and **NOAA** bases of operation;
- Cultural facilities, including **The State Museum** and **Centennial Hall**;
- **Downtown** offices and commercial establishments and recreational areas, such as **Marine Park**;
- Areas of government, including the **State Capitol Building** and **City Hall**;
- Cruise facilities at the **Steamship Wharf** and **Cold Storage/South Ferry Dock** (also referred to as the City Cruise Terminal) as well as the privately held South Franklin Street Dock;
- Predominantly tourism related commercial establishments along **South Franklin Street**;
- The **Goldbelt Tram** facility;
- Marine dependent and related industrial uses at the **AJ Rock Dump**, including **Alaska Marine Lines**, **Taku Oil**, and **Delta Western**;
- The **CBJ's Waste Water Treatment Plant**; and,
- The **Little Rock Dump**, a vacant and closed parcel previously used as a sludge landfill site.

Without question, the activities that occur along Juneau's Downtown waterfront will continue to have impacts on adjacent parcels and land surrounding the study area as well as potentially other more distant sites within the Borough. While it is beyond the scope of the Plan to measure all of these impacts, where appropriate, future planning efforts and comprehensive plan and zoning code issues to ensure cohesion between the project area and surrounding parcels are fully described.

Figure 1: Juneau's Downtown Waterfront: Study Area and Primary Landmarks



### 1.3 THE PLANNING PROCESS

As described previously, the Plan was assembled through a collaborative process between the Planning Team, community residents, waterfront users and interests, and CBJ leadership and staff. In the pages that follow, we outline the planning process and the roles of each of the major participants to provide the reader with an understanding of how the 2003 Long Range Waterfront Plan was assembled (see Table 1). A full record of much of the information assembled through public outreach and as part of Plan analysis is available at the project maintained website, [www.juneauwaterfrontplan.com](http://www.juneauwaterfrontplan.com).<sup>1</sup>

#### The Planning Team

The role of the Planning Team was twofold. Early in the process, the Planning Team worked to collect and provide data, insights and organize community information and desires for the waterfront. In many ways, this was the listening and learning stage for the Planning Team. Data collected during this stage was assembled from several sources, including:

- Planning Team review of physical and operational waterfront characteristics and other conditions found within and immediately adjacent to the study area.
- Previously prepared plans and regulatory documents. Key documents included the *1986 Downtown Waterfront Plan*, the *2001 Juneau Waterfront Strategic Analysis and Improvement Plan*, the *2003 Subport Revitalization Plan*, the *2003 Juneau Downtown Tourism Transportation Study*, and the *1995 Update to the Comprehensive Plan of the City and Borough of Juneau*. Many other documents were reviewed by the Planning Team throughout the process; a full listing is provided as Appendix A.
- Information provided through public, unique user and government agency meeting and workshops.
- Planning Team secondary data sources and available in-house information.

Preparation of economic and market research and the forecasting of specific market segments were not included within the scope of work associated with Plan development. The Planning Team relied heavily on economic and market data readily available from secondary data sources and the large amount of work previously assembled under the *2001 Juneau Waterfront Strategic Analysis and Improvement Plan*. Later in the process, the role of the Planning Team shifted to that of facilitator, with primary responsibilities being the refinement of community visions and the identification of strategies toward achievement. Strategies were development from community direction, previous Planning Team experiences with waterfront environments, and case studies of other successful waterfront areas similar to Juneau.

#### Community Involvement

Residents and waterfront users from around the City and Borough offered their ideas and expertise at a series of public workshops, public information displays, community polling efforts, and other forms of public involvement organized and facilitated by the Planning Team. Key public outreach milestones included:

- **Initial Community Priorities and Uses Workshop, April 22-25.** The objective of this first series of workshops was to identify and rank a series of community priorities for use of its waterfront. These priorities served to organize and prioritize ideas for preparation of alternative waterfront visions and provide a means to evaluate various alternatives. Priorities were developed in association with the overarching goals established for the project (see Overview previously in this section for a listing of the project overarching goals). Also important in this first series of public workshops was the identification of waterfront uses and issues in need of a design and/or operational response over time.
- **Alternatives Generation Workshop, May 14-15.** The second series of workshops provided an exciting opportunity for community members to formulate a range of possible waterfront development visions of Juneau's waterfront. Following a presentation by the Planning Team on waterfront opportunities and constraints, participants were separated into small groups for the purposes of drafting alternative long range visions for the waterfront. Each group was asked to maximize one thematic element—the waterfront as a center of public recreation and environmental education, as the center of maritime commerce, a cultural gateway and exchange, or the heart of downtown—focusing on where uses should be located and what relationships between uses should be established. Participants were then challenged to identify and place other waterfront thematic elements. The end result was an overall composite sketch of the group's long term vision for the study area.

#### **Public Workshop at Centennial Hall**



<sup>1</sup>Project site to be maintained through February, 2005. Project documents are also available through the City of Juneau's website at [www.juneau.lib.ak.us/](http://www.juneau.lib.ak.us/).

**Table 1: Long Range Waterfront Plan: Timeline and Participant Roles**

Month	Planning Task	Planning Team Role	Community and User Role	CBJ Leadership and Staff Role
February (2003)	Preliminary Waterfront Analysis and Data Collection	Provide Data, Insights and Organize Community Voice		Planning Process Oversight
March				
April			Initial Community Priorities and Uses Workshop (April 22-25)	
May			Alternatives Generation Workshop (May 14-15)	
June	Preparation of a Preferred Waterfront Concept Plan	Refine Community Visions and Identify Strategies Toward Achievement	Alternatives Evaluation Workshop (June 18-20)	
July				
August			Community Wide Polling Effort (August 1-21)	
September			Preliminary Waterfront Concept and Master Plan (September 22)	
October	Finalization of the Waterfront and Concept Plan	Refine Community Visions and Identify Strategies Toward Achievement		
November				
December				
January (2004)	CBJ Review and Plan Modification	Refine Community Visions and Identify Strategies Toward Achievement		Review and Plan Modification
February			Final Presentation	

- **Alternatives Evaluation Workshop, June 18-20.** The third series of workshops and related public information displays focused on the review of several refined alternatives generated by the Planning Team from the results generated as part of the Alternatives Generation Workshop and other information assembled. Participants were walked through alternatives prepared for several planning subareas established for the project and asked to evaluate each alternative through completion of a survey evaluation form.
- **Community Wide Polling Effort, August 1-21.** Building from the foundation of work derived from the June workshop, a refined and reduced set of alternatives along with a series of questions were assembled in a survey format and mailed to community residents. A total of 16,177 surveys were mailed to residents using a CBJ provided database of voters in recent elections. Residents were asked to measure support for a reduced number of alternative waterfront visions and uses. A total of 2,178 surveys were returned to the project team for analysis, resulting in a 13 percent response rate. The information obtained from this effort solidified several important plan initiatives presented as part of Long Range Waterfront Plan.

The total number of persons participating in a public and/or user group meetings exceeded 400 individuals. Combined with the high level of participation on the Community Wide Polling Effort, overall public participation was high throughout the planning process. To encourage a broad cross section of the community to participate, community outreach meetings were held both in the Mendenhall Valley and Downtown Juneau. Similarly, the large survey distribution associated with the Community Wide Polling Effort was intended to reach community individuals that do not typically participate in local planning effort workshops.

CBJ Staff and Leadership Involvement

Throughout the planning process—typically coinciding with public workshops described previously—the Planning Team coordinated and presented work completed on the Plan to the CBJ's Port Development Committee. This Committee was comprised of members from the CBJ Assembly, the Docks and Harbors Board, and a member from the Planning Commission.

The Planning Team relied throughout the process on day-to-day project management from CBJ Community Development group. Several other members of CBJ staff were consulted periodically throughout the planning process.

**Table 2: Public Participation Statistics**

Metric	Participation
Total number of Public Workshops, Public Information Displays and other advertised public meetings	13
Number of individuals participating in at least one public meeting (signed in; does not include Port Development Committee meetings)	203 (an estimated 21 additional participants did not sign in)
Number of individuals participating in public informational display (signed in; does not include Port Development Committee meetings)	64 (an estimated 26 additional participants did not sign in)
Total number of individuals participating in all advertised and additional user/other group meetings	+/- 410
Communitywide Polling Effort participation	16,177 surveys released; 2,178 surveys returned (13% response rate)
Press stories, radio appearances and other	6 major press stories; 5 radio stories; project maintained information hotline (907-586-2994); project maintained webpage ( <a href="http://www.juneauwaterfrontplan.com">www.juneauwaterfrontplan.com</a> )

**1.4 PLAN HORIZON**

Projects and efforts depicted in the Long Range Waterfront Plan are anticipated to be implemented over the next 22 years, with projects occurring over three primary phases:

- **Near-Term, 2005 to 2009.** Near-term projects establish critical first elements for overall waterfront transformation. These projects, often small, reflect key investments of public and private resources anticipated to yield important short term results and/or to build a strong foundation for longer term project elements.
- **Mid-Term, 2010 to 2014.** Often the central goals anticipated for achievement over the life of the Plan. Mid-Term projects reflect the results of public and private sector cooperation to achieve large waterfront redevelopment projects.
- **Long-Term, 2015 to 2026.** Ambitious long range efforts that, while important in general targets, are often keep flexible/modified to allow for changing marketing conditions, community needs, and other factors.

**1.5 MASTER PLAN COMPONENTS**

The Long Range Waterfront Master Plan is divided into five chapters, with this Master Plan Overview serving as the first. Chapter 2 presents the organizing elements—key existing conditions information, issues and opportunities associated with the waterfront day-to-day functioning, and public comment—that framed the assembly of several alternative visions for the waterfront over the next two decades. In Chapter 3, the 2026 Concept Plan is presented along with descriptions of key project efforts and important design criteria. Chapter 4 provides strategies for Plan implementation, including phasing for plan components and identification of areas in need of additional study. The Master Plan concludes with Chapter 5 which covers cost estimate and provides a financial strategy for moving Plan components forward.

**View of Juneau’s Downtown Waterfront**



## 2. ORGANIZING A COMPELLING VISION FOR JUNEAU'S WATERFRONT

*Vision - It reaches beyond the thing that is, into the conception of what can be. Imagination gives you the picture. Vision gives you the impulse to make the picture your own.*

Robert Collier

### 2.1 JUNEAU'S WATERFRONT TODAY: LAND USE, MARINE FACILITIES AND TRANSPORT

#### Land Use and Zoning

The general pattern of land uses found within and adjacent to the study area is shown in Figure 2. Waterfront Commercial (WC) and Waterfront Industrial (WI) zones direct all development along the costal zone within the study area. Mixed use categories MU and MU-2 include the majority of other upland properties north and east of Egan Drive, Marine Way and South Franklin Street with Industrial (I) comprising the interior parcels of the AJ Rock and Little Rock Dumps. Several other smaller zones are found on the periphery and/or outside of the study area. Refer to Table 3 for additional details.

General building height limitations are also provided as part of Figure 2, with supplemental requirements for historic buildings along South Franklin and Front Streets outlined in Figure 4. Building height requirements for WC and WI zones limit construction in these areas to under 35 and 45 feet, respectively. Height restrictions for areas designated as Mixed Use within the study area vary, with those found along South Franklin Street and Downtown ranging from 35 to 45 feet (zone MU); areas south of Telephone Hill are generally required to maintain heights of under 35 feet (zone MU-2).

The general character of buildings and land uses found within the study area are photo-documented as part of Figures 4, 5 and 6. Development intensity along the water's edge is generally comprised of one- to two-story structures, with larger office buildings and residential housing found within the Downtown proper. The historic building character found within the Downtown core adds greatly to the visual quality of Juneau's urban environment. The use of wood and other construction materials, varying façade treatments, and building articulation—elements common to the architectural language of several other Alaskan coastal towns—greatly adds to the overall image of the city as experienced by residents and visitors. Newer building construction varies in its overall visual and functional contribution to Downtown. One Sealaska Plaza serves as a positive, with its more modern lines and larger scale generally working well with its surroundings. Missed opportunities, however, include the Marine View Building and the CBJ Library and Parking Garage.

**Table 3: Definitions of Land Use Categories Found Within and/or Adjacent to the Study Area**

Zone	Location / Size
(D-5) Single Family & Duplex: 7,000 square foot minimum lot size with 5 units per acre	Located in the northernmost reaches of Downtown. Not found within the study area. +/- 11 Acres.
(D-10) Multi-Family: 6,000 square foot minimum lot size with 10 units per acre	Located along the eastern edge of Gastineau Avenue and within the study area. +/- 8 Acres.
(D-18) Multi-Family: 5,000 square foot minimum lot size with 18 units per acre	Area 1 – Predominate zone found in the upper reaches of Downtown (north of Telephone Hill). Area 2 – Small multi-use townhomes bordered by Gold Creek and Egan Drive and within the study area. Area 1 = +/- 19 Acres; Area 2 = +/- 6 Acres.
(I) Industrial	Interior portions of the AJ Rock and Little Rock Dumps. +/- 78 Acres.
(LC) Light Commercial	Low intensity community based commercial offerings found along 10 <sup>th</sup> Street leading into downtown. Straddles western edge of study area. +/- 5 Acres.
(MU) Mixed Use Residential and Commercial: 5,000 square feet minimum lot size and 60 units per acre	Predominant upland zone in Downtown and along the eastern edge of South Franklin Street containing a mix of commercial, office, residential, and institutional uses. / +/- 76 Acres.
(MU-2) Mixed Use	Upland zone occupying western stretch of downtown from Telephone Hill to Gold Creek and inclusive of Centennial Hall and the State Museum. +/- 32 Acres.
(RR) Rural Reserve	Non-developed/undevelopable lands in higher elevations surrounding Downtown and the study area. +/- 153 Acres.
(WC) Waterfront Commercial	Entirety of water's edge from the Juneau-Douglas Bridge to the Intermediate Vessel Float. +/- 90 Acres.
(WI) Waterfront Industrial	Entirety of water's edge from the Intermediate Vessel Float to the Little Rock Dump. +/- 52 Acres.



The character of waterfront areas and the built environment changes as you move away from the Downtown core. Buildings and structures found to the south of Downtown and Telephone Hill are generally more utilitarian in look and function. Buildings are generally two-levels in height and offer adjacent at grade parking. As will be discussed later in the study, two areas in need of redevelopment are found south of Downtown. These include the Subport and parcels found from the Juneau-Douglas Bridge to Gold Creek.

East of Downtown, the built environment takes a decidedly more tourism orientation along South Franklin Street, transitioning into industrial activities and properties located at the AJ Rock Dump. The majority of commercial areas along South Franklin Street are only open during the tourism season, a factor that essentially eliminates the street life and functioning of this area during the winter months.

View of South Franklin Street



Figure 2: Supplemental Building Height Requirements for Downtown Areas

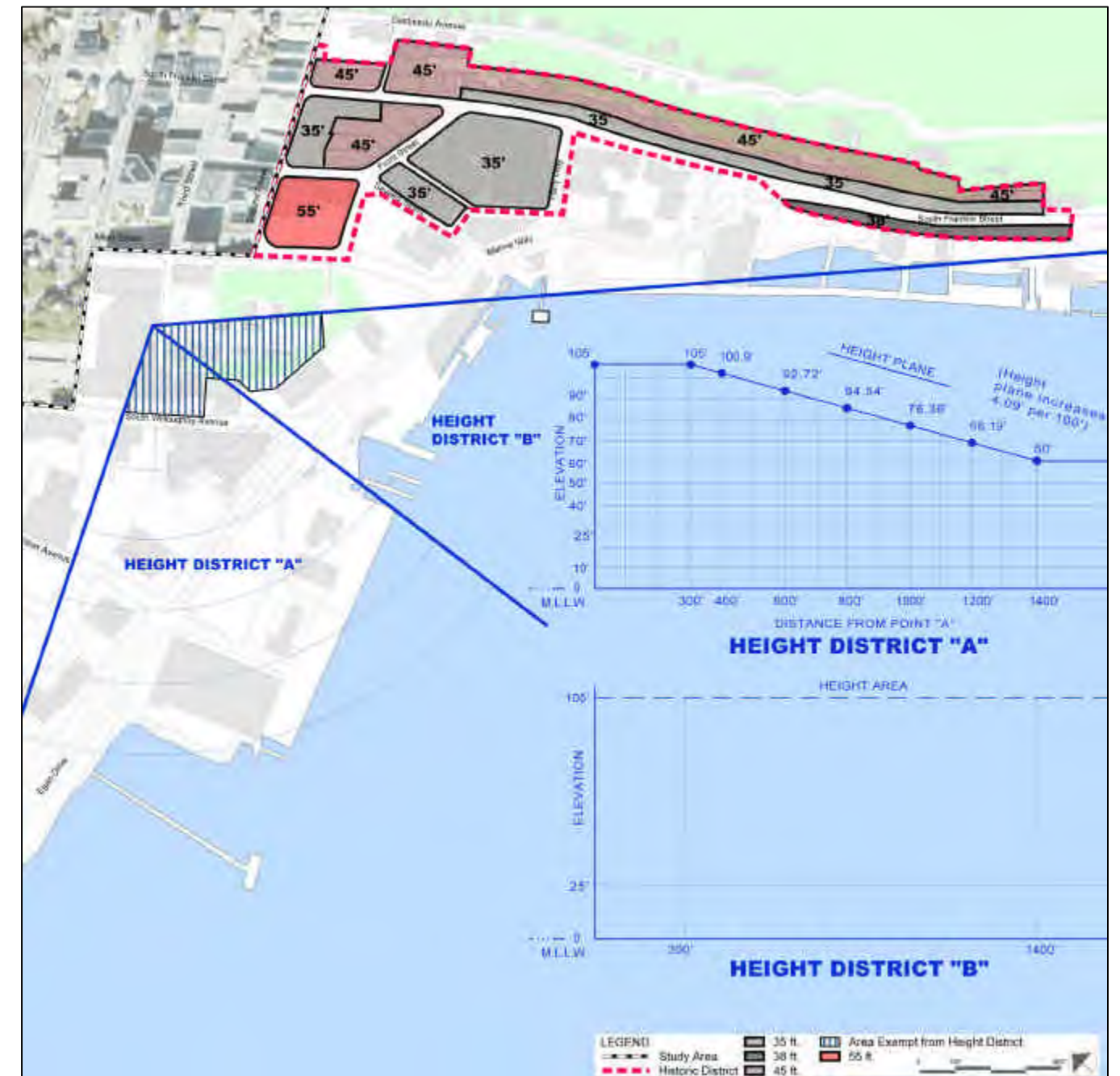


Figure 3: Zoning Districts within the Downtown Waterfront Area

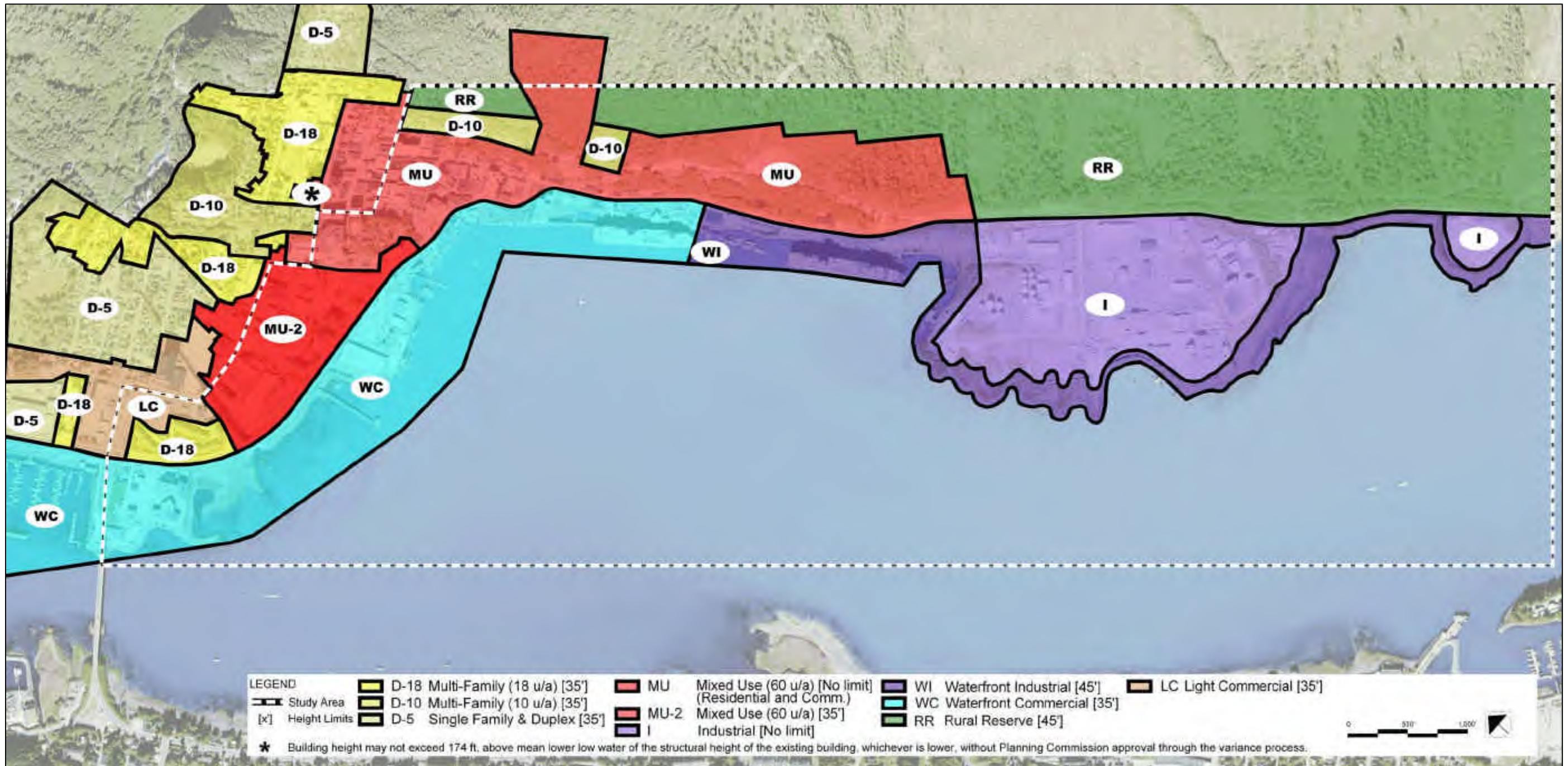


Figure 4: Study Area Character and Features: Juneau-Douglas Bridge, Subport and Downtown

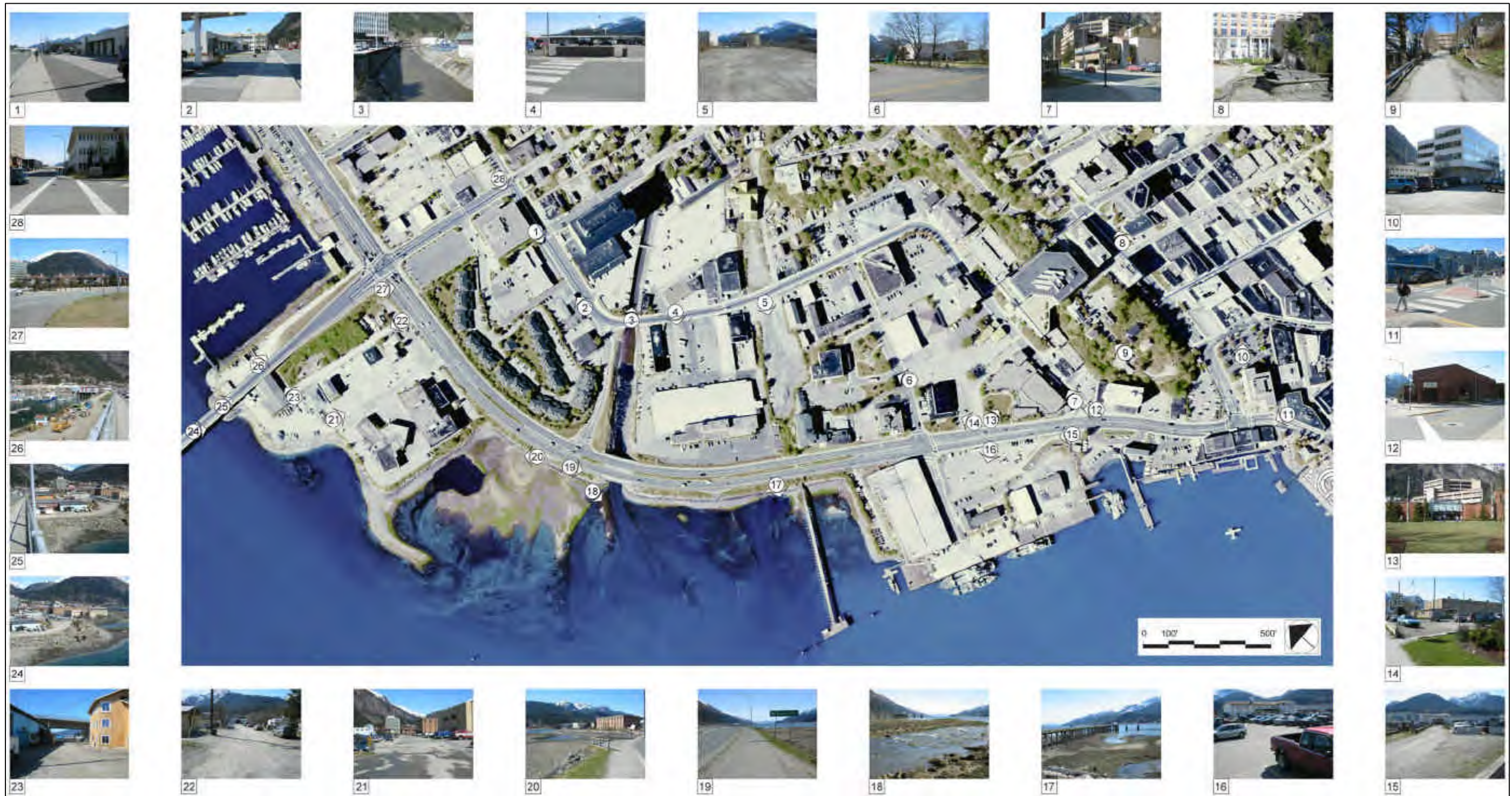


Figure 5: Study Area Character and Features: South Franklin Street



Figure 6: Study Area Character and Features: AJ Rock and Little Rock Dumps



### Ownership

Property ownership is shown in Figure 7. CBJ controlled parcels (purple tone) include large swaths of tidelands found proximate to Gold Creek and the Subport as well as along the AJ Rock and Little Rock Dumps. Other primary CBJ holdings include Marine Park, cruise facilities at the Steamship Wharf and Cold Storage/South Ferry Dock, Centennial Hall, and the CBJ's Public Works Water Treatment Plant. Approximately 103 acres of property found within the study area is under the control of the CBJ. State owned parcels (red tone) include offices on and surrounding Telephone Hill and well as the State Capitol Building and offices along Main Street. As previously described, the State's Alaska Mental Health Trust is the principal owner of the largest portion of the Subport complex located west of Downtown.

Remaining parcels are generally held in private or Federal hands (U.S. Coast Guard, NOAA, and others), including large areas and waterfront proximate to the south side of the Juneau-Douglas Bridge, Downtown, South Franklin Street and the AJ Rock Dump. Please note, road rights-of-way controlled by the State and CBJ are not depicted as part of Figure 7.

### Marine Facilities

Waterfront dependent and related uses comprise the majority of development from the Subport to the southern edge of the AJ Rock Dump. Maritime uses along Juneau's Downtown waterfront have long benefited from the generally sheltered conditions created by the configuration of the harbor and deep water access to Gastineau Channel. Water depths in the harbor drop off quickly (greater than 100 feet) at facilities found along South Franklin Street; tidal zones, and thus, larger water depth transitional zones are found around the Gold Creek Protection Basin and Subport as well as along the AJ Rock and Little Rock Dumps (see Figure 8).

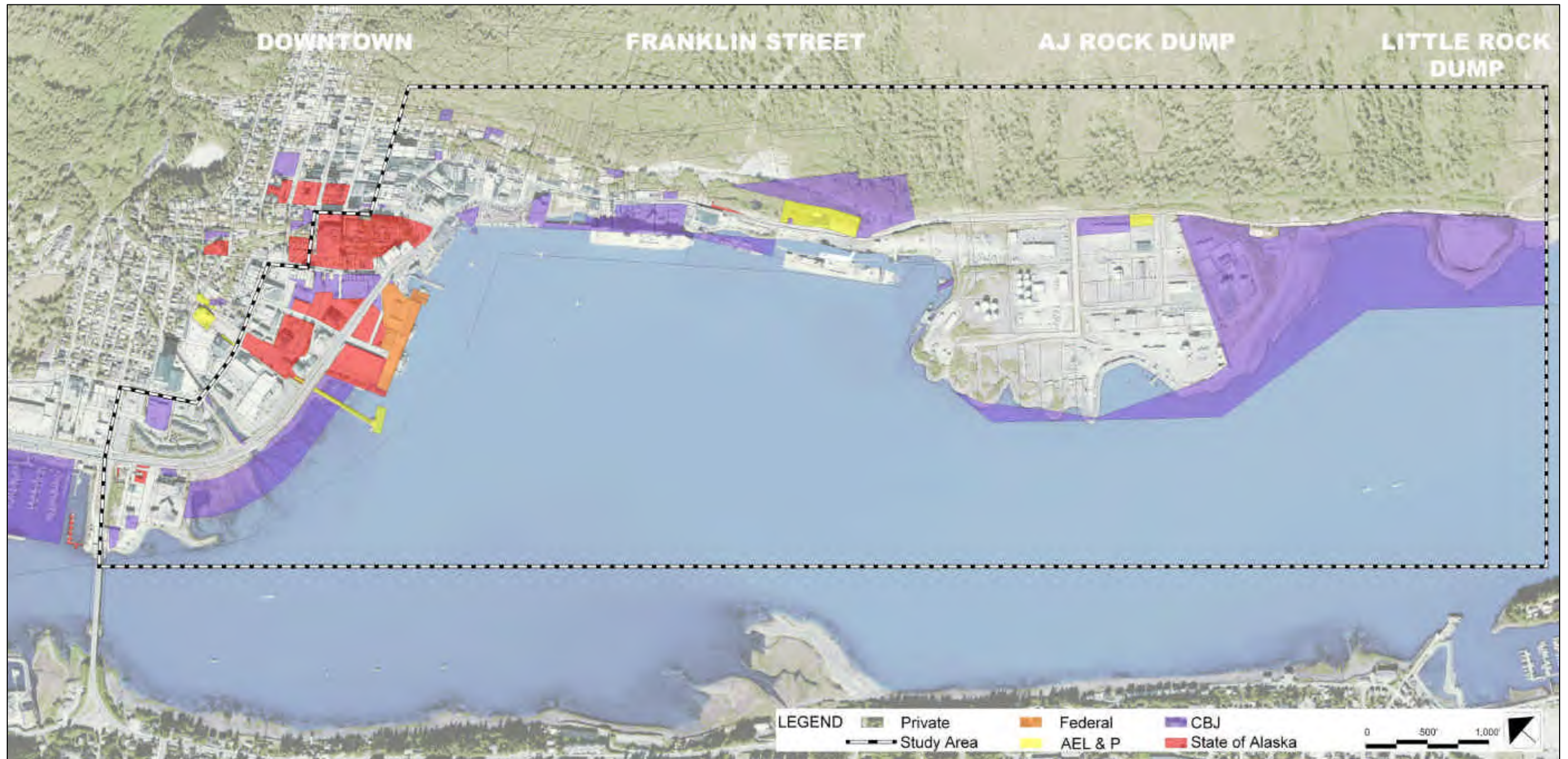
Cruise related docks are primary marine facilities featured along the waterfront. These facilities extend from, the Seadrome building (Goldbelt Float) to the South Franklin Street Dock (Princess Dock). A general description of the size and capability of each of these facilities as well as others present in the study area are presented in Table 4. Additional discussion of the issues and opportunities associated with these facilities is discussed in Section 2.2. Two anchorage positions are also present within the harbor to accommodate large vessels selecting to conduct tender operations into shore versus utilization of fixed berths.

Utilization of these facilities is clearly highest during the tourism season (from May to September) with peak use generally occurring mid-week.

**View of the Intermediate Vessel Float**



Figure 7: Property Ownership



**Table 4: Description of Marine Facilities**

Facility	Description / Capability / Condition
AEL&P Fuel Loading Pier	Vacated structure previously utilized for fuel off-loading; tanks and facilities have since been removed. Pier length is +/- 600 feet with a dock face of +/- 100 feet. Condition of the AEL&P Pier is thought to be poor.
Subport, Inclusive of the U.S. Coast Guard and NOAA Vessel Float	Berth face of the Subport is +/- 735 feet, with the U.S. Coast Guard utilizing the eastern 650 feet of berth area. The nearby NOAA Vessel Float provides a total berthing area of +/- 270 feet. Condition of both facilities is good/fair.
Goldbelt Float (Seadrome Marina)	Predominantly used to accommodate small cruise vessels (200 to 300 feet in length), the privately held Goldbelt Float offers +/- 560 feet of berth area. This facility is highly constrained in terms of the high level of activities found to the east and west of the Float. Condition of the Float is observed to be good.
Wings of Alaska Float	The Wings of Alaska Float accommodates float plane operations at the foot of the Merchant's Wharf building. Condition of this facility is excellent.
City Tender	Located adjacent to the Steamship Dock and Marine Park, the City Tender facility is infrequently used due to limited ground transportation upland support (a circumstance rectified by the recent Marine Park expansion). Condition of this facility is good/fair.
Steamship Dock	One of two CBJ owned facilities, the Steamship Dock can accommodate cruise vessels approaching 800 feet in length (the 788 foot <i>Amsterdam</i> was the largest vessel accommodated in 2003) with no ship berthed at the City Cruise Terminal; berthing capability drops to +/- 720 feet with two vessels in port. Facility condition is good/fair.
City Cruise Terminal	This second CBJ facility is an amalgam of several smaller berthing facilities historically used separately. This facility is capable of accommodating cruise vessels of up to 1,000 feet in length with no vessel present at the Steamship Dock; the largest vessel accommodated in 2003 with a ship present at the Steamship Dock was the <i>Vision of the Seas</i> at 915 feet.
Alaska Marine Highway Transfer Bridge	Situated between the South and North Ferry Docks, the Alaska Marine Highway Transfer Bridge is frequently used for disembarking cruise ship passengers but presents a support option for ferry operations presently accommodated at Auke Bay.
Intermediate Vessel Float	Heavily utilized, the Intermediate Vessel Float is a public facility providing 800 feet of moorage space for tender, small cruise ship, fishing, and transit vessel operations.
South Franklin Street Dock (Princess Dock)	The South Franklin Street Dock is the newest large cruise vessel facility in Juneau. The dock face (inclusive of mooring fenders) is +/- 800 feet; the facility is capable of accommodating vessels of +/- 1,000 feet. The facility is in excellent condition.

CBJ Pier	This CBJ owned pier is in poor condition and is currently used for tug moorage.
Union Oil Dock (UNOCAL Dock)	The Union Oil Dock supports petroleum and fuel oil off-loading operations for Taku Oil and Delta Western. Used on an infrequent basis, the berth face is +/- 230 feet; the facility is capacity of accommodating vessels of approximately twice this length.
Alaska Marine Lines Facility	The sole cargo berthing facility within the study area, Alaska Marine Lines Facility receives twice weekly cargo vessel services from Seattle. Berth face measures 200 feet; the facility is thought to be in excellent condition.
South Franklin Street Dock Small Vessel Facility (Proposed)	Approved for development by the CBJ in February of 2003, this float when completed will provide 400 feet of vessel berth area.
AJ Dock	Private cruise dock facility similar to the South Franklin Street Dock. Capable of accommodating a 1,000 foot cruise vessel.

**View of the Union Oil Dock (UNOCAL Dock)**

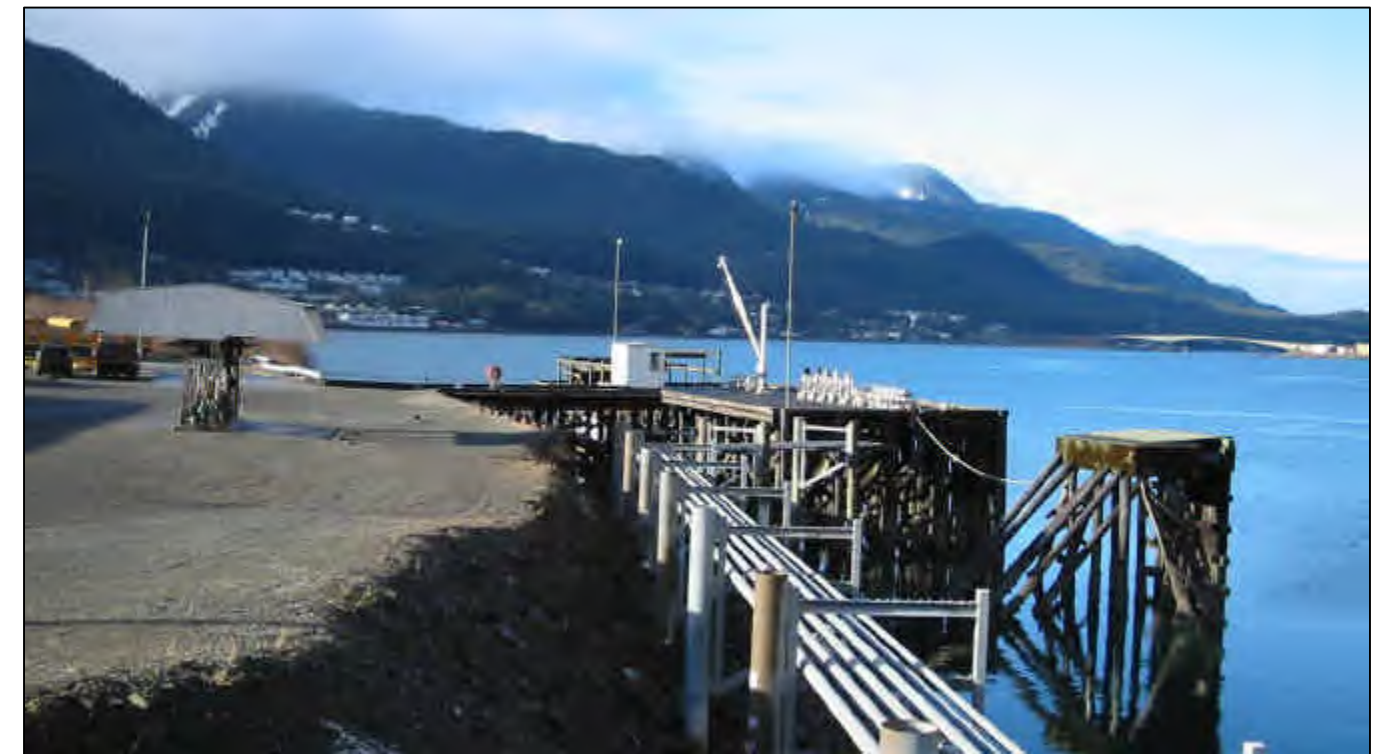
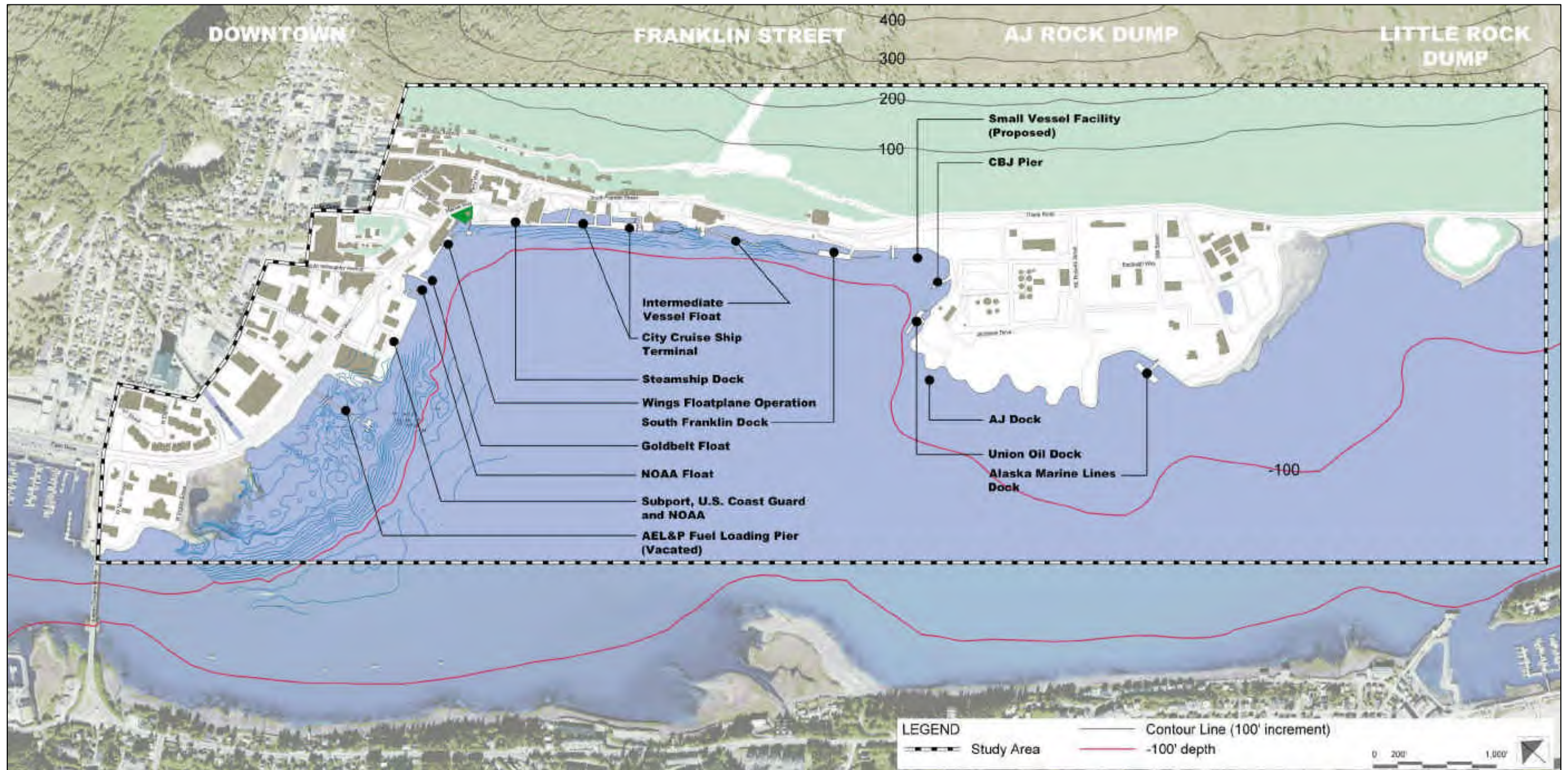




Figure 8: Location of Marine Facilities and Water Depths



Circulation Systems

The primary roadway facility and connection through the study area extends from Egan Drive to Marine Way, South Franklin Street and Thane Road (see Figure 9). For the majority of the study area, Egan Drive-Marine Way-South Franklin Street-Thane Road is a two-lane facility with widening turn lanes at key intersections into the Downtown. Egan Drive from Merchant's Wharf to the Juneau-Douglas Bridge is generally four lanes in width with a center turning lane. Vehicle speeds increase significantly for traffic on this four-lane portion of Egan Drive. The remainder of the roadway network primarily consists of smaller one- and two-way streets with on-street parking facilities.

Traffic volumes along the Egan Drive-Marine Way-South Franklin Street-Thane Road corridor can be quite heavy, especially during the peak summer months when cruise and related tourism operations are underway. Turning movements to/from properties along the Egan Drive-Marine Way-South Franklin Street-Thane Road corridor combined with parking, delivery, and pedestrian activities can bring vehicle traffic to a crawl during business hours. Congestion associated with this corridor often spills over into Downtown secondary streets.

A well-connected network of sidewalks and pathways facilitates pedestrian and some bicycle traffic within the study area. Facilities are well utilized by area residents and visitors, especially during peak tourism months. Highly desired pedestrian routes—North and South Franklin Street, Marine Way, Ferry Way, Front Street, Seward Street, and Main Street—receive substantial utilization during the peak tourism months to the degree that pedestrian congestion becomes a significant problem for the functioning of these facilities as well as the roadway network overall. The root causes of the breakdown pedestrian facilities during summer months include:

- Volume and peaking of pedestrian traffic originating from cruise facilities along South Franklin Street;
- Insufficient carrying capacity—often further reduced by the presence of street furniture, delivery vehicles, and illegal parking—of sidewalks and pathways along portions of highly desired pedestrian routes. A recently-adopted sidewalk ordinance has had a positive impact on the removal of street furniture, attraction devices, vehicles, etc., from the sidewalks;
- Lack of pedestrian options for movement to/from cruise ships and Downtown;
- Disorganization of pedestrian crossing points and wayfinding information, often resulting in pedestrians spilling out into streets; and,
- Lack of relief areas (such as pocket parks, plazas, pedestrian streets/arcades) along pedestrian pathways where individuals can step off of the primary route to congregate, take photos, and/or enjoy the surroundings.

Public and private transit systems are present throughout the study area. Public transit service is provided by Capital Transit along four bus routes (see Figure 10). *Route 3*, *Route 4*, and the *Douglas Route* currently circulate through Downtown from the cruise ship docks along South Franklin Street, Seward Street, Main Street and Willoughby Avenue. *Route 3* and *Route 4* continue out of Downtown to Mendenhall Valley via Glacier Avenue;

the *Douglas Route* journeys out to Douglas Island via the Juneau-Douglas Bridge. The fourth route, the *Express/University Route*, travels from Downtown to the Mendenhall Valley.

Private transit providers are an essential component of the tourism infrastructure delivery system for operators using the cruise ship facilities along South Franklin Street. These private transit services are provided by charter bus, mini (shuttle) bus, vans, trolleys, taxis and school buses. Peak operation for these providers coincides with the cruise ship facilities and the tourism season in general. Routes by these operators are typically to destinations outside of Downtown (Mendenhall Glacier, Auke Bay, and others), and as such, most of these operators are dependent on transiting the Egan Drive-Marine Way-South Franklin Street-Thane Road corridor. Some shuttle activities do shift cruise passengers from the South Franklin Street Dock to Downtown and for provision of Downtown trolley and other tours. Facilities and vehicle marshalling areas used by these operators are summarized in Table 5.

The growth of the cruise industry and the popularity of land based tours in Juneau have greatly increased the need for private transit operations over the past two decades. Similar to the other traffic and pedestrian elements described in this section, operations by private operators both contribute and are impacted congestion throughout the study area.

**Table 5: Private Transit System Marshalling Areas**

Facility	Total Capacity
Goldbelt Tours	Large buses = 3 to 4; Small shuttle and tour vehicles = 4 to 6; Other tour vehicles = 0
Marine Park	Large buses = 12; Small shuttles and tour vehicles = 8; Other tour vehicles = 0
City Cruise Terminal	Large buses = 12 to 14; Small shuttles and tour vehicles = 0; Other tour vehicles = 0
South Franklin Street Dock	Large buses = 12 to 14; Small shuttles and tour vehicles = 0; Other tour vehicles = 5
AJ Dock	Large buses = 18; Small shuttles and tour vehicles = 0; Other tour vehicles = 14

Figure 9: Vehicular Circulation Systems

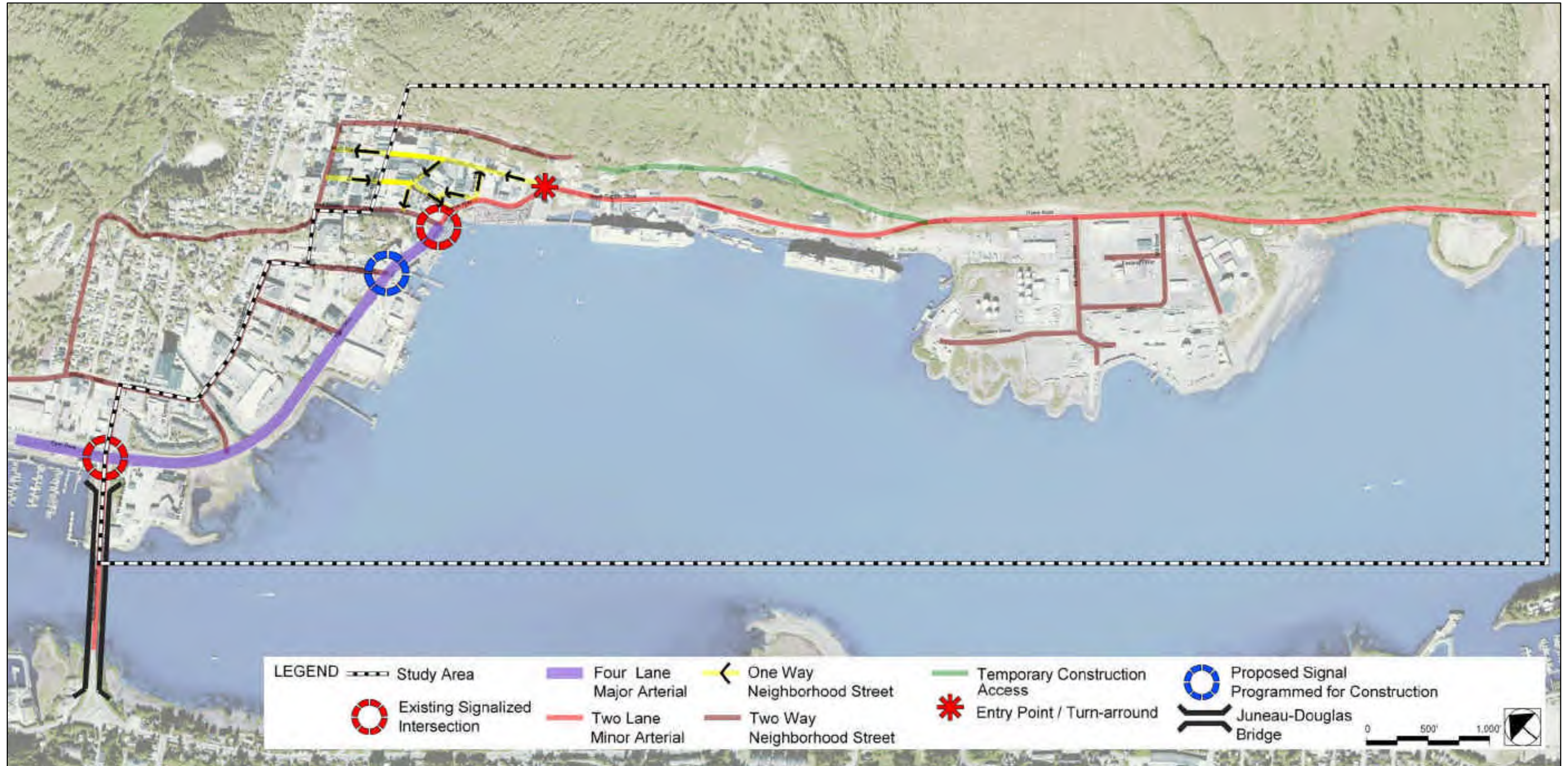
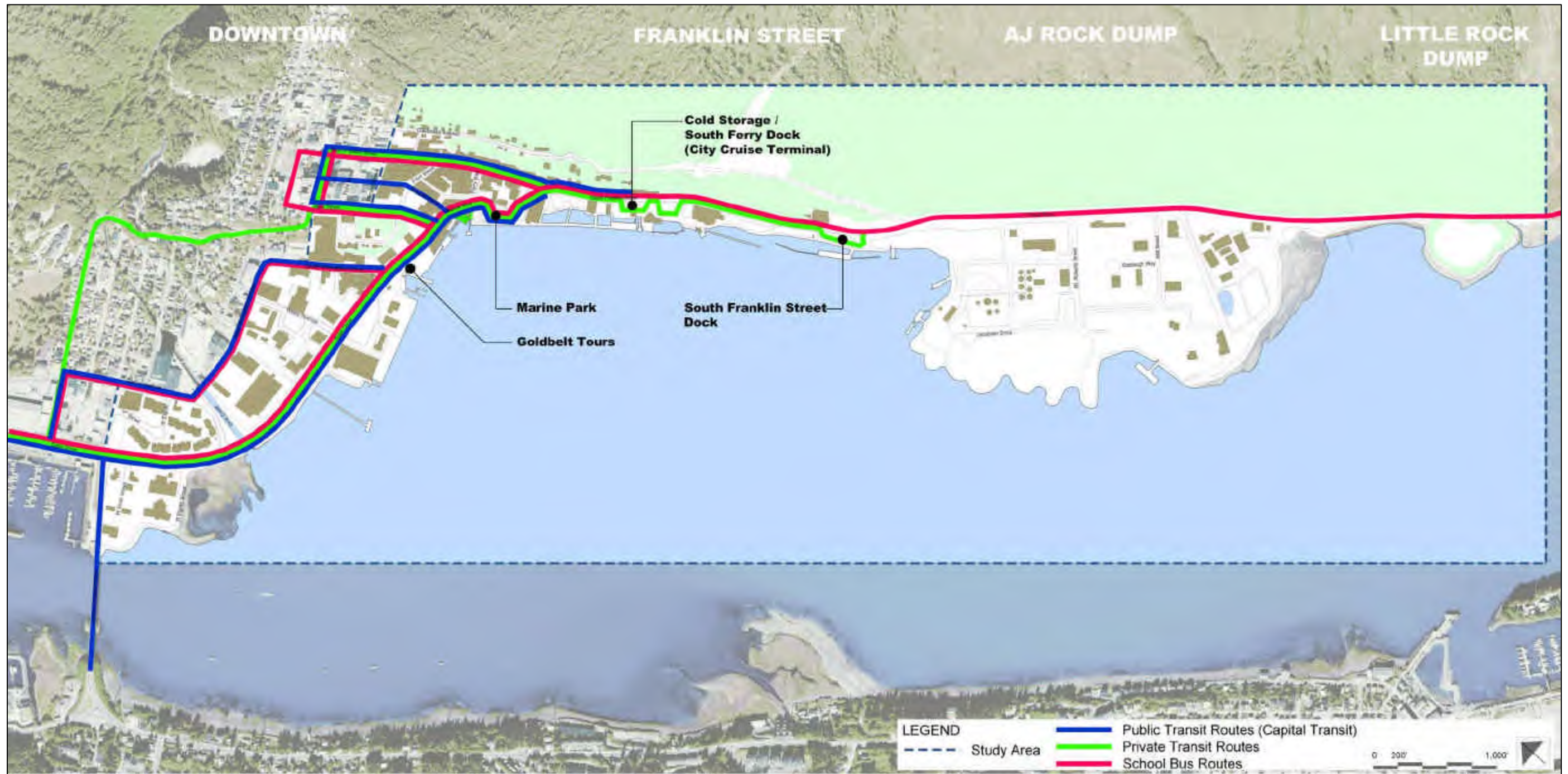


Figure 10: 2003 Existing Public, Private and School Transit Routes and Marshalling Areas



## 2.2 JUNEAU'S WATERFRONT TODAY: FUNCTIONAL AREAS

Juneau's Downtown waterfront comprises marine and upland activities associated with functional activities in four areas: Commercial (working waterfront), tourism, Downtown/community and recreation (see Figure 11). While each functional area often contains operations and activities that occur separately from the others, generally speaking, Juneau's waterfront functional areas are highly interdependent. By example, cruise operations within the tourism area are a prominent feature of Juneau's Downtown waterfront. Each of the functional areas is greatly impacted by their presence both in positive and negative ways. On the positive side, cruise operations support Downtown merchants and commercial activities; increase demand for cargo importation activities within the commercial functional area; and leverage funding for recreational facilities along the waterfront and Boroughwide. On the negative side, however, cruise operations take a significant toll on Juneau's Downtown streets and sidewalks, generating congestion that impacts all of the waterfront functional areas identified. While this issue has been simplified to illustrate a point, it clearly demonstrates the interdependence of Juneau's Downtown waterfront functional areas. It is through this interdependence that true opportunities and challenges exist for Juneau's waterfront today and in the future, and as such, the Planning Team spent significant time observing these functional area relationships and learning from community residents and waterfront users the important issues in need of addressing.

In the following section, we present a general discussion of attributes associated with each of these four functional areas, focusing the discussion on those issues and trends of import in Plan formulation.

### Commercial: Description of Users and Activities

Commercial activities are defined as those marine industrial or other non-tourism waterfront dependent/related uses found along Juneau's waterfront. Commercial activities are predominantly found on the AJ Rock Dump. Primary sites/activities in this area include: Marine cargo off-loading operations at the Alaska Marine Lines (AML) facility located in the southeast corner of the AJ Rock Dump; bulk cargo off-loading activities at the Union Oil Dock supporting the businesses of Taku Oil and Delta Western; and, small independent warehousing, freight forwarding, vehicle marshalling and storage and light manufacturing uses located in the interior of the AJ Rock Dump.

The U.S. Coast Guard and adjacent NOAA facility comprise an important waterfront dependent/related node found southeast of the Subport. Station Juneau is a unit of the U.S. Coast Guard's 17<sup>th</sup> District and supports a variety of vessel operations from this site, inclusive of some search and rescue operations. The site supports approximately 650 feet of linear berthing area (inclusive of NOAA's waterfront frontage) and a single, two-story +/- 13,600 square foot administration building. The adjacent NOAA facility currently provides a berth and staging/support area for the research vessel *John H. Cobb*. In 2001, this vessel conducted approximately 14-16 trips from NOAA's Subport facility. The NOAA parcel is supported by a small, 110 foot floating dock and two warehouse buildings.

Taku Smokeries, found along South Franklin Street proximate to the Goldbelt Tram facility, is another water dependent user and one of the last vestiges of commercial fishing along Juneau's Downtown waterfront. Taku Smokeries commenced operations along Juneau's Downtown waterfront in 1992 and maintains over three acres of waterfront property and a +/- 40,000 square feet warehouse that houses Taku Smokeries, Taku Fisheries, and a restaurant/marketplace. Taku Smokeries is reliant on utilization of the adjacent Intermediate Vessel Float and ice house as part of their operations.

Figure 11: Juneau's Downtown Waterfront Functional Areas



### Commercial: Issues and Opportunities

From Planning Team site reconnaissance, review of data and previously published studies, and information provided through public and unique user meetings, several issues and opportunities were identified in relation to the commercial functional area. These included:

- Cargo operations are presently the principal waterfront use along portions of the AJ Rock Dump. The CBJ community is highly dependent upon maritime cargo operations due to its landlocked position; over 94% of all freight and goods are brought in through maritime operators. A large portion of these activities are accommodated by AML (containers) and Taku Oil and Delta Western (petroleum and fuel

oil). While these operations are not anticipated to expand greatly over the next two decades—excluding construction materials, cargo importation levels generally remain in step with regional population (hinterland) growth—they will continue to be both essential economic engines and water dependent uses. The AJ Rock Dump is well situated to accommodate these and other maritime users given its access to deep water and position south of the Juneau-Douglas Bridge. The key limiting factor to operations in this location is the reliance on movement of cargoes discharged from these facilities through Downtown Juneau. Larger container and truck combinations have difficulty maneuvering through Juneau's narrow streets and operations are hindered during periods of peak traffic congestion (the tourism season and cruise ship operations).

Given the high level of investment by present cargo operators at the AJ Rock Dump and limited potential alternative locations for these activities elsewhere, these activities are likely to remain. Addressing upland logistical challenges is an important objective for these and other light-industrial users found at the AJ Rock Dump. Expansion of cargo and other commercial waterfront uses is potentially south beyond the CBJ Wasterwater Treatment Plant. Land stability and environmental permitting issues are potentially two issues that could limit expansion.

- Maritime security is a key consideration for commercial operators and other marine operations along Juneau's waterfront. Consideration is needed for ensuring cargo operators at the AJ Rock Dump remain secure, especially sensitive areas such as bulk fuel storage facilities. Similarly, uses should be buffered and directed away from the general public due to public safety concerns.
- The AJ Rock Dump overall is well suited as an industrial district. Users in this area have direct access to marine cargo operations and are in keeping with the overall character of the area. Potential exists to continue to develop new warehouse, light-manufacturing and other similar uses on vacant and underutilized parcels within the AJ Rock Dump.
- The U.S. Coast Guard's Station Juneau and the NOAA facility are long time contributors to Juneau's Downtown waterfront and provide a "working" component that adds value to the overall fabric of Downtown. Their operations are waterfront-dependent and reliant on their respective docking areas and deep water access provided by Gastineau Channel. The upland relationship of these users to the surrounding urban area is less important and non-public, needing only vehicular access from Egan Drive, parking and necessary security structures. This reduced dependence on the creation of a public exterior greatly diminishes the look and character of the parcel and surrounding uses in this key location proximate to Downtown. Consideration should be given to wrapping/buffering these uses with landscaping or other structures more congruent with the surrounding area.
- Relocation options for the U.S. Coast Guard's Station Juneau and the NOAA facility are generally limited. For the Coast Guard, a facility in West Douglas could provide improved response time for search and rescue operations; actual implementation of such a scheme, however, would be difficult at

present given the general undeveloped nature of West Douglas, cost issues, and water access. For the NOAA site, potential exists to relocate their facilities to Lena Point or Auke Bay. Discussions with NOAA, however, suggested these options are costly and that the agency is content with its present facilities along Juneau's Downtown waterfront. The *2003 Subport Revitalization Plan* calls for both waterfront users to remain in their present locations and makes provisions for some expansion of buildings/uses at both sites.

- As one of the last vestiges of true working waterfront and a representative example of Juneau and Alaska's large and important fishing industry, Taku Smokeries is a worthwhile feature of Juneau's waterfront and should be maintained and/or expanded. Its mix of working waterfront and tourism/marketplace activities adds to this status. Not all aspects of the Taku operation fit seamlessly into the surrounding fabric of the area. For example, conflicts exist between the limited space along the Intermediate Vessel Float and other uses and access to the ice house limits circulation by pedestrians along the waterfront. Additionally, the back-of-house is generally unattractive. Consideration is needed to improve these conditions both to the betterment of Taku's operations and the surrounding area.

**Figure 12: Commercial: Summary of Key Issues and Opportunities**



#### Tourism: Description of Users and Activities

Activities within the Tourism Functional area do not go unnoticed by the community. In many ways, tourism activities define and set the pace for waterfront and upland functioning during the spring, summer and early fall months. The central contributor associated with these operations is the cruise ship industry. Port-of-call operations through Juneau's facilities welcomed a total of 740,000 visitors in 2002 and contributed over 82% of the total CBJ visitation for that year (900,000 individuals).

Cruise operations typically occur in one of the following three categories:

- **Medium to large cruise ship operations using fixed dock/berth positions.** Operations by medium to large vessels are the mainstay of Juneau's cruise business. These vessels measure greater than 600 feet in length; the largest vessels approach 1,000 feet in length and accommodate over 2,600 passengers. Vessels utilize Juneau's two CBJ owned facilities (Steamship Wharf and City Cruise Terminal), the private South Franklin Street Dock, the new AJ Dock, as well as adjacent upland marshalling areas for these operations.
- **Medium to large cruise ship operations at anchor and utilizing tenders.** While less frequently observed, medium to large cruise vessels utilize one of two anchorage positions found in the harbor and bring passengers to shore via tenders. Tenders generally discharge their passengers at the Intermediate Vessel Float or other available floating dock locations. Utilization of anchorage positions typically occurs on days when a fixed dock/berth is unavailable or by cruise line preference. For safety reasons, anchorage utilization is not an option during periods of poor weather and/or high winds.
- **Small vessel operations.** Smaller vessels, such as those operated by Cruise West, Glacier Bay Tours (Goldbelt) and others are also frequently present along Juneau's Downtown waterfront. These vessels typically range from 200 to 300 feet in length and carry between 100 and 200 passengers. The smaller size of these vessels allows them to utilize floating dock facilities at the Goldbelt Dock and the Intermediate Vessel Float. A small number of these vessels conduct homeport operations from Juneau, requiring baggage handling of embarking and disembarking cruise passengers and other additional upland needs.

Other, operations occurring within the tourism functional area include:

- **Float plane operations.** Float plane operations have long been a fixture of Juneau's Downtown waterfront. Historically, these operations occurred from the Merchant's Wharf facility as well as locations proximate to the Subport. While most float plane activity has moved to the Juneau Airport, Wings of Alaska remains an active operator along Juneau's Downtown waterfront, operating from its floating launch facility adjacent to Merchant's Wharf. Wings of Alaska gear these operations primarily to cruise ship passengers and other tourists in the Downtown area.

- **Transient charter vessels and large yacht operations.** Charter vessel and large yacht traffic is a growing business in the region and CBJ, but is generally underserved along Juneau's Downtown waterfront due to the lack of facilities to accommodate this traffic. Vessels typically are longer than 75 feet in length and often require a docking position for multiple days. Operations in this sector typically peak in the mid summer months and utilize (when available) the Intermediate Vessel Float and Goldbelt Dock.

In terms of impact to Juneau's urban form, the net result of these and other tourism related waterfront activities has been threefold:

- A growing establishment of upland tourism oriented commercial establishments and venues in Downtown and along South Franklin Street. Many of these commercial establishments—especially those along South Franklin Street—stay open only during the tourism season when cruise ships are in port.
- Large areas of uplands dedicated to ground transportation and marshalling operations associated with cruise operations.
- Increased capacity (where possible) built into the pedestrian and vehicular circulation networks along highly desired pedestrian routes.

#### Tourism: Issues and Opportunities

A number of important issues and opportunities associated the tourism functional area are worthy of note. These include:

- The cruise industry continues to expand both on a worldwide basis and in the Alaska cruise region (see Figure 13). The principal factors pointing toward continued growth include: Significant expansion of cruise industry supply (both vessels and berths), albeit at a slower pace than witnessed over the past two decades; continual innovation and variation of cruise ship and shore product offerings; strong first time and repeat consumer demand; and, the financial stability and profitability of leading cruise operators through continued maximization of net ticket and onboard revenues and reduction of operating costs. Industry experts suggest North American passenger throughput will likely double over the next fifteen years, growing from an estimated 7.4 million passengers in 2002 to between 10.4 and 13.8 million by 2017. The strength of the Alaska cruise region in terms of consumer popularity and cruise line profitability will likely set into motion similar demand scenarios for regional growth. Thus, regional numbers for Alaska—given the availability of cruise facilities, tourism infrastructure, homeport berth availability, and port charge stability—are poised to see significant growth over the 15 years (see Figure 14).

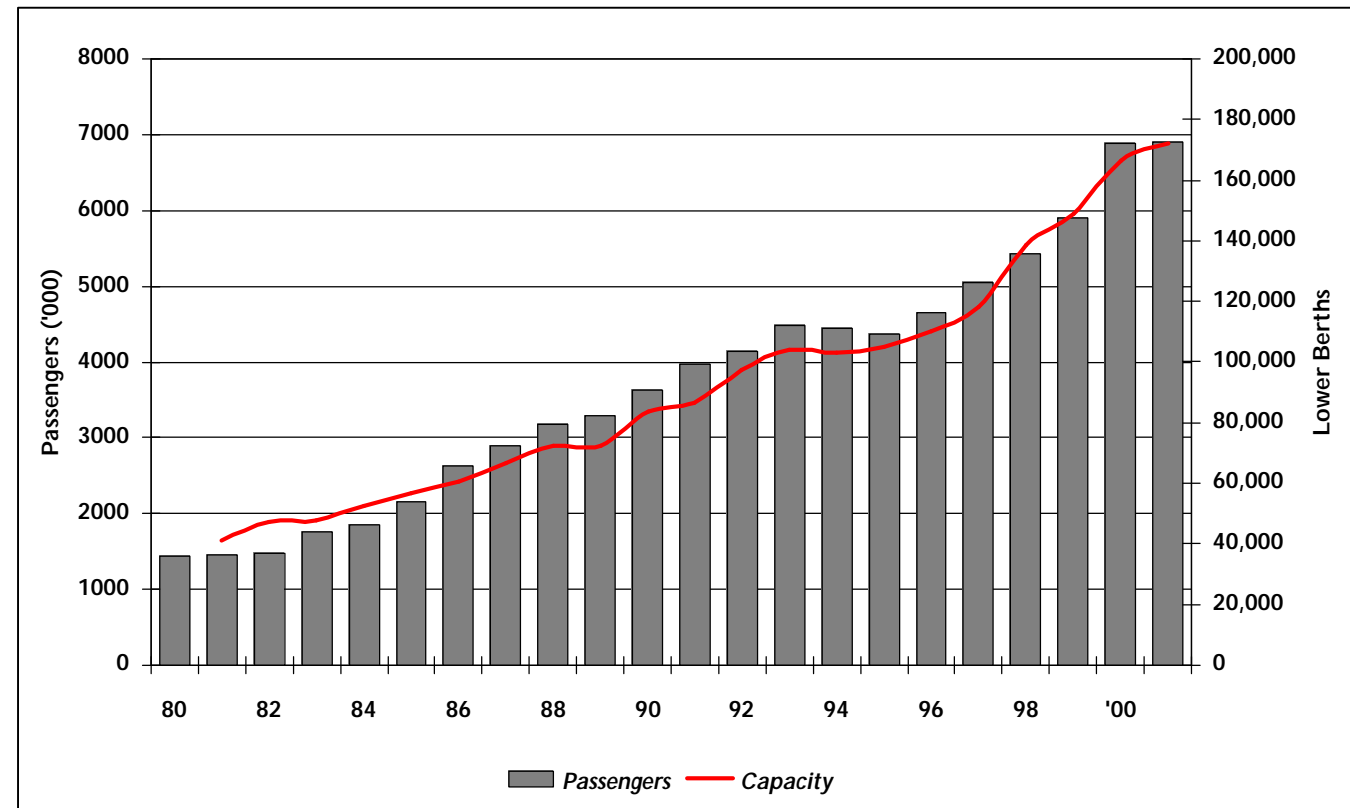
Given the popularity and marquee value of Juneau as a cruise port-of-call, it is reasonable to envision that cruise demand will exist to the degree facilities are available to accommodate traffic. This demand

has already placed into motion Juneau's second private cruise dock, the new AJ Dock located on the AJ Rock Dump. Other facilities are under consideration by the Dock and Harbors Board for the Subport.

The opportunity that clearly presents itself is the development of additional fixed cruise ship berths or anchorage facilities to accommodate some or all of the potential market. Meeting the market would spur job creation, increased commercial activity, and port charge/tax revenues useful in leveraging related waterfront or other community infrastructure initiatives. These opportunities, however, are ppared against a series of challenges and issues, many of which are oriented around where additional cruise facilities could and should be placed, facility cost, the impact facilities could have on traffic congestion and the expansion of tours, the promotion of additional seasonal commercial establishments, and the real and/or perceived notion that increasing these operations could reduce the overall quality of life of Juneau residents. Continued review of the potential for expansion of cruise facilities is a central component of this planning effort, and while not all issues will be fully vetted, the long term planning for cruise facilities and possible expansion is an important consideration.

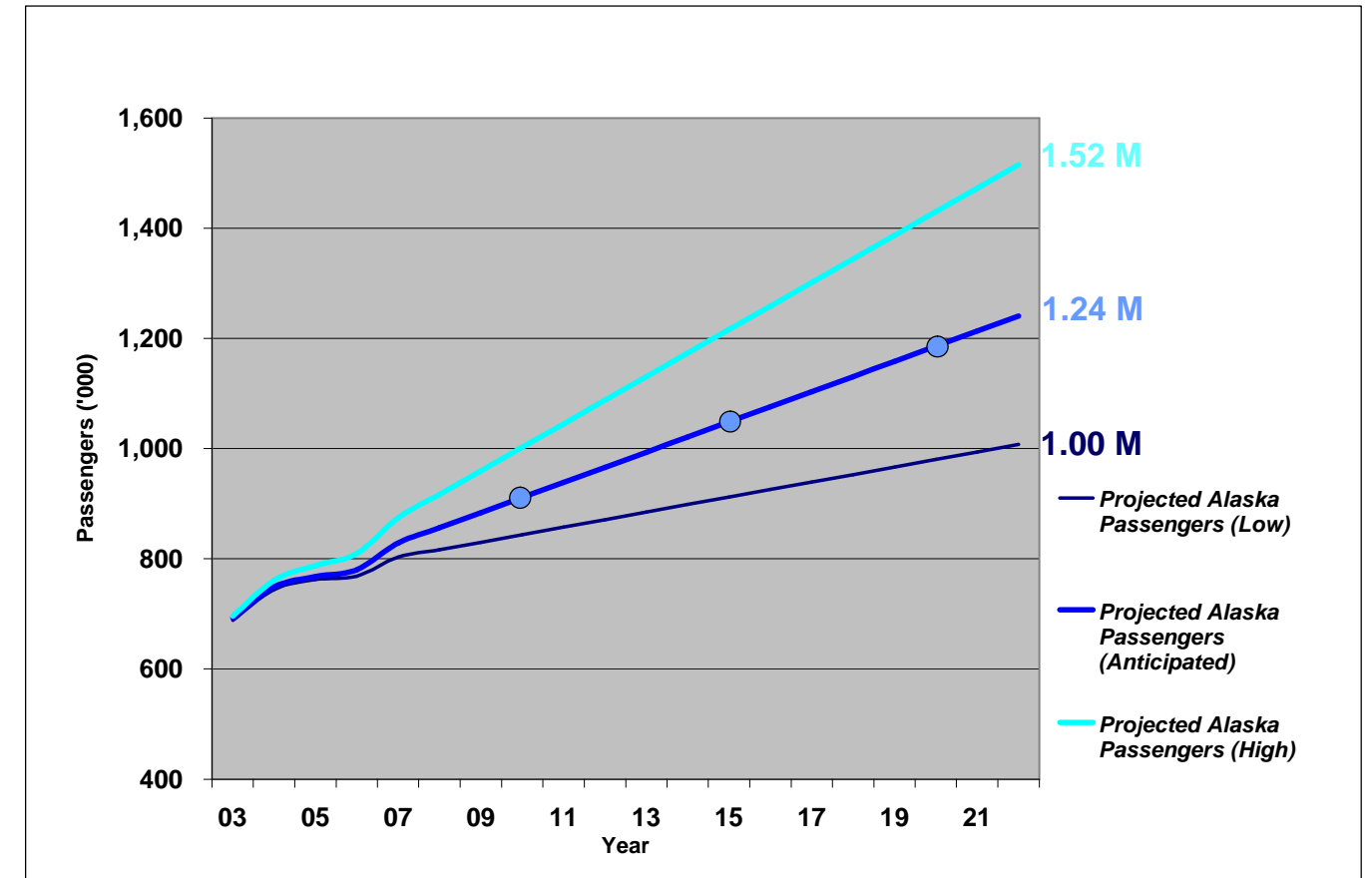
**Figure 13: Cruise Industry Passenger Growth v. Supply of Industry Berths**

Source: Bermello Ajamil & Partners, Inc, 2003



**Figure 14: Anticipated Cruise Passenger Levels in the Alaskan Region, 2003 - 2023**

Source: Bermello Ajamil & Partners, Inc, 2003



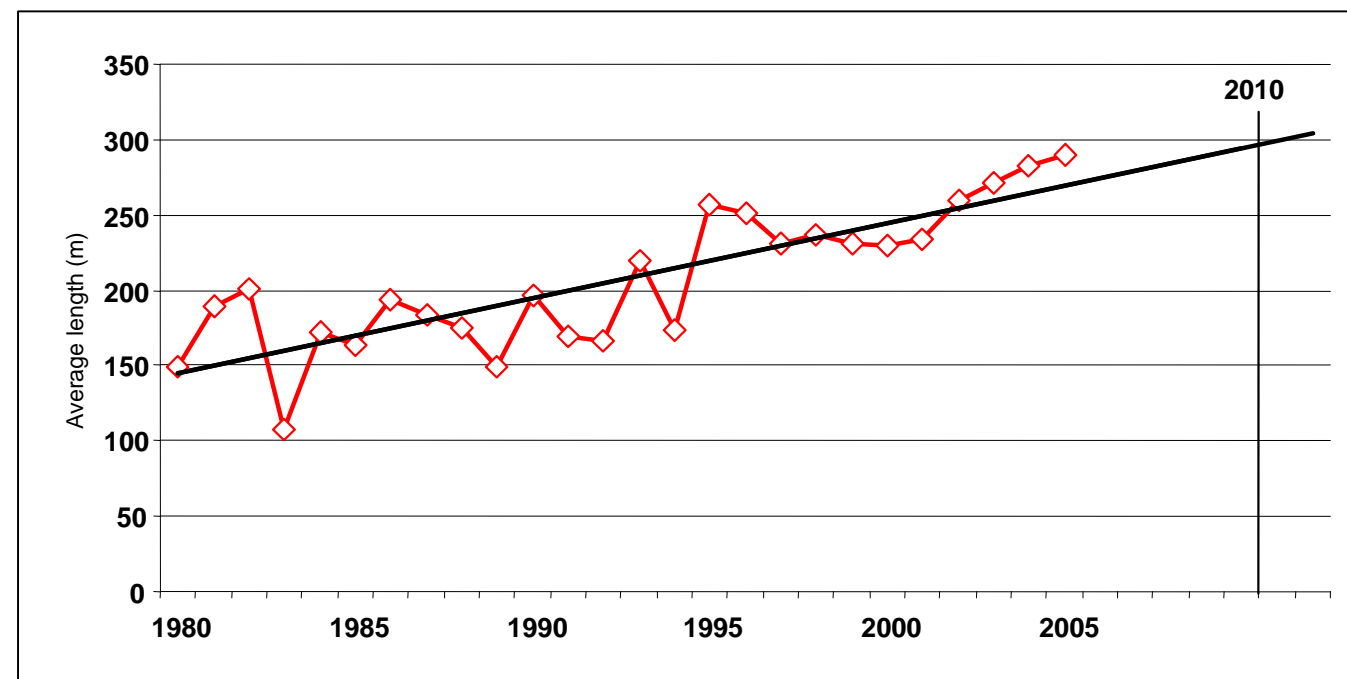
- The approval new AJ Dock will have ramifications on transport and commercial development, and ultimately, expand the sphere of influence of the tourism functional area. Positive attributes associated with an expansion of the tourism sphere—whether toward the AJ Dock and/or the Subport—include reducing the concentration of congestion and impact away from South Franklin Street and the redevelopment potential associated with introducing cruise ship operations into an area such as the Subport. Challenges include reducing the effectiveness of investments made into the tourism core (expanded sidewalks, ground transportation areas, private transit operations, and others), an encouragement of the sprawl of commercial establishments away from Downtown, and increased demand for the creation of new, seasonal commercial establishments similar to that observed along South Franklin Street.



- Analysis of the current international cruise fleet indicates that the average cruise ship is 647.6-feet long, carries 1,090-passengers at 100% occupancy and is 17 years old. With the average length of cruise vessels delivered each year continuing to increase combined with the retirement of older, smaller vessels, it is very likely that within the next five years, ships with lengths of between 800 and 1,000-feet will become the operational norm with passenger capacities exceeding 1,800 individuals. Larger cruise facilities under development at Alaskan destinations are generally being designed to accommodate cruise vessels of up to 1,000 feet in length. Juneau's latest cruise facilities—the South Franklin Street Dock and the planned Jacobsen Trust Dock—both accommodate these longer cruise ships. To ensure CBJ owned facilities do not become outmoded, the Docks and Harbors Board has studied several scenarios that reconfigure CBJ docks to accommodate the simultaneous berthing of two, 1,000-foot ships. Costs associated with reconfiguration vary from \$8 to \$20 million.

**Figure 15: Growth in Average Cruise Ship Length (meters)**

Source: Bermello Ajamil & Partners, Inc and GP. Wild International, 2003



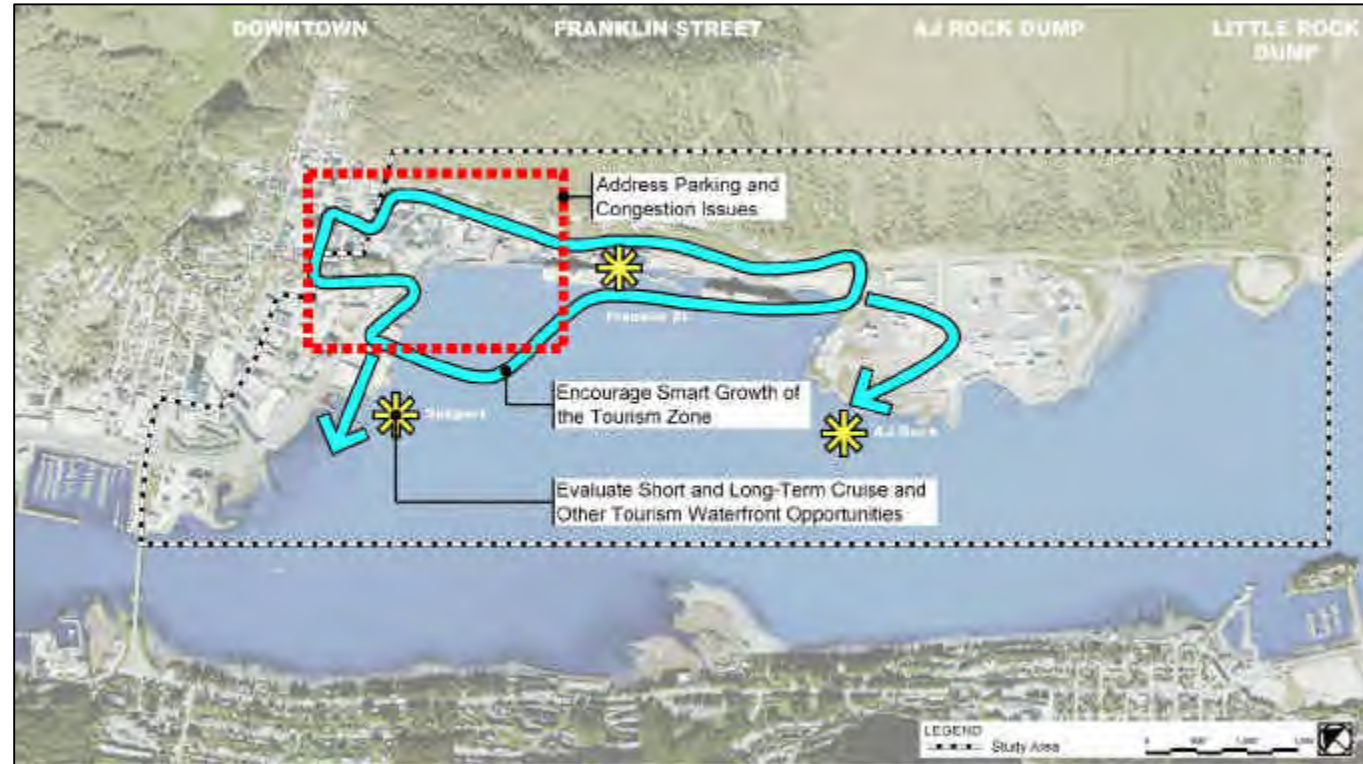
- Similar to the commercial functional area, cruise ship activities require greater consideration for security facilities. As of this Plan's writing, the U.S. Coast Guard is completing threat assessments of all U.S. port facilities and is beginning to implement aspects of the Department of Homeland Security's Maritime Transportation Security Act and 33 CFR Part 105. With guidance provided by the Captain of the Port, cruise facility security needs to be improved—especially under elevated terrorism threat levels—to ensure individuals, facilities, and vessels are kept safe. Where possible, public recreation elements and the needs of port security should be considered together.

- Congestion of the vehicular and pedestrian network within the tourism functional area is a significant concern of area residents, waterfront users, and visitors. The situation prompted the commissioning of the *2003 Juneau Downtown Tourism Transportation Study*, which provided a series of recommendations related to improving vehicular circulation, pedestrian infrastructure, and congestion management. While no "quick fixes" are apparent, it is critical that a number of smaller improvements to the vehicular and pedestrian networks are required to improve the situation within the tourism functional area. These could include increasing the carrying capacity of pedestrian and vehicular infrastructure, provision of new choices for circulation, improvement of wayfinding elements, and smart design of key intersections and roadways.
- Float plane operations are an important attribute of the Downtown Waterfront, but have been under increasing public pressure to shift operations and/or improve engine technology in order to reduce flightseeing noise issues. Wings of Alaska and the CBJ are working together to come up with solutions—including the purchase of quiet technology—to reduce waterfront noise.
- Operations by transient charter vessels and large yacht operations present an excellent opportunity for Juneau to compliment its destination tourism efforts. Transient vessels often stay longer at a destination and can make substantial economic contributions. As observed in other waterfront destinations, transient vessel operators generally want to be located in areas that provide a number of amenities beyond those basic requirements for vessel docking; downtown environments often meet these demands.

**View of Cruise Ships at CBJ Cruise Berthing Facilities**



**Figure 16: Tourism: Summary of Key Issues and Opportunities**



Downtown/Community: Description of Users and Activities

Downtown Juneau extends from the Juneau-Douglas Bridge east to South Franklin Street and north to the base Mount Juneau and Roberts (see Figure 17). The core of Downtown is much more compact, with the cultural facilities of the State Museum and Centennial Hall serving to anchor the western end and extending back to 5<sup>th</sup> Street and North and South Franklin Streets establishing the northern and eastern edges, respectively.

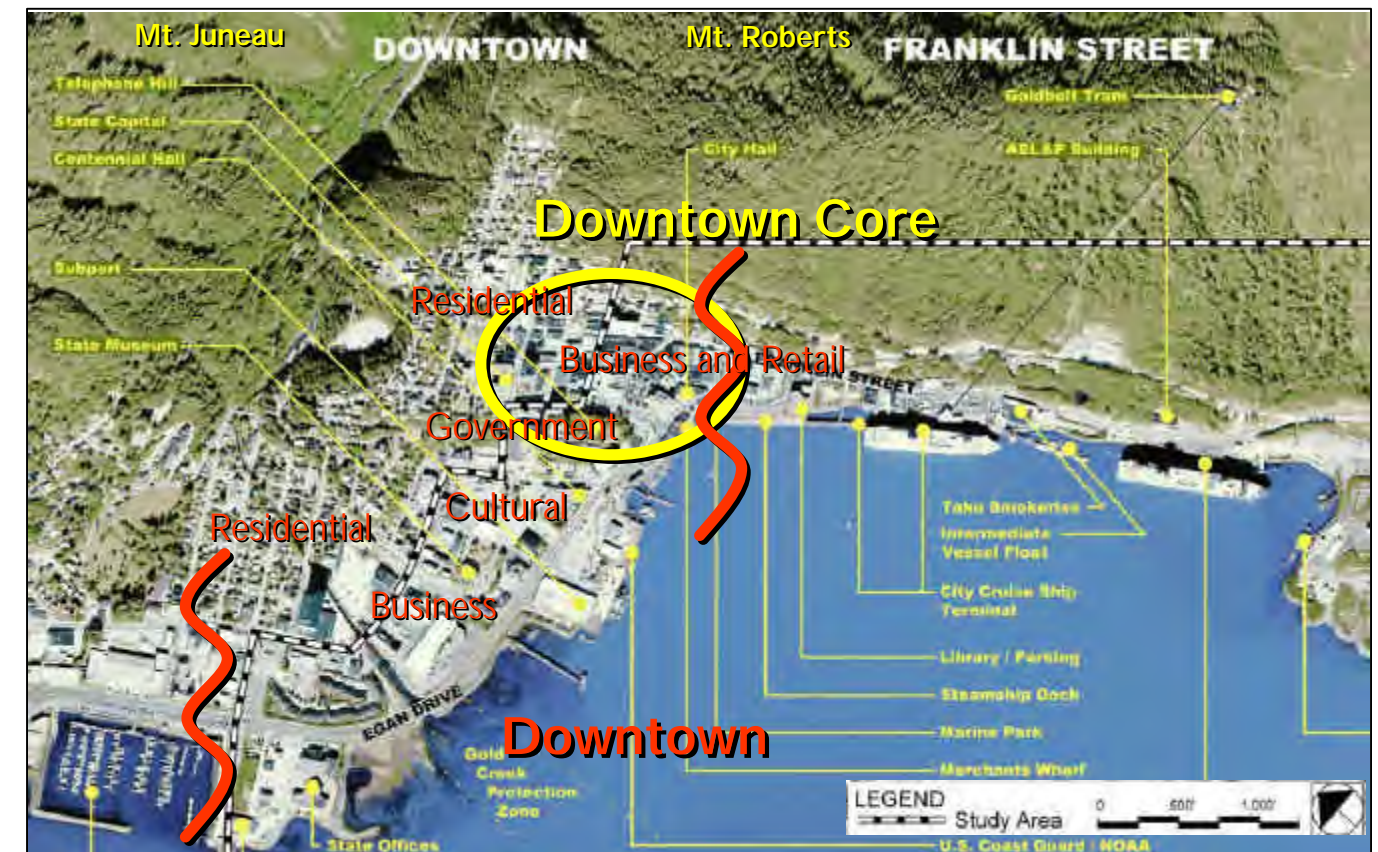
Among its many roles, Downtown Juneau serves as the center of government for the CBJ and the State of Alaska. City Hall is located across from Marine Park along Marine Way, an area considered the center and heart of the Downtown and the waterfront. The State Capitol Building and related offices are found along Main Street, 4<sup>th</sup> Street, and Willoughby Avenue.

Well established and desirable residential neighborhoods ring the Downtown core. Housing stock in the area generally includes single family homes intermingled with other moderately higher density dwellings. Within the Downtown core, only a handful of residential units are found, with some housing present along Gastineau Avenue and North Franklin Street (notably, the Marine View Building). According to the CBJ's Department of Community Development (2003), Housing in the Downtown overall totaled 1,913 units in 2001 and supported an estimated population of 3,707 individuals (12% of the total CBJ population). Population in the CBJ overall is expected to climb to 34,447 by 2018; assuming the percentage of the population remains constant in Downtown, population in this area could grow by 425 or more individuals.

The primary commercial district includes establishments found within the Downtown core, along major north and south axes (North Franklin Street, Front Street, Seward Street, and Main Streets) and cross streets extending from Marine Way north to 5<sup>th</sup> Street. Much of the commercial base found along South Franklin Street is geared toward area visitors. Several other businesses and some community retail establishments are found along Willoughby Avenue leading out of Downtown. These are primarily open year-round and support local shopping needs and those of commuters working in Downtown.

The State Museum and Centennial Hall serve to establish a small cultural and events driven district with appeal to area residents and visitors. Both facilities are presently considering expansion plans.

**Figure 17: General Downtown Functional Areas**



Downtown Juneau has many faces, both in terms seasonality and daytime/nighttime functioning. The seasonal aspect of Downtown Juneau is possibly the most striking. Commercial activities associated with the tourism industry are substantial, so much so that many commercial establishments—especially those found along South Franklin Street—are only open from May to September. This seasonality has a dramatic impact on the functioning of the Downtown, creating a much more alive urban area that extends beyond the core during the summer months and that retreats back during the winter. Day and nighttime functioning of Downtown also follows a similar pattern. Longer days coupled with generally improved weather conditions result in increased participation in Downtown activities by area visitors and residents. For the winter months, activities retreat back to the core, with the Downtown functioning as a center for office and business activity during the shorter days with small areas of and some nighttime entertainment activity in the evening. State of Alaska Legislature activities, which runs from January to May, add additional urban life to Downtown during this period.

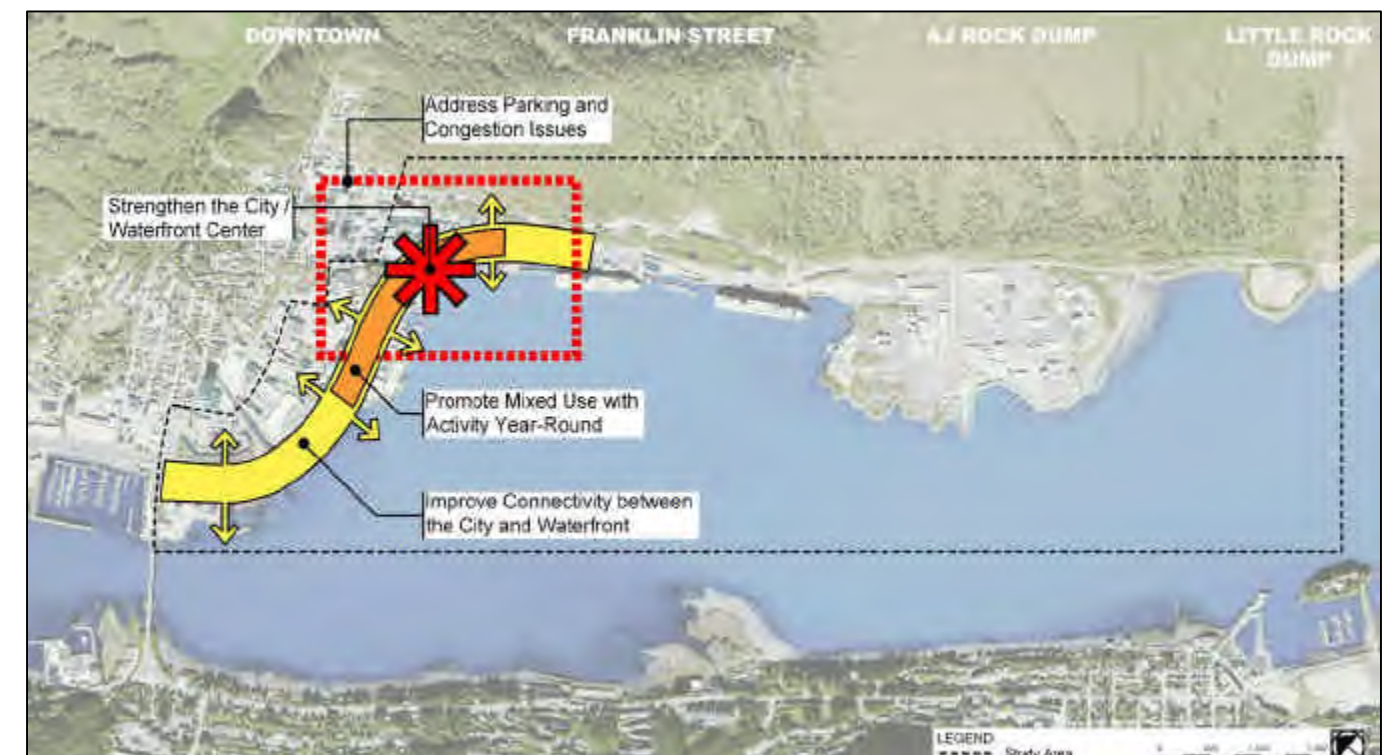
Downtown/Community: Issues and Opportunities

Identified issues and opportunities include the following:

- The expansion of commercial and residential uses in the Mendenhall Valley has had a dramatic impact on the economic and social life of Downtown. Juneau is not unique in this regard; traditional downtown areas have long been subject to the challenges faced by the “suburbanization” of residential and commercial activities. The trend toward the decline of downtown in favor of suburbia in many communities has begun to reverse, with traditional downtown centers becoming “the” address to live, shop, work and play. This potential exists for Downtown Juneau. The opportunities associated with such a rebirth include increased activity in the Downtown area year-round, redevelopment of underutilized properties and areas, and creation of an environment less dependent on the car. A lack of developable land areas and parcels suitable for this type of development, potential limited market demand, limited parking availability, and the potential for increased congestion all serve as challenges to this development approach.
- In interviews and discussions with Downtown merchants, concern was expressed as to the need to keep cruise operations close to the Downtown core, especially those operations by largest cruise vessels. The expansion of Marine Park was an important first step in this regard. This project allowed for the continued use of the Steamship Dock by providing a needed ground transportation marshalling zone and areas to support shuttle operations moving passengers to/from more distant cruise docks. Additional value was programmed into this facility to allow for multiple use as a public plaza usable for events and other purposes. The Plan should investigate ways in which cruise ship passengers and other area visitors can be brought to and circulate through Downtown, especially areas beyond Ferry Way. Improving connectivity between the waterside and Downtown is essential.

- Great urban areas have great public spaces. Marine Park and the surrounding waterfront and urban area have the primary components to emerge as an enhanced civic and public space that would provide an important amenity.
- A lack of parking has long been considered by Juneau residents as a primary reason not to venture into Downtown. While new parking facilities should be discouraged from development along the waterfront, the Plan should not generate new development along the water’s edge unsupported by parking. Where opportunities present themselves, the Plan should consider the development of new parking areas on upland parcels and encourage clear linkages connecting these facilities to waterfront and Downtown areas.
- The importance to the Downtown of State facilities can not be overstated. Consideration should be provided as part of the Plan for the enhancement of Downtown/State Capital functioning. Previous planning proposals for the development of a new State Capitol Building at Telephone Hill could provide for a dramatic new image and functionality for the Downtown and waterfront.

**Figure 18: Downtown/Community: Summary of Key Issues and Opportunities**



- Area cultural facilities serve as important economic and social engines for the Downtown. Consideration should be provided to explore ways in which the cultural base of Downtown can be expanded.

Recreation and Open Space: Description of Users and Activities

Recreational uses and open spaces are often the primary threads that weave together great waterfronts, linking diverse uses and creating the special places where community residents and visitors congregate. Typical types of recreational uses and open spaces found in waterfront areas include passive and open space parks, pedestrian promenades, plaza, and waterfront recreational facilities (inclusive of public marinas and watersports areas). These facilities help provide one of the most sought after elements by community members of their waterfronts: public access.

For Juneau, these threads have evolved somewhat piecemeal, with only a few locations along the Downtown waterfront offering a recreational and/or park focus. Key facilities include the following:

- **Marine Park.** This park area is the nexus of Downtown and the waterfront. Comprising +/- 1.3 acres of area, Marine Park is an agglomeration of two facilities. The older, original Marine Park facility is a wedge shaped parcel along Egan Drive from Seward Street to Ferry Way. The central focus of the park is a pyramid shaped canopy structure bordered by two bermed grass and tree areas and associated seating and walking areas facing the waterfront. In 2003, Marine Park was expanded to the south through decking over a portion of waterfront from Marine Way to the Steamship Dock. This facility is considered a “flex” space, providing a hardscape area that can be used for bus staging associated with cruise ship operations and as a multi-function public space. This expanded area is accentuated with a new terraced seating area and other public amenities.
- **Downtown Seawalk.** The notion of creation of a public seawalk along Juneau’s Downtown waterfront has been the subject of previous planning efforts dating back to the *1986 Downtown Waterfront Plan*. While a formalized seawalk development effort never materialized, the utilization by pedestrians of the Steamship Dock and Cold Storage/South Ferry Dock and portions of walkway behind Merchant’s Wharf for public recreation purposes has become an important public asset and the first component of the seawalk notion. These facilities receive significant use when cruise ships are not at these respective docks for a variety of recreational pursuits.

Other features present along the waterfront and within the study area that provide some recreational and/or park qualities, include: Three pocket parks along Franklin Street; Gold Creek and portions of the sidewalk along Egan Drive overlooking the Gold Creek Protection Zone; and sidewalk areas along South Franklin Street and Thane Road. Important public art and/or cultural icons include the Alaska Commercial Fishermen’s Memorial and the USS Juneau Memorial and Miner Statue.

Recreation and Open Space: Issues and Opportunities

Identified issues and opportunities associated with recreational areas and open spaces include the following:

- There is strong public sentiment for expansion of recreation and open space facilities along the waterfront. Some of this sentiment is derived from a long term desire—as recorded as part of previous waterfront planning efforts—to expand recreational facilities. Other, more recent, shifts result from public concern that the waterfront area needs a greater balance between cruise related tourism operations and other pursuits.

Without question, great waterfronts, especially those found in urban areas, are defined by their public spaces along the water’s edge. The challenge for smaller communities is in finding the right mix of useable, cost effective public and recreation spaces while maintaining economically viable, deepwater maritime facilities. Cost associated with waterfront public recreation facilities is also often an issue (many of these park and recreation facilities are much more expensive to construct and maintain due to their marine environment, but one that many times can be offset by enhancing working waterfront parcels).

**View of Marine Park from Downtown**



For Juneau, several of the basic elements are present for a more far reaching and comprehensive waterfront recreation and open space experience. Implementation of a seawalk punctuated by a series of passive and active parks and recreation areas could add significant value to Juneau's Downtown waterfront, creating increased public amenities and access to the water's edge, providing new areas for residents and visitors to circulate and congregate, and become a common link unifying various waterfront functional areas. Recreation and open space areas should be linked back to the Downtown area and its respective self-guided walking tour as well as area trails and parks.

- As described previously, a supreme opportunity exists for dramatically enhancing Marine Park as the "Village Green" of Juneau; the center of civic activity and community pride and the symbolic gateway from the waterfront into the Downtown. The initial step towards this strategy is the fuller integration of Marine Park as a single facility followed by consideration of expansion of Marine Park towards Merchant's Wharf.
- Expansion of recreation and open space venues along the waterfront needs to be balanced against both port security and public safety needs. Facilities in several locations—especially those along South Franklin Street—will need to be flexible to accommodate changing security requirements, threat elevation levels, and maritime operation types.

Other important considerations include: Recreation facilities should provide model choice, accommodating pedestrian traffic, bicycles, skateboards, wheelchair accessibility, and other factors; facilities should be linked back to other recreation amenities found within and surrounding the Downtown; facilities should showcase the diversity of Juneau's community and the State of Alaska.

- Public art and cultural artifacts could be enhanced along Juneau's waterfront. Strategies for expanding public art and cultural artifacts—especially those portraying Juneau's fascinating aviation, mining, waterfront, and multi-cultural heritage history—should be explored.
- Creation of strong linkages from uplands to the waterfront is another element of highly successful waterfront areas. Creating this connectivity is important; the waterfront becomes a natural orientation point and serves to lead people to the water's edge. The most basic and essential linkages are those created through the extension of the pedestrian network to and along the waterfront and well as maximizing visual connections to the waterfront through preservations/expansion of view corridors. While many of Downtown Juneau's street ends do reach the waterfront, others are blocked or are threatened. The Plan should, to the greatest extent possible, encourage the extension of view corridors to the waterfront as well as support development controls limiting building heights along the water's edge.
- Marinas, boat rental, and other water recreational purposes are generally not present along Juneau's Downtown waterfront. The *2001 Juneau Waterfront Strategic Analysis and Improvement Plan* suggests

strong demand for recreational boating areas is present in the marketplace. An estimated shortage of 398 wet moorage slips was identified in 2001; this unmet demand was forecast to climb to between 577 and 926 wet slips by the year 2020. The *Draft 2003 Support Revitalization Plan* proposes development of a new marina to meet a portion of this market demand and provide a new waterfront oriented recreational amenity. Other opportunities for water oriented recreational facilities expansion along the Downtown waterfront should be explored.

**Figure 19: Recreation: Summary of Key Issues and Opportunities**



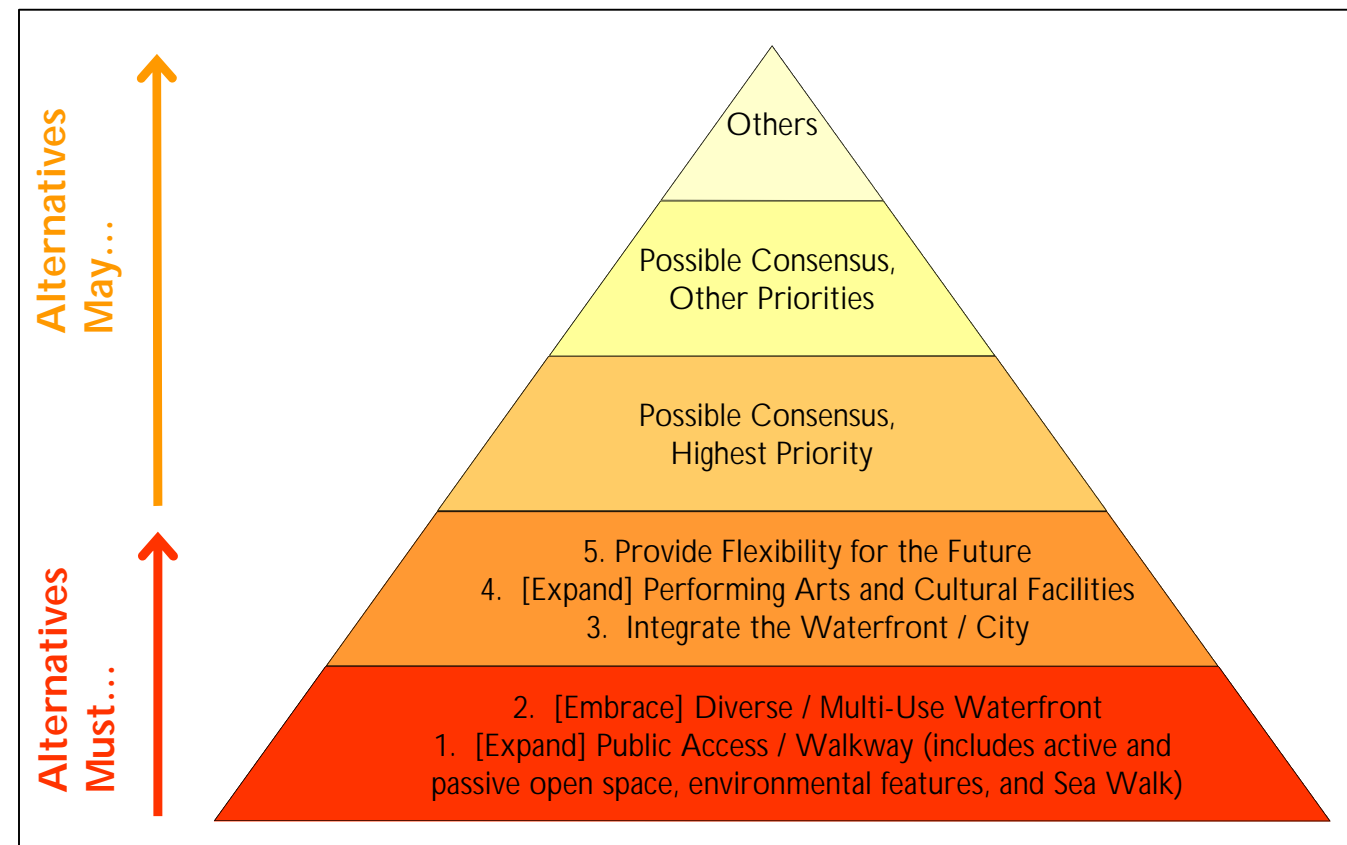
### 2.3 COMMUNITY PRIORITIES AND USES

What critical uses need to be preserved? What new uses should be considered and which could be transitioned? What important issues need to be addressed? These were the important first questions posed by the Planning Team during two public workshops held between April 23 and 24, 2003. The resulting community answers served as essential Plan formulation criteria and were consulted throughout waterfront alternatives development, and ultimately, preparation of the final Downtown Waterfront 2025 Concept Plan (see Figure 20 and Table 6).

Those uses and priorities with the highest levels of public consensus from both workshops—and thus, considered “musts” in any alternative development schemes—were included:

- Expansion of public access and spaces along the waterfront, inclusive of the development of a seawalk, active and passive open spaces, and environmental features;
- Juneau’s Downtown waterfront should embrace a diversity of uses;

**Figure 20: Results of the Initial Community Uses and Priorities Workshop, April 23 – 24, 2003**



**Table 6: Results of Community Priorities Identification, April 23-24, 2003**

Mendenhall Valley Workshop (Aspen Hotel)		Downtown/Douglas Island Workshop (Centennial Hall)	
Priority (Theme)	Ranking Level	Priority (Theme)	Ranking Level
Public Access / Walkway	High	Public Access to Waterfront / Shoreline / Beach / Tidelands and (Active and Passive) Open Space Areas + Well-Designed Walkway Entire Length + Expand Waterfront Parks and Gardens (Especially at the Little Rock Dump)	High
Diverse / Multi-Use	High	Diverse / Multi-Use + Restore Balance of Uses (Especially Residential and Access) + Dense Residential Development and Diverse [Waterfront] Activities (Create a Strong City)	High
<i>Not Suggested</i>		No New Cruise Docks from [Juneau-Douglas] Bridge to Merchants Wharf	High
<i>Not Suggested</i>		[Promote] Quality Design	High
Integrate Waterfront / City		Strong City / Waterfront Linkages	Medium
<i>Not Suggested</i>		Consider Waterfront in Context of Entire Community	Medium
<i>Not Suggested</i>		[Promote] New Multiple-Modes of Access, Transportation, Connection (Bikes, Pedestrian-ways, Other Non-Motorized)	Medium
<i>Not Suggested</i>		Make Waterfront More Interesting on Year Round Basis (Something Different than Retail / Not Ghost Town)	Medium
<i>Not Suggested</i>		Protect Views Across Water and Solar Rights	Medium
<i>Not Suggested</i>		View / Preserve Working Waterfront (Including Coast Guard)	Medium
Protect Natural Environment	Medium	Protect / Enhance the Environment, Wildlife [Marine and Terrestrial] and the Inter-Tidal Zone	Low
Performing Arts/Culture	Medium	Performing Arts / Culture (Museums, History, Activity Centers, Native Culture)	Low
Enhance the State Capital / Waterfront Relationship	High	<i>Not Suggested</i>	
Parking Solution	High	<i>Not Suggested</i>	
Planning / Flexibility for the Future	Medium	Planning / Flexibility for the Future	Low
Economic Development	Medium	<i>Not Suggested</i>	
Create Distinct Activity Centers	Medium	Create Distinct Activity Centers	Low

\*In some cases, very similar community suggested priorities have been aggregated ("+"; "Community Driven Outcome" which received no votes was dropped; it is inherent in this process.

- Integration of the waterfront and Downtown through creation of strong linkages (view corridors, pedestrianways, seamless edge conditions and other approaches);
- Expansion of performing arts and cultural facilities; and,
- Provision for Plan flexibility to meet future needs and market conditions.

Items where consensus was not established between the two workshops were continually explored throughout the planning process. Of note, community feedback in several categories echoed priorities established as part of previous CBJ waterfront planning efforts and by other communities in their waterfront planning/transformation endeavors (see Table 7).

**Table 7: Uses and Priorities: Previous Planning Efforts and Other Successful Waterfront Planning Endeavors**

Successful Waterfront Planning Endeavors	1986 Downtown Waterfront Plan	2001 Juneau Waterfront Strategic Analysis and Improvement Plan
Establish a planning / development framework	Create a workable framework for development	
Public access to the waters edge	Increase public access to the waterfront	Improve public access and recreation opportunities to/along the waterfront
Create strong city / waterfront linkages	Integrate the waterfront with Downtown	
Create distinct activity centers and districts		Make the waterfront more interesting year-round
Embrace a diversity of uses	Maintain a balance of uses along the waterfront	Provide for a balance of uses and activities
Let the waterfront tell a story		
	Create a unified image for the Downtown waterfront	
	Maintain the Downtown as the center of economic activity	
	Enhance tourist trade as a major industry	
	Enhance Juneau as the Alaska State Capital	
		Improve and expand facilities to support boat owners

## 2.4 ORGANIZATION OF ALTERNATIVES

### Alternatives Generation Workshop

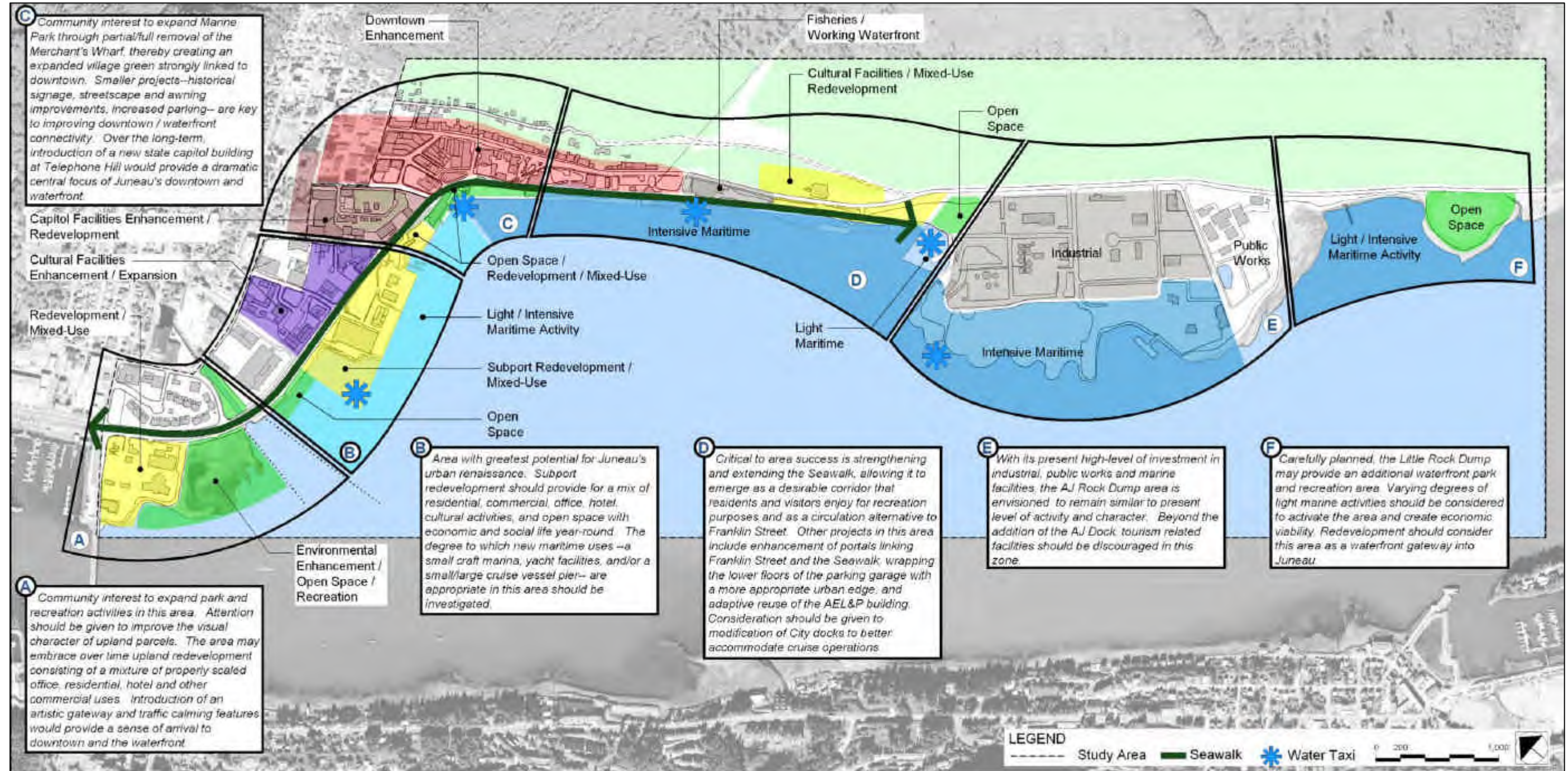
An overall Concepts Organization Plan was established using criteria and goals established as part of the CBJ's four overarching Plan goals, the Initial Community Priorities and Uses Forum, and issues and opportunities identified by the Planning Team and validated as part of public workshops and unique user outreach meetings.

Importantly, the Concepts Organization Plan reflected the collaborative effort of community participants at the May 14 and 15, 2003, Alternatives Generation Workshops. During this workshop, community participants were asked to break into smaller design teams, each with the initial goal of maximizing one thematic element—the waterfront as a center of public recreation and environmental education, a center of maritime commerce, a cultural gateway and exchange, or the heart of downtown. Groups were charged with the task of identifying on a blank plan of the study area where uses should be located and what relationships between uses should be established. Participants were then challenged to identify and place other waterfront thematic elements in the time remaining. A total of seven different waterfront visions were assembled. Key similarities and organizational concepts found within these waterfront visions served as the basis for generation of the Concepts Organization Plan depicted in Figure 21.

Key similarities and organization concepts, as paired with the Plan's four overarching goals, included the following:

- **Goal - Enhance community quality of life.**
  - Expand public access and spaces along the waterfront, inclusive of the development of a seawalk along the entirety of the Downtown waterfront; creation/expansion of parks and recreation areas at the Subport, Marine Park, the Little Rock Dump and elsewhere; and, improvement of environmental features at Gold Creek and the adjacent tidelands at/surrounding the Gold Creek Projection Zone.
  - Integrate the waterfront and Downtown through preservation/expansion of view corridors, improvement of pedestrianways, and other approaches.
  - Address traffic and congestion issues in Downtown and along South Franklin Street as they impact community residents and commercial, tourism, Downtown and recreation activities.

Figure 21: Concepts Organization Plan





- **Goal - Strengthen tourism product offerings as well as downtown retail, entertainment, residential and service activities.**
  - Support the development of mixed-use projects that provide activity year-round, especially in locations such as the Downtown, the Subport and proximate to the Juneau-Douglas Bridge.
  - Place special importance on the redevelopment of Marine Park; the Heart of Downtown.
  - Pursue projects that improve circulation and wayfinding along the waterfront and in Downtown.
  - Explore expansion of cruise ship facilities, marinas and other light/intensive maritime uses at the Subport and elsewhere along the waterfront.
  - Expand performing arts and cultural facilities, especially those found surrounding the Subport (Centennial Hall, State Museum)
  - Encourage smart growth of the tourism zone to better maximize investment in quality tourism infrastructure and transportation serves as well as to sustain business found with the Downtown core.
  - Explore the development of a water taxi system.
  
- **Goal - Improve Juneau's image and attractiveness for investment.**
  - Pursue redevelopment strategies for parcels proximate to the Juneau-Douglas Bridge, the Subport, Telephone Hill and AEL&P facilities (across from the South Franklin Street Dock).
  - Consider redevelopment and enhancement of the State Capitol Building/Complex inclusive of development at Telephone Hill.
  
- **Goal - Recognize current waterfront uses and provide protection for pockets of working waterfront.**
  - Embrace a multi-use / diverse waterfront.
  - Retain the U.S. Coast Guard and NOAA facilities as well as Taku Smokeries.
  - Preserve the industrial nature of the AJ Rock Dump, especially water-dependent marine industrial users.

To better facilitate the generation and discussion of specific long range development strategies, the Concepts Organization Plan (Figure 21) arranged the Downtown waterfront into a series of subzones, each reflective of smaller activity areas and functional relationships. We discuss the features found in each one of the subareas in the section that follows.

Area A: Juneau-Douglas Bridge to Gold Creek

One of two primary waterfront areas in need of redevelopment, Area A holds promise as a mixed-use redevelopment area supportive of two and three story office, residential, hospitality, and recreational uses. Enhancement of the area should at minimum include improvement of the visual character of the area, creation of a gateway into downtown, traffic calming elements along Egan Drive, and enhancement of tidelands and natural areas found with and surrounding Gold Creek.

Area B: Subport

Subject of the Draft *2003 Subport Vicinity Revitalization Plan*—a cooperative planning effort sponsored by the CBJ & Alaska Mental Health Trust—this area affords the community an important opportunity to create a viable mixed-use district that provides economic and social life year-round. Office, residential and other uses would be encouraged in this area. Maritime uses, inclusive of cruise ships, mega yachts, and smaller vessel areas, could help support a positive critical mass of activity as well as offer a financial lever to move area redevelopment forward at a more rapid pace.

**View of the City Maintenance Building (Foreground) and Coastal Features (Area A)**



Area C: Downtown

The waterfront heart of Downtown, the opportunity exists to expand Marine Park to the west through partial/full removal of Merchants Wharf, thereby creating an expanded village green and waterfront gateway/view corridor from Main Street. Smaller area wide projects, such as introduction of new historical and/or cultural artifacts, enhanced signage programs, streetscape and awning improvements, opening of view planes, and development of ground floor uses along the base of the Public Library parking garage would help improve waterfront/Downtown connectivity. Over the long term, introduction of a new State Capitol Building/Complex at Telephone Hill could provide a dramatic central focus along Juneau's waterfront.

Area D: Franklin Street Corridor

The South Franklin Street corridor, in its role as primary facilitator of Juneau's tourism industry, is continually challenged to deliver a high quality tourism experience, accommodate large levels of vessel traffic, and contend with traffic congestion and limited parking options. Improving pedestrian and vehicular options through improvement of the seawalk, cruise transit, pedestrian areas, and other projects are considered critical first steps in this area (see also Waterfront Unifying Elements for additional details). Consideration should be given to modification of City Docks (the Steamship Wharf and Cruise Ship Terminal) to better accommodate cruise operations.

**View of Merchants Wharf (Area C)**



**View of the U.S. Coast Guard Building and NOAA at the Support (Area B)**



**View of the Steamship Wharf and the Juneau Public Library/Parking Garage (Area C)**



#### Area E: AJ Rock Dump

With its present high-level of investment in industrial, public works and marine facilities, the AJ Rock Dump area is envisioned to remain similar to present levels of activity and character. The introduction of a new private cruise ship facility—the AJ Dock—should be the farthest extent that cruise and tourism related facilities are allowed to incur in this area.

#### Area F: Little Rock Dump

The Little Rock Dump, an area consisting primarily of CBJ owned former landfill properties and AJ Mine waste rock, affords a number of redevelopment options. Carefully planned, the Little Rock Dump could serve as an additional waterfront park for active and passive recreational pursuits. The Little Rock Dump's configuration also lends itself for consideration as a new boat harbor and maritime industries area, inclusive of boat repair, commercial fishing operations, and others. Under this latter scenario, however, significant additional study and likely environmental remediation and upland stabilization efforts would need to be pursued.

#### Waterfront Unifying Elements

Roadways and the proposed seawalk, water taxi, and cruise transit organization projects provide essential unifying elements along the waterfront. While some limited opportunities exist to expand roadway capacity, the focus of enhancements firmly rests on the ability to improve the functionality of existing facilities and their relationship with pedestrian circulation systems and other modes of travel. Beyond the creation of an immensely desirable recreational corridor, the seawalk provides an important circulation alternative for residents and visitors. Similarly, introduction of a water taxi system and enhanced cruise passenger transit shuttle also create new options for circulation along the waterfront's activity zones. The combination of all of these elements would assist in reducing Downtown and South Franklin Street congestion.

## **2.5 ALTERNATIVES CONCEPTS GENERATION**

A series of alternatives were prepared for each of the planning subzones for review and evaluation by the community as part of the Alternatives Evaluation Workshops held between June 18 and 20, 2003. Participants were walked through alternatives prepared for several planning subareas established for the project and asked to evaluate each alternative through completion of a survey evaluation form. These alternatives, after refinement, were reviewed and evaluated further as part of the Community Wide Polling Effort (see Sections 2.6 for additional detail).

Specific alternatives prepared are summarized in the section that follows.

**View of Container Storage Areas at the AJ Rock Dump (Area E)**



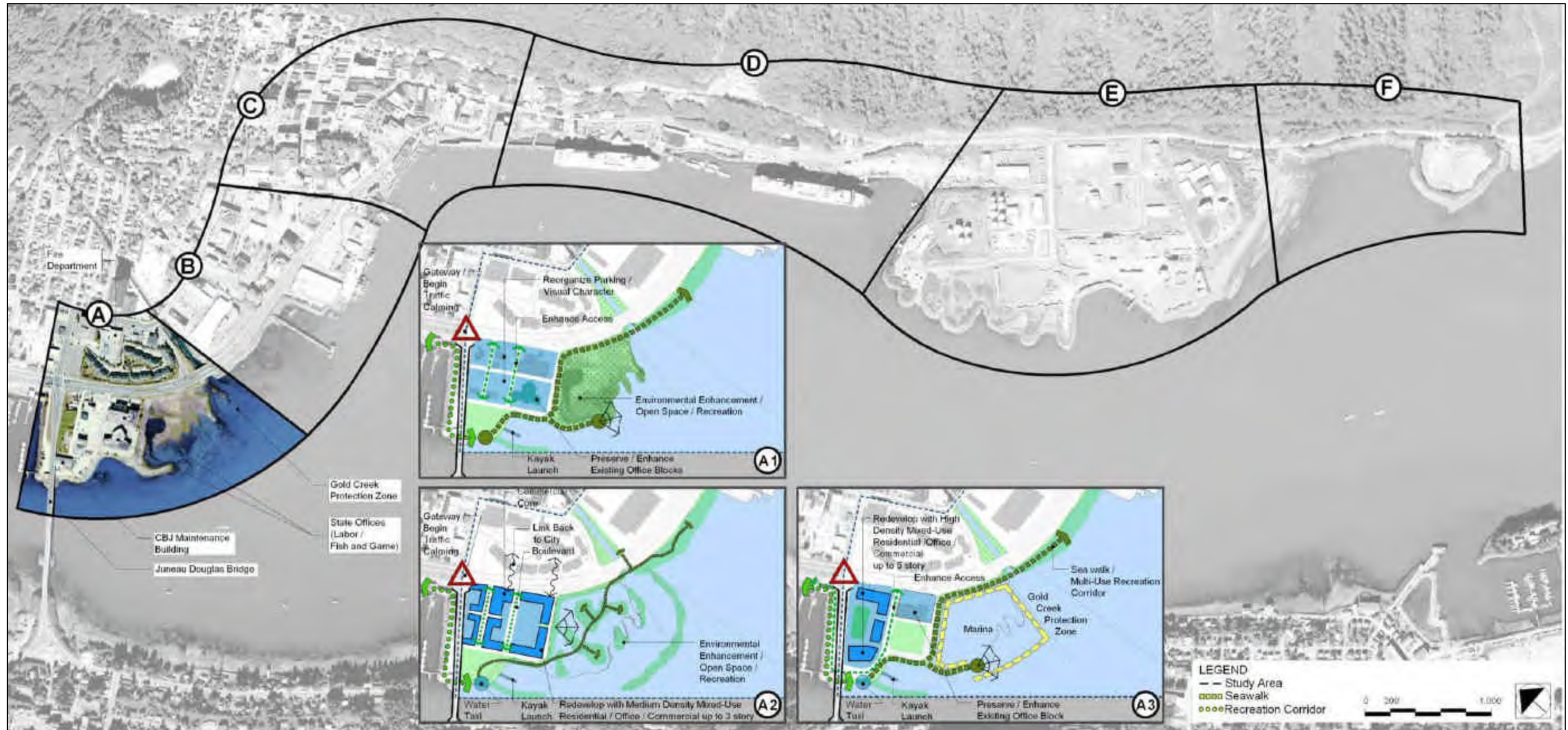
**View of Gastineau Channel from the Little Rock Dump (Area F)**



**Area A: Juneau-Douglas Bridge to Gold Creek**

Three alternatives were generated for the Area A, ranging from low upland intervention schemes (Alternative A1) to progressively more sophisticated mixed-use upland and waterside approaches (Alternatives A2 and A3). Each alternative contemplated the relocation of the City's Maintenance Shop, the expansion of park areas along and adjacent to the waters edge, and other concept organization elements described previously.

**Figure 22: Area A (Juneau-Douglas Bridge to Gold Creek) Alternative Concepts**



**Area B: Support**

Alternatives prepared for the Support redevelopment area contemplate similar upland organization as illustrated in the Draft 2003 Support Vicinity Revitalization Plan coupled with waterside development schemes ranging from a marina to a twin cruise ship pier. Each alternative presents a large public park and recreation area east of Gold Creek and preservation of operations found at the U.S. Coast Guard and NOAA facilities.

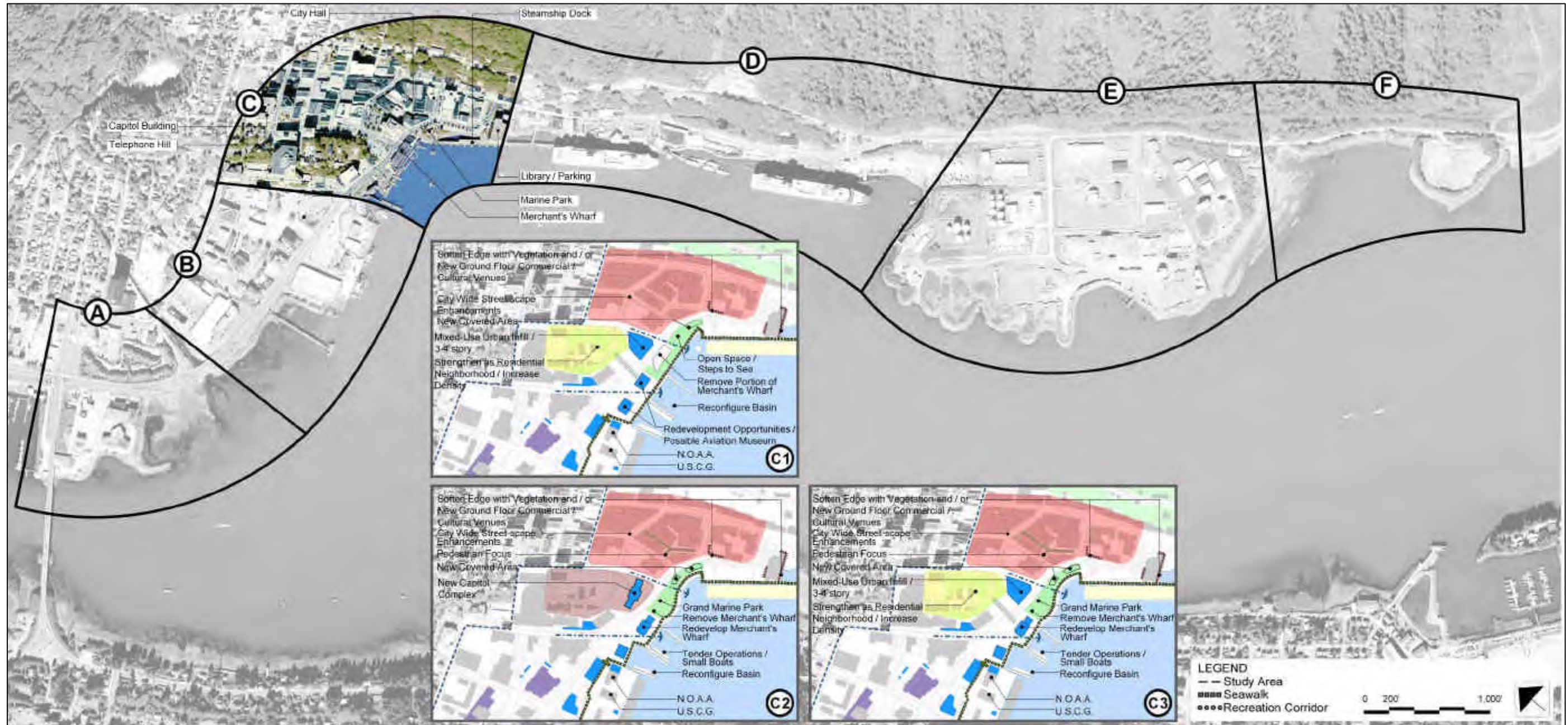
**Figure 23: Area B (Support) Alternative Concepts**



**Area C: Downtown**

Alternatives for Area C envision various approaches for redeveloping marine, dock and park areas from the Seadrome Building to the Public Library. Critical in each of these schemes is allowing Marine Park to “turn the corner” towards Merchants Wharf and Downtown. Alternatives presented consider the emergence of Telephone Hill as a strengthened residential community or a new State Capitol Building/Complex.

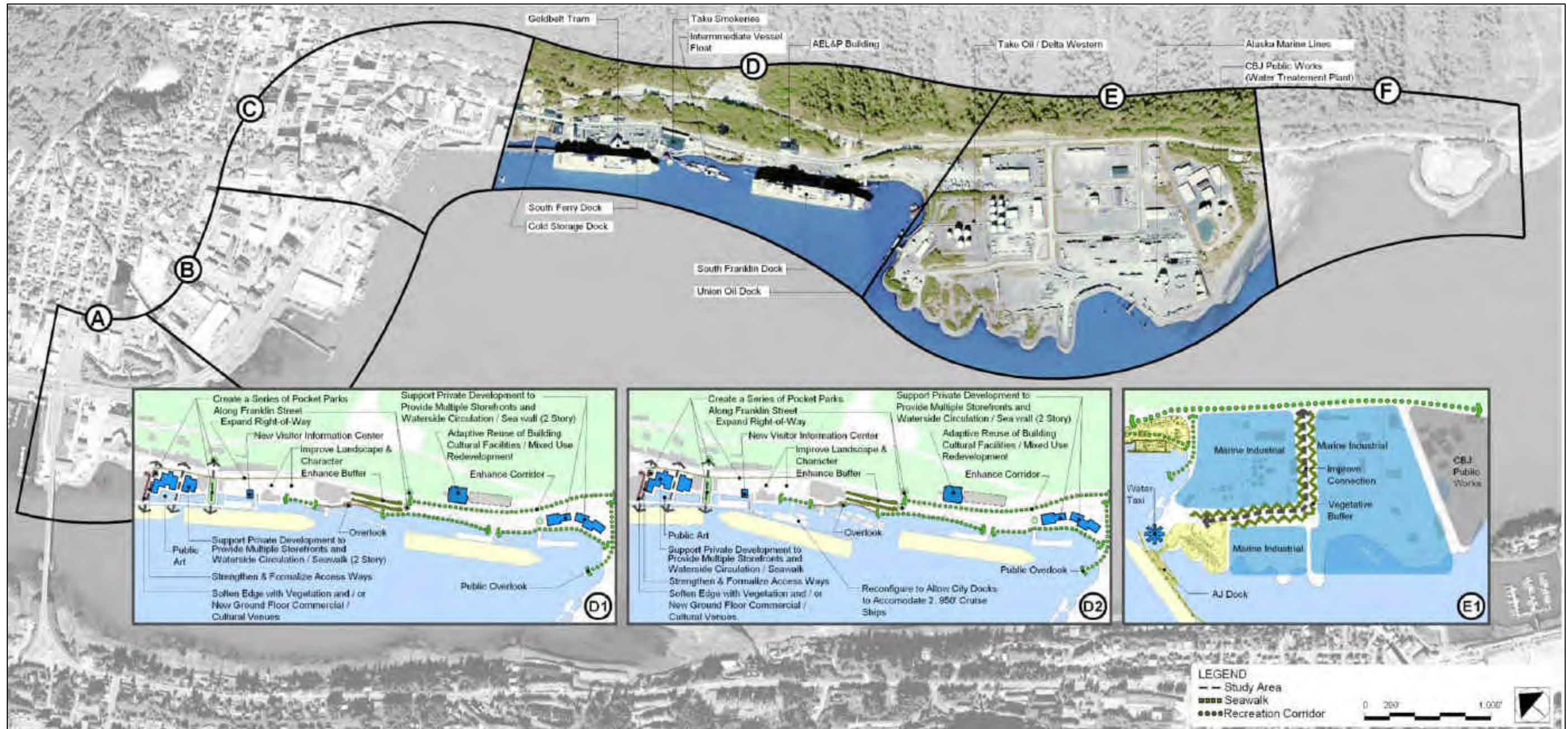
**Figure 24: Area C (Downtown) Alternative Concepts**



**Areas D and E: Franklin Street Corridor and the AJ Rock Dump**

Both Area D Alternatives present a series of smaller efforts intended to improve traffic congestion through improvement to area circulation systems. Contemplated initiatives also guide future development in the area and redevelop key parcels such as the AEL&P building and property. Reconfiguration of the City's Docks is the single large investment contemplated in Alternative D2. Area E remains an industrial zone for the region with cruise pier and related accessway improvements slated for the AJ Dock.

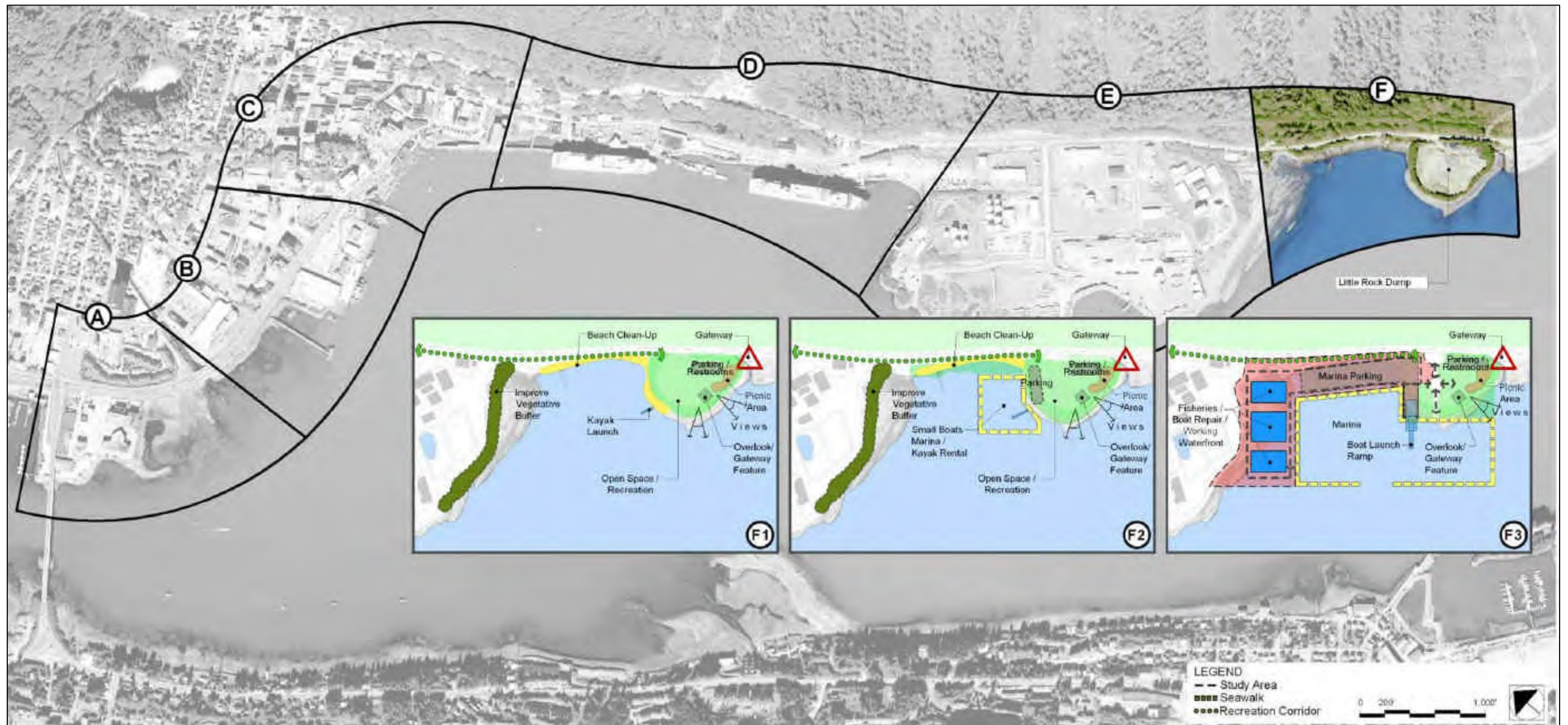
**Figure 25: Areas D and E (Franklin Street Corridor and the AJ Rock Dump) Alternative Concepts**



**Area F: The Little Rock Dump**

Area F1 and F2 Alternatives consider opening and reuse of the Little Rock Dump as a park with moderate levels of marine activities. Alternative F3 considers that environmental and stability issues (after much study) are favorable for public/private development to create a marina and working waterfront area. Structures on the Little Rock Dump are discouraged in all alternatives due to proclivity of the area to avalanche activity along the southern edge of the study area.

Figure 26: Area F (Little Rock Dump) Alternative Concepts





## 2.6 RESULTS OF THE COMMUNITY-WIDE POLLING EFFORT

The Community-Wide Polling Effort was designed to collect additional guidance and information from the community-at-large and to ensure the ultimate vision for Juneau's Downtown waterfront reflected a collaborative way forward. The effort was also intended to gain input from residents not generally present at community planning workshops and/or CBJ Assembly meetings. A total of 16,177 surveys were mailed to residents using a CBJ provided database of voters in recent elections. Residents were asked to measure support for a reduced number of alternative waterfront visions and uses established during the alternatives generation phases described previously (see Figure 27). A total of 2,178 surveys were returned to the Planning Team for analysis (13 percent response rate). Complete tabular results from the survey are provided in Appendix A.

General results of the Community-Wide Polling Effort are provided in the following section. Respondents were asked to measure each of the proposals on a scale from one to five, with one indicating "very unsupportive" and five "very supportive".

Supported initiatives included:

- Survey respondents were most supportive of the seawalk concept, with 73% responding "supportive" or "very supportive." (Average 4.0) Respondents were uncertain or divided about which section should be completed first.
- Respondents showed strong support for additional parks, walkways and recreational improvements in the Bridge to Gold Creek area. (Average: 3.9)
- 67% of respondents supported continued use of the Rock Dump for industrial uses. (Average: 3.9)
- 68% percent of respondents supported new walkways and parks between the Public Library and South Franklin Dock. (Average: 3.8)
- 56% of respondents favored the concept of having a diversity of uses on the waterfront. (Average: 3.6)
- Other generally supported projects included and new working waterfront and marina at the Little Rock Dump (Average: 3.4); Marina, with no cruise ship facilities, at the Subport (Average: 3.4); Redevelopment of the Subport for mixed-use (Average: 3.2); Minimal development of the Little Rock Dump (Average: 3.1); and, Expansion of existing CBJ docks to accommodate two large cruise ships (Average: 3.0).
- 50% of respondents were "unsupportive" or "very unsupportive" of partial removal of Merchants Wharf. (Average: 2.5)
- Mixed results were recorded for locating a new Alaska State Capitol on Telephone Hill across from Merchant's Wharf (Average: 2.6)

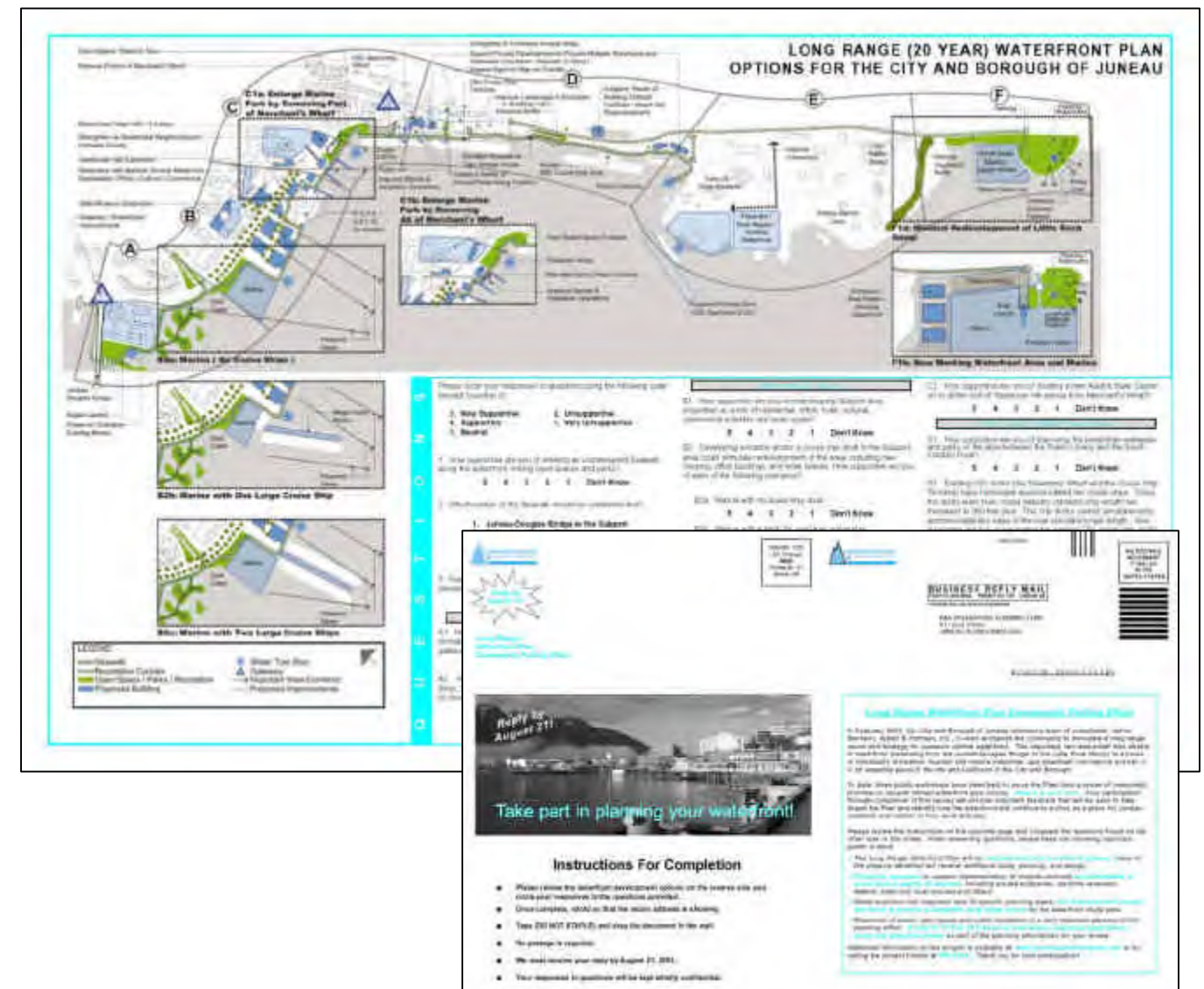
Unsupported initiatives included:

- Construction of a marina and two large cruise ship berths in the Subport received the strongest opposition with 67% responding "unsupportive" or "very unsupportive." (Average: 2.0)

- 58% of all respondents stated they were "unsupportive" or "very unsupportive" of a marina and one large ship berth in the Subport area. (Average: 2.2)
- When asked about long-term development of any cruise facilities in the Subport area, 60% responded they were "unsupportive" or "very unsupportive." (Average: 2.3)
- Respondents did not support removal of Merchants Wharf. Full removal of the building generated 56% percent "unsupportive" or "very unsupportive" responses. (Average: 2.4)

Several public comments were also provided and considered as part of Final Concept Plan assembly.

Figure 27: Community-Wide Polling Document



### 3. THE LONG RANGE WATERFRONT PLAN

*Good plans shape good decisions. That's why good planning helps to make elusive dreams come true.*

Lester R. Bittel

#### 3.1 LONG RANGE PLAN OVERVIEW

The long range vision for Juneau's Downtown waterfront is presented in Figure 28. This vision represents the synthesis of ideas and design concepts generated through the public involvement process and the analysis of study area opportunities and constraints outlined in Chapter 2. While the Plan is discussed in greater detail in this chapter, the following section lists of several key organizing elements and themes associated with the Plan:

- **Expanded Recreation and Open Space Area.** The Plan supports substantial expansion of recreation and open space areas through the creation of a 1.8 mile costal seawalk running the length of Juneau's Downtown waterfront. The seawalk is accentuated by a series of parks, each a special destination for active and passive recreational pursuits. A total of 6.1 net new acres of recreation and open spaces stretching from the Juneau-Douglas Bridge to the South Franklin Street Dock is provided in the Plan. Increased water recreation areas are also offered, including the introduction of two new marina facilities, small boat and kayaking zones, and an environmental education/enhancement area.
- **Redevelopment of the Subport and Juneau-Douglas Bridge area for Year-Round Utilization.** Introduction of new mixed-use districts through redevelopment of properties south of the Juneau-Douglas Bridge and found at the Subport is an important objective of the Plan. Mixed-use districts include residential housing, office, and other commercial development geared for year-round occupancy and activities.
- **Cruise Facility Growth.** The Plan presents expanded capability to accommodate cruise ship operations through the development of a fourth fixed cruise berth facility as part of the Jacobsen Trust Property as well as the reconfiguration of CBJ cruise facilities Downtown to accommodate the simultaneous berthing of two, 1,000 foot cruise vessels. Tendering facilities are also reconfigured to allow for improved capacity to accommodate cruise vessels at anchor.
- **Greater Cultural Venues for Residents and Visitors.** A greater size and variety of cultural and historic venues, inclusive of expansion to the State Museum and Centennial Hall and introduction of a new Aviation and Waterfront History Center is proposed under the Plan. Redevelopment of the AEL&P building as a mixed-use cultural, educational, and commercial venue is also envisioned.

- **A Strengthened Heart of Downtown and the Waterfront.** Reconfiguration of the Downtown waterfront area from the present day Seadrome building to the CBJ Public Library and Parking Garage to allow for expansion of Marine Park as a new people's green. This area is programmed to showcase Juneau and Alaska's heritage and provide an important park space and zone for community and visitor events year-round.
- **Expanded Transportation Mode Choice.** While vehicle circulation and parking conditions are improved, the Plan also expands pedestrian areas, bike paths, and encourages the introduction of a privately operated water taxi linking the Subport, Downtown, and cruise facilities located proximate to the South Franklin Street Dock and Jacobsen Trust Property.
- **Strengthening of Waterfront Linkages.** Preservation, and where possible, opening of new street ends to provide for unimpeded views of the waterfront from Downtown and along South Franklin Street. New circulation points are also introduced to bolster Downtown and waterfront interaction.

Combined, these and other elements to be discussed strive to create a balanced and diverse waterfront intended to greatly improve the quality of life of community residents. Many Plan elements also work to increase the appeal, number of available activities, and transportation mode choice of visitors to Downtown and the waterfront.

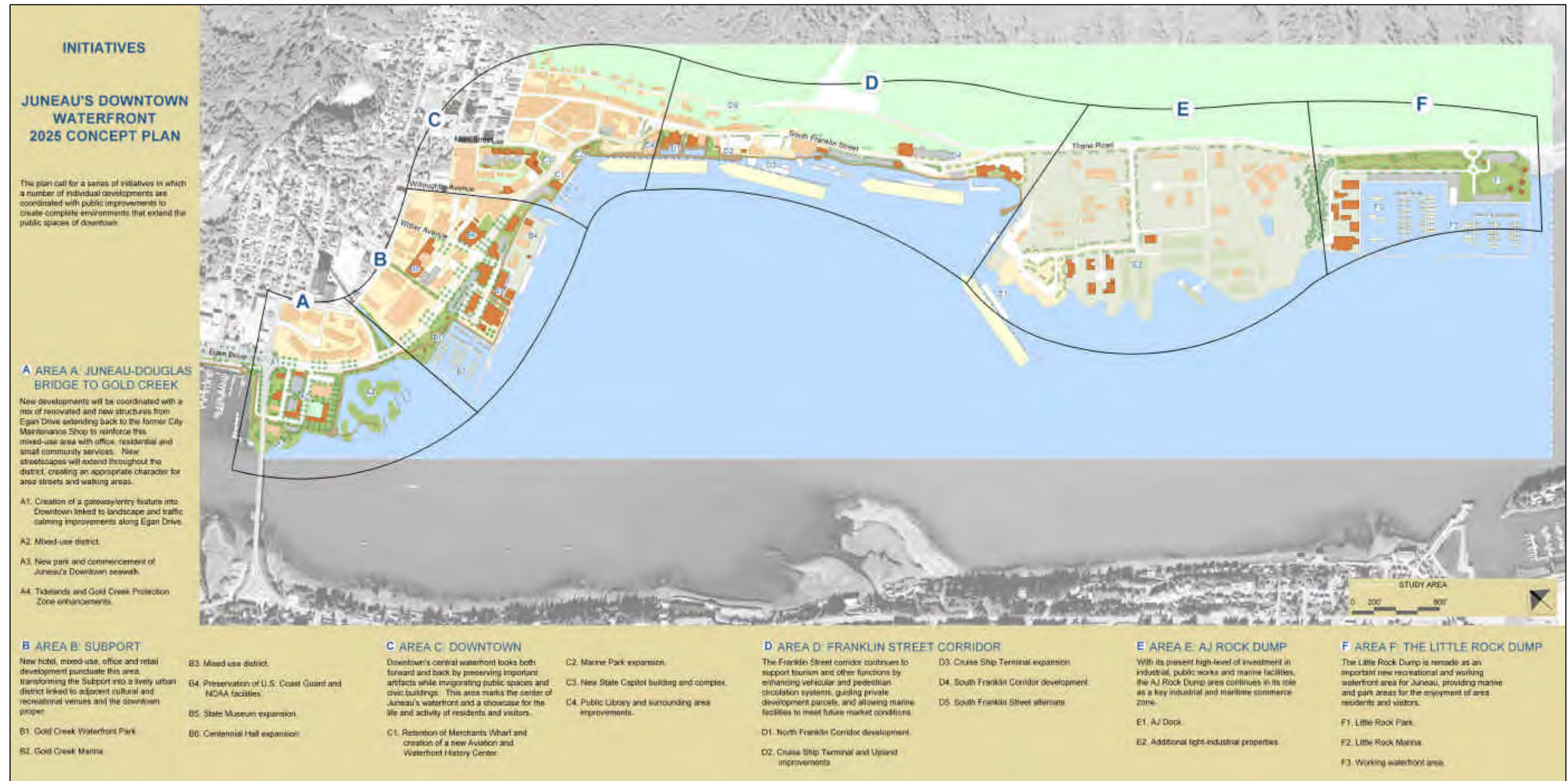
Dimensional standards presented in the following sections are intended to provide guidance in developing project designs. Innovative proposals which incorporate amenities desired by the community should be evaluated on their merits and not be specifically restricted by the standards presented. Dimensional standards developed for the Land Use Code should be developed as part of a public process and should not adopt the standards presented in this plan without further public review.

#### 3.2 AREA A: JUNEAU-DOUGLAS BRIDGE TO GOLD CREEK

##### Land Use

Working in partnership with private and public property owners, the Plan calls for the redevelopment—both in terms of aesthetics and use—of Area A into an improved mixed-use district offering housing, offices, community oriented commercial, and recreational uses (see Figure 29, feature A2). Transformation of loosely defined streets and parking areas into a clearly defined network of roads, parking, pedestrian-ways, and stabilized waterfront areas geared toward recreation provides the “bones” for area redevelopment. Existing rights-of-way extending into the site would be utilized to start the process of establishing a more defined street network; additional rights-of-way would need to be secured through property acquisition. Key parcels (or portions) thereof include properties located along the water's edge and should include areas also anticipated for seawalk dedication.

Figure 28: Juneau's Downtown Waterfront 2025 Concept Plan



Redevelopment and enhancement of publicly held parcels/use are encouraged to serve as catalysts for higher and better property development of the district overall. Private parcels, encouraged through CBJ initiatives and potential housing public-private ventures, are over time transformed/enhanced to support uses and design character consistent with the vision for the district.

Area A is an important transition point into Downtown, and as such, the Plan calls for creation of a gateway/entry feature along Egan Drive after the Juneau-Douglas Bridge (see Figure 29, feature A1). The gateway/entry feature could include signage, landscape and other features. Landscaping, changes in pavement patterns and styles, and others features designed to slow traffic are proposed for Egan Drive from the Bridge to the Subport.

Transition of City Maintenance Shop activities to a location outside of the study area allows for reuse of the property and building for new park land (see Figure 29, Feature A3). Bike and kayak rentals, artist areas, a small restaurant and other uses would be encouraged to locate here as part of building reuse or other smaller structures introduced in the area. This area also would serve as the formal start of Juneau's 1.8-mile seawalk. Enhancement to the tidelands area and the Gold Creek Protection Zone are also depicted (see Figure 29, Feature A4).

Suggested Design Criteria

For each of the areas under consideration, a series of design criteria were established to help guide future development efforts in a manner consistent with the overarching themes described previously. Design criteria cover site and structures, massing and scale, character, street orientation, transparency and other elements identified within the text and as part of Figure 30. Guidelines are anticipated to be incorporated as part a design overlay to be established as part of integration of the Waterfront Plan with the CBJ's Comprehensive Plan.

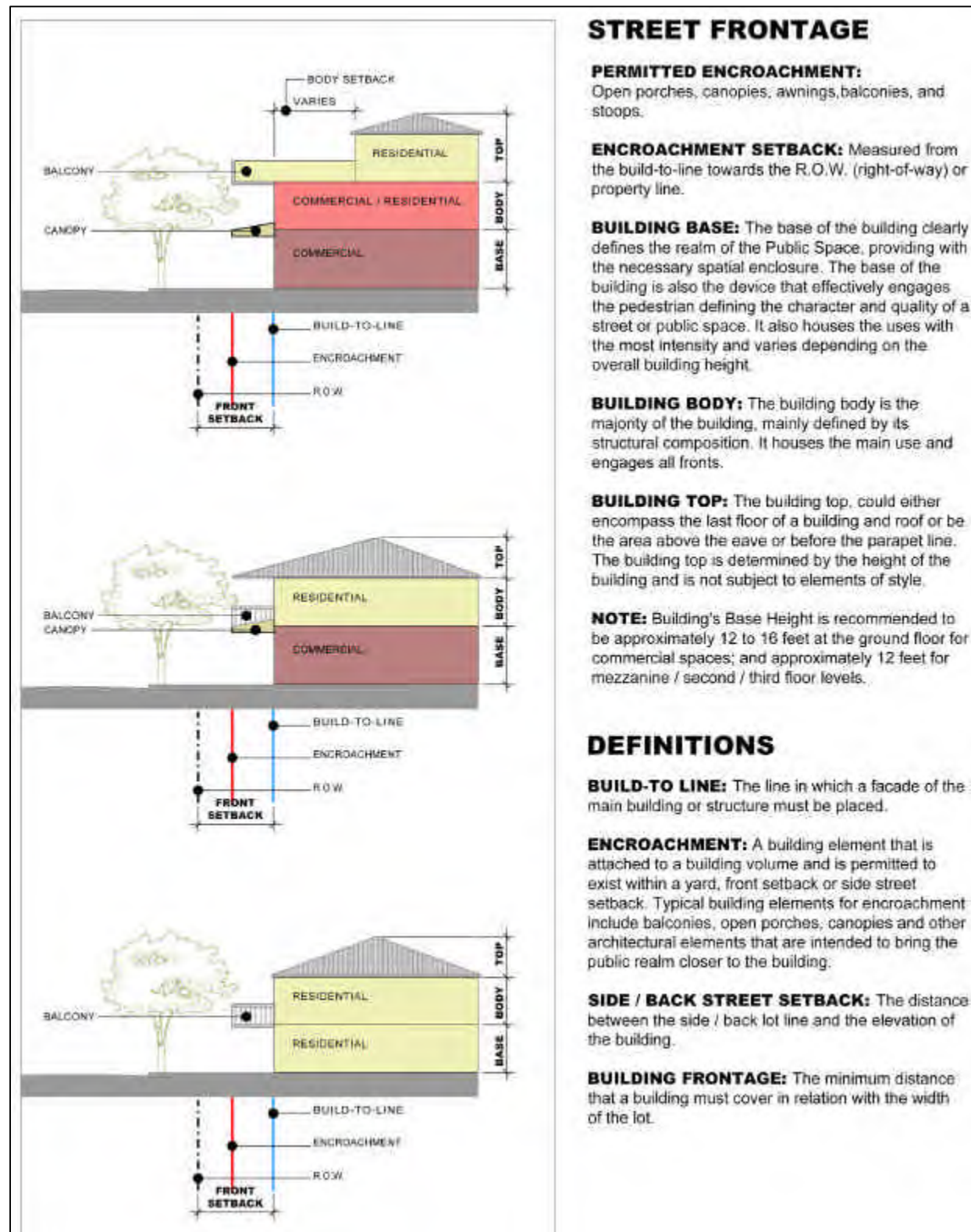
For Area A, suggested design criteria include:

- **Site and Structures – Mixed-Use District.** Retain and reuse the Department of Labor Building for its present use or other office uses. Over time, encourage redevelopment/transition of other buildings and structures as smaller residential, hotel, office or other community oriented commercial offerings. Redevelopment of the State's Fish and Game Building, located in the southwest corner of the site, is the key development opportunity that will align the district as a revitalized and desirable address in Juneau.
- **Site and Structures – Waterfront.** Explore potential reuse opportunities for the City Maintenance Shop Building. For the seawalk, create a series of overlooks, interpretive signage, and other elements appropriate for the district (see Seawalk Design for additional detail).

Figure 29: Area A (Overall): 2025 Concept Plan



Figure 30: Suggested Design Criteria Terms and Definitions



- Massing and Scale – Interior Streets and Egan Drive.** Maintain buildings heights between 2- to 3-stories (maximum 35 feet) along Egan Drive and interior streets (see Figure 31).<sup>2</sup> Where possible, wrap buildings around at-grade and structured parking areas to strengthen the street edge. Set front and sidestreet building setbacks (build-to-line) at a maximum of 8 feet from the street edge; balconies and other architectural elements associated with activity in the public realm may be extended up to 4 feet from the street edge; awnings and similar weather protection features may be extended the full 10 feet for the ground level only. Building setbacks at a maximum of 15 feet along Egan Drive should be observed. Establish building frontages at a minimum 70% of the building façade.
- Massing and Scale – Waterside.** Maintain buildings heights between 2- to 3-stories (maximum 35 feet) along the waterfront. Discourage introduction of structured parking and at grade lots between the street and waterfront in all locations except the City Maintenance Shop redevelopment. Maintain building encroachment at 8 feet maximum along waterfront streets (See Figure 31); balconies and other architectural elements associated with activity in the public realm may be extended up to 4 feet from the street edge. Awnings and similar weather protection features may be extended the full 10 feet for the ground level only. Set aside between 20 and 25 feet from waterside streets and the water's edge to accommodate the seawalk (minimum 16 feet) and a transition zone to the street.
- Character.** Building types should include a mix of small and medium sized buildings. Building development with a mix of community oriented commercial activities on the ground floor with residential/commercial units occupying upper floors should be encouraged. Buildings should be consistent with the historic architectural character of Juneau and include deep recessed building openings and strong detailing.
- Street Orientation.** When the maintenance shop is relocated, property redevelopment should include dedication and construction of a street connecting 8<sup>th</sup> and 9<sup>th</sup> Streets, and should include a formal extension of both the street and sea walk under the bridge to Harris Harbor. Street circulation should be designed in a manner that will encourage slow traffic speeds. On street parking should be provided along all waterside and internal streets where practical.
- Transparency and Views.** Maximize transparency from Egan Drive to the waterfront. Preserve views of the waterfront down each of the district's streets. Preservation of views from Egan Drive across the tidelands and the Gold Creek Protection Zone is also suggested.

<sup>2</sup>Building's Base Height is recommended to be approximately 12 to 16 feet at the ground floor for commercial spaces and approximately 12 feet for mezzanine/second/third floor levels.

Figure 31: Suggested Design Guidelines, Area A

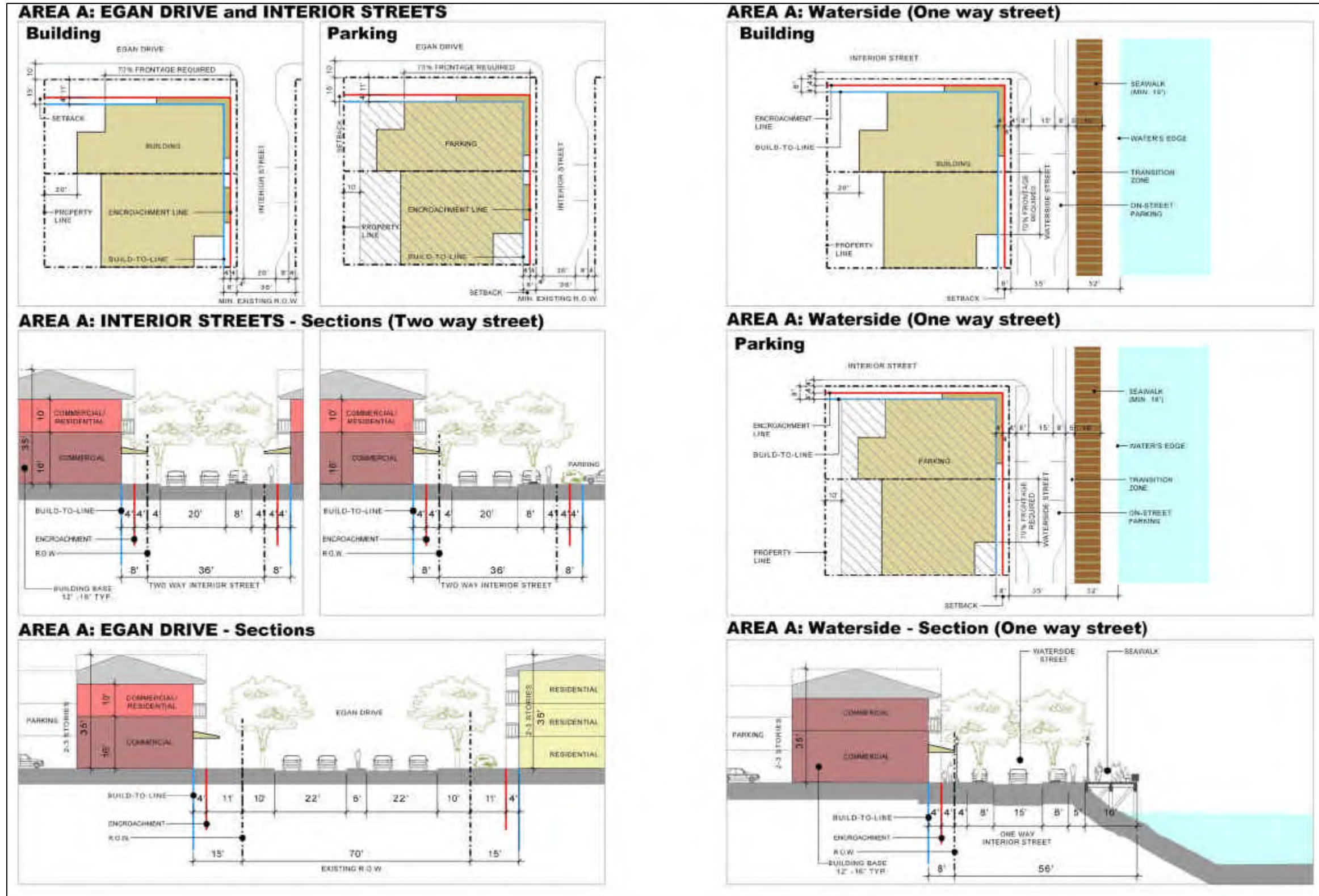
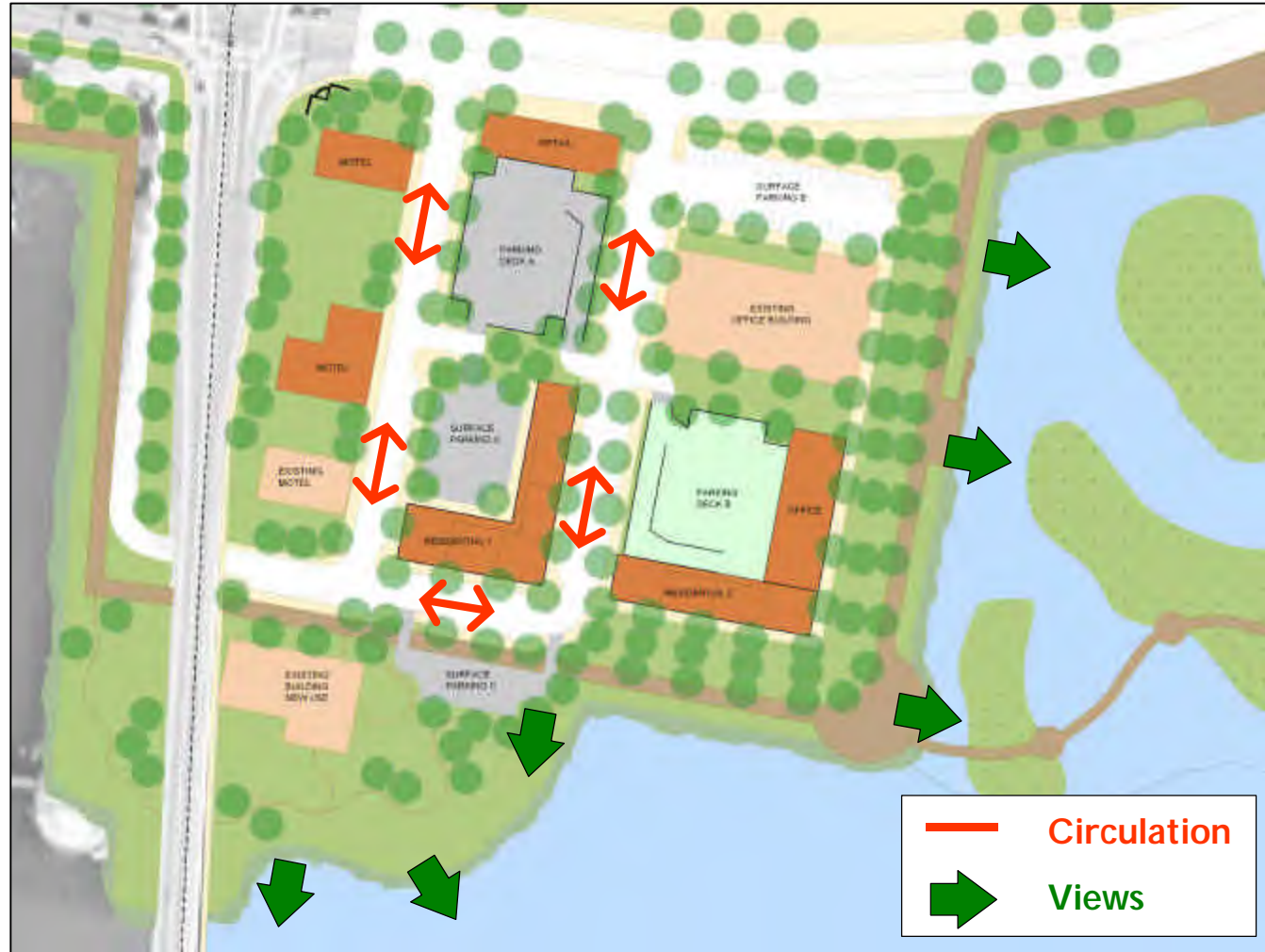


Figure 32: Area A: Circulation and Views



View of Similar Waterside Massing and Scale Treatments (Area A)



### 3.3 AREA B: SUBPORT

#### Land Use

Redevelopment of the Subport and properties surrounding this area represent the largest and most ambitious effort in the Plan, but also one that will provide significant dividends to Juneau residents and visitors. The Subport component of the Plan follows many of the elements proposed within the *2003 Subport Revitalization Plan*—an effort that was formulated with community input and through collaboration with primary land owners. The Subport provides a unique opportunity to take a large, underutilized property and create a truly new component of Downtown. Creation of a lively, mixed-use neighborhood is the focus of Subport redevelopment (see Figure 33, Feature B3). Reuse of area buildings along with introduction of new structures creates an urban atmosphere supportive of office, hotel, entertainment, fish and whole foods market(s), and retail uses. Area attractors—the Gold Creek Park, nearby cultural facilities, and seasonal marine activities—combined with residential and office users foster economic activity in this district year-round. Streets and plazas encourage pedestrian and other modes of travel to move both through the site and along the waterfront.

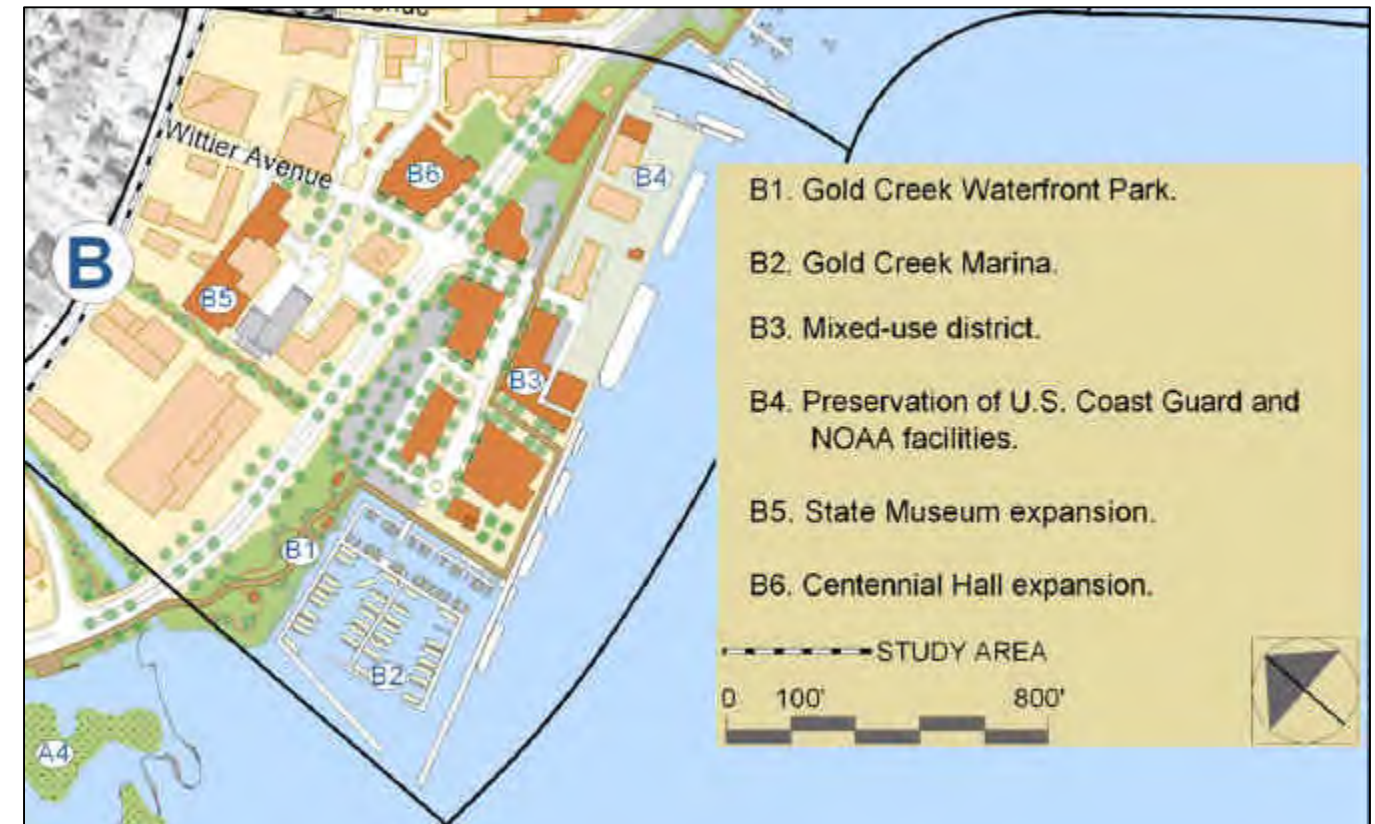
This Subport plan also retains its maritime roots, offering facilities for local and transient vessels and small cruise vessels at the Gold Creek Marina facility (see Figure 33, Feature B2). The Plan calls for the creation of a floating marina facility capable of accommodating forty five, 50 to 60 foot vessels and upwards of 60, 20 to 30 foot vessels. Also provided is a +/- 1,000 foot floating exterior dock designed to support operations by small cruise ships, large transit yachts, visiting military vessels, and other vessels contributing to an active and diverse working waterfront. Located to the north of this facility is the proposed Gold Creek Waterfront Park, a new, two acre recreational area oriented to families and children (see Figure 33, Feature B1). Gold Creek Park provides an important area attraction and asset as well as a visual and functional transition point into Downtown.

#### View of Similar Waterfront Park Areas



The 2003 Long Range Waterfront Master Plan for the City and Borough of Juneau (FINAL, November 22, 2004)

Figure 33: Area B (Overall) 2025 Concept Plan



U.S. Coast Guard and NOAA facilities are retained under the Plan (See Figure 33, Feature B4). Improved edge conditions are encouraged to keep vehicles and pedestrians away from these properties. More appropriate decorative fencing of a height of 10 feet should be installed and other hardscape and landscape treatments to buffer this edge and prevent cars from parking proximate to these should be installed.

Intended to further strengthen this area of Juneau's and SE Alaska's cultural center, a 65,000 SF expansion of the State Museum to house State Library and Archives is depicted in the Concept Plan. Supporting this expansion is an additional 50 parking spaces contained on one level of additional parking (See Figure 33, Feature B5). Expansion of Centennial Hall allows Juneau to capture a greater share of the regional convention and executive conference market. Properly designed, expansion of Centennial Hall could also provide an improved venue for concerts, theatre and other performing arts (See Figure 33, Feature B6).

Properties in Area "B" currently provide a significant amount of parking for downtown Juneau. Parking is a poor use of valuable waterfront property; however, as this area transitions to more appropriate uses, reduced parking supply in the downtown area may result. To avoid parking shortages, the downtown community needs to be



prepared to compensate for loss of parking and the increased parking demand created by new development in a comprehensive manner.

#### Suggested Design Criteria

Suggested design criteria for Area B include the following:

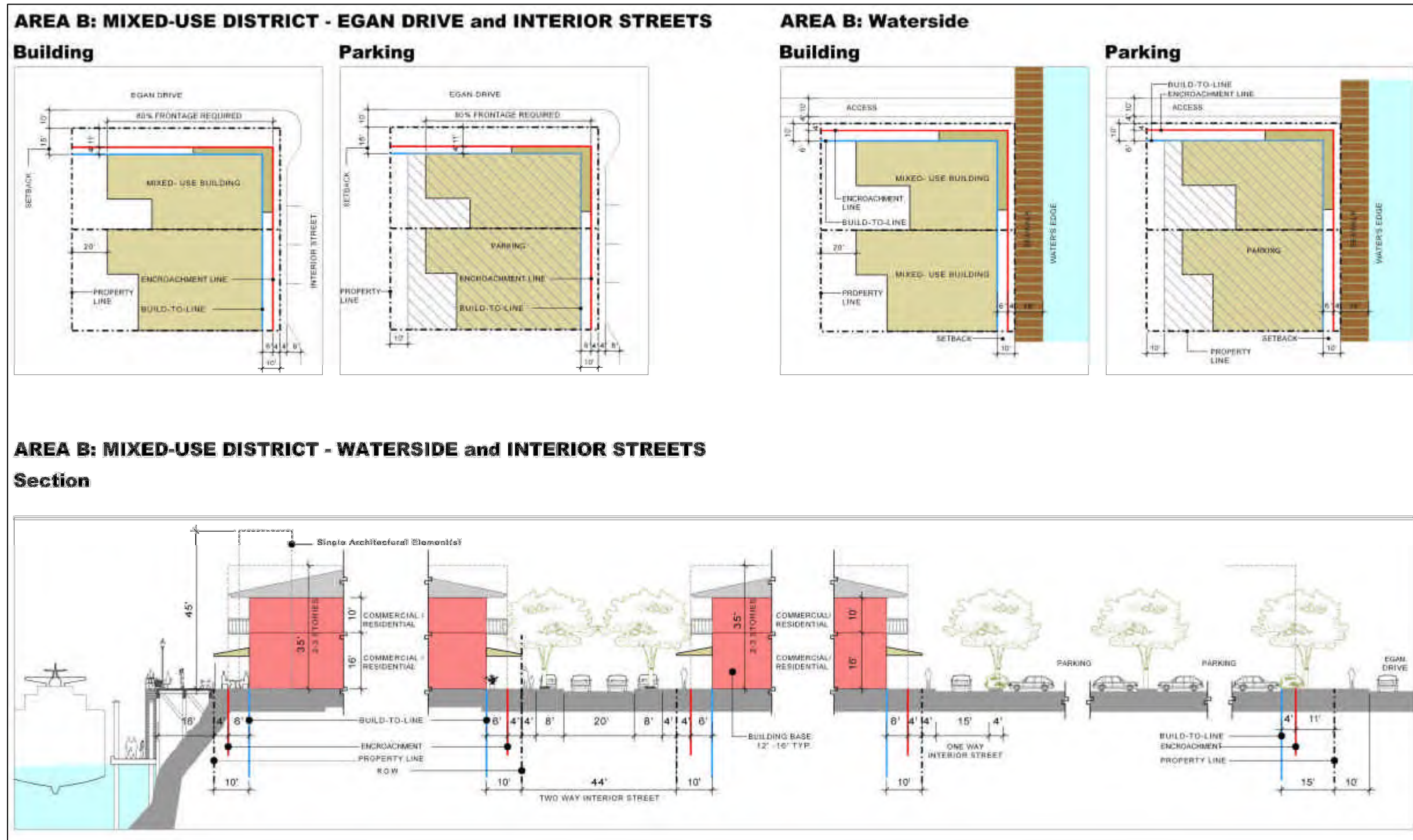
- **Site and Structures – Mixed-Use District.** If possible, incorporate a portion of the Subport's existing warehouse building and reuse timber components.
- **Site and Structures – Gold Creek Park.** Park should be developed with a series of all weather structures designed in keeping with Juneau's character. Encourage the development of several zones within the park to provide for differing types of recreation. A child's play area and environmental and/or historical zone also geared to kids should be considered. Park should link back to the City by at-grade and/or below grade pedestrian linkages created and an improved recreation edge to Gold Creek and back to the State Museum. Elevated pedestrian links should be discouraged over Egan Drive.
- **Massing and Scale – Mixed-Use District – Interior Streets and Egan Drive.** Maintain buildings heights between 2- to 3-stories (maximum 35 feet) along Egan Drive and interior streets (see Figure 34). A single architectural element(s) can extend to a height of 45 feet. Consideration may be given to permit additional building height in exchange for amenities such as preserving identified view corridors, open space, or building design. Set front and side street building setbacks at a maximum of 10 feet from the street edge; balconies and other architectural elements associated with activity in the public realm may be extended up to 4 feet from the street edge (see Figure 29). Awnings and similar weather protection features may be extended the full 10 feet for the ground level only. Establish building frontages at a minimum 80% of the building façade. Parking should be placed behind and/or wrapped by buildings; parking should be discouraged from placement along the waterfront. A perimeter of 10 feet should be established between mixed-use area and the U.S. Coast Guard and NOAA; for security purposes, this area should be clear of all structures and landscaping and should discourage pedestrian access.
- **Massing and Scale – Mixed-Use District – Waterside.** Building heights between 2- to 3-stories (maximum 35 feet) along the waterfront. Consideration may be given to permit additional building height in exchange for amenities such as preserving identified view corridors, open space, or building design. Maintain building setbacks at 10 feet along waterfront streets. Encroachment of public realm building elements should follow guidelines described for interior streets. Set aside an additional minimum of 16 feet to accommodate the seawalk.
- **Character.** Building types should include a mix of medium sized buildings that create an appealing visual rhythm and feel from the pedestrian scale. Building development with a mix of community oriented commercial activities on the ground floor with residential units occupying upper floors should

be encouraged. Buildings should be consistent with the historic maritime architectural character of Juneau and include deep recessed building openings and strong detailing. Consideration should be given for inclusion of a signature building that creates an icon for the project site and/or anchors a portion of the area.

#### **View of Similar Waterside Massing and Scale Treatments (Area B)**

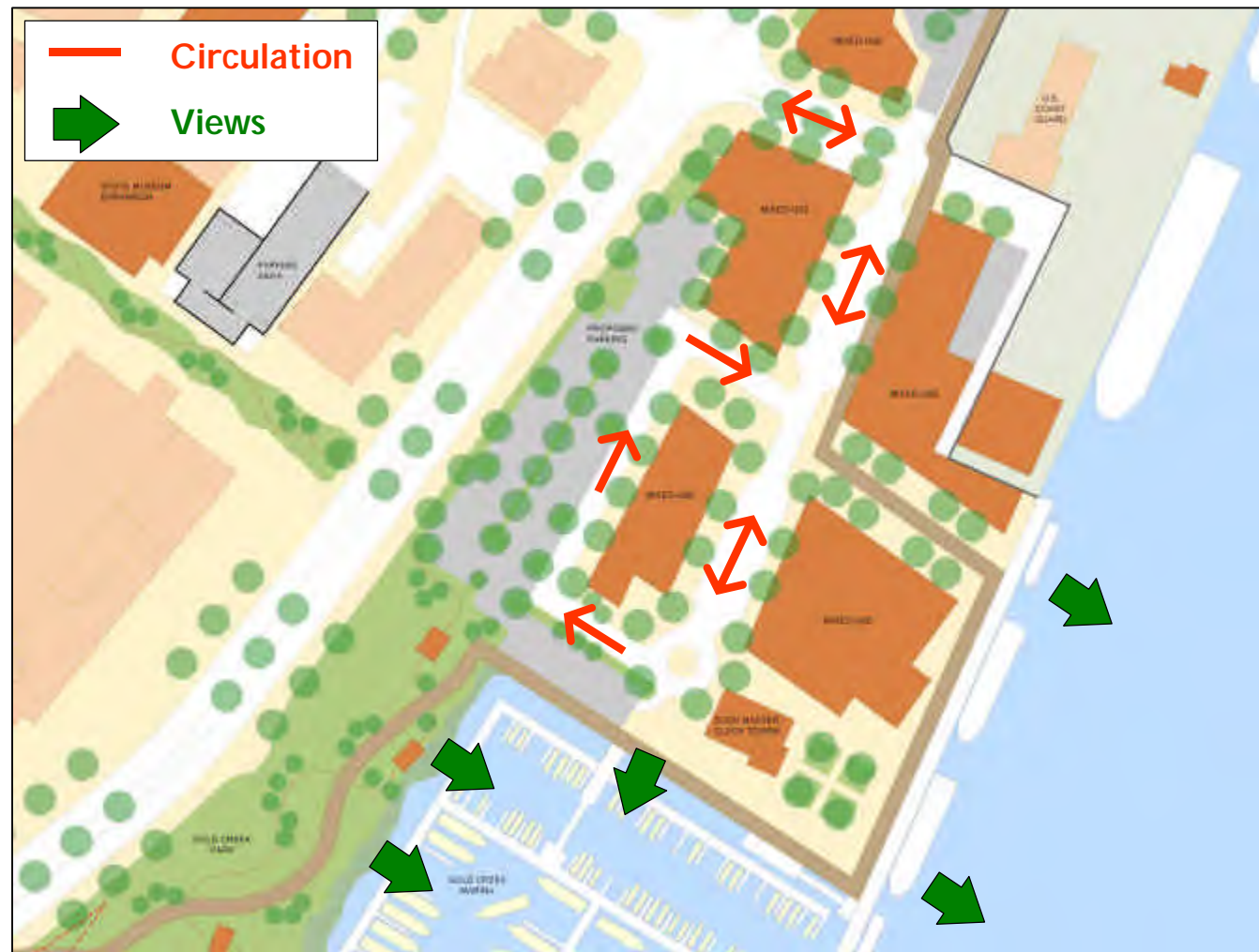


FIGURE 34: SUGGESTED DESIGN GUIDELINES, AREA B



- **Street Orientation.** The primary entrance to the Subport redevelopment should be from a signalized intersection introduced at Egan Drive and Wittier Avenue (See Figure 35). Signage anchoring this intersection should be incorporated. Internal streets should radiate for a new central spine created through the center of the project, accessing adjacent, smaller scale streets and pedestrian plazas, parking areas, and the U.S. Coast Guard and NOAA facilities. Parking should be concealed and/or wrapped by buildings and not be present along the waterfront. On street parking stalls should be present along most roadways internal to the Subport.
- **Transparency and Views.** Views along the internal streets of the Subport should be preserved, with consideration provided to use the public area, and building façade articulation to accentuate view corridors and anchor visual interest in key locations. Views from the Gold Creek Park across the marina and Gold Creek Protection Zone should also be maintained.

Figure 35: Area B: Circulation and Views



### 3.4 AREA C: DOWNTOWN

#### Land Use

Strengthening Downtown and the waterfront are not mutually exclusive ends; the improvement of one will improve the other. The vision for Downtown includes a number of exciting projects, from greatly enhancing the heart of Downtown through redevelopment and expansion of Marine Park, to embracing the development of a new State Capitol Building/Complex on Telephone Hill that uses Marine Park and the waterfront area as a figurative front porch for the people of Juneau and Alaska.

To the extent that the Merchant's Wharf site becomes available, the city should look at purchasing either part or all of it, depending on the cities needs. The city is interested in the creation of an Aviation History Center, Maritime Museum or other similar venue that reflects a theme important to the region and waterfront, but at this time is not ready to select a specific site. The edge along the waterfront portion of Merchant's Wharf would be increased to allow for greater pedestrian circulation along the seawalk as well as outdoor dining areas with weather protection. Waterfront areas would be reconfigured to afford a new cruise tender position (City Tender), float plane area (Wing's of Alaska), small ship berthing, water taxi/shuttle stop, and other uses. With the removal of a portion of Merchant's Wharf, an additional quarter acre would be acquired to allow for expansion of Marine Park and the creation of a visual linkage to the waterfront from Main Street (see Figure 36, Feature C2). The present Marine Park structures are redeveloped to allow for a more appropriate and complete relationship between recreational areas found to the west and east. Marine Park elements would include historical artifacts and signage appropriate for the area; a small stage area for cultural activities, displays, and performances; and other elements. The present cruise ship tender position is contemplated for removal/relocation to the western edge of the park to better disperse visitors through the park and along the seawalk.

Creation of a new State Capitol Building/Complex on Telephone Hill has long been an objective discussed within the community and contained within previous planning documents. Over the long term and provided that equitable financial arrangements are made, development of a new State Capitol Building/Complex in this area solidifies Juneau's permanence as the State's center (see Figure 36, Feature C3). It also works to create a focus for activity along the waters edge and a dramatic silhouette of the City appropriate for the Capital of Alaska. The Plan also envisions wrapping the ground floor of the Public Library with commercial and/or cultural uses and to soften the hard edge of the parking structure as well as reduce its presence as a barrier to visitor circulation along the building edge (see Figure 36, Feature C4). Such improvements should be designed as additions to the outside of the existing structure to maintain the structural integrity of the building and to maintain existing parking spaces. Uses could include a visitors center, not for profit commercial enterprise, artist studio(s) showcasing local works or other activity considered not in direct commercial competition with local businesses. Landscaping improvements and other modification are also contemplated for this structure as well as the Marine View building. The Plan also calls for a gateway feature that would entice area visitors into the Historic District of Juneau. Each of these projects is intended to help provide infrastructure that helps lead area visitors into Downtown and to turn the corner along the waterfront toward the Subport.

Figure 36: Area C and D (Overall) 2025 Concept Plan



Not depicted in Figure 36 is a comprehensive improvement program to the Downtown streetscape that would include standardization of signage, wayfinding, street furniture, and awnings/drip line. Additional discussion on this element is provided in Section 3.8.

**View of Similar Marine Park Treatments (Area C)**



Suggested Design Criteria

Design criteria for Area C include the following:

- **Site and Structures – Waterfront.** Retain the west portion of the Merchant’s Wharf building and allow possible expansion and integration into the Seadrome Building parcel as part of the Aviation History Center (or similar venue) and mixed-use development opportunity. The Seadrome Building and the present Marine Park canopy are not envisioned for retention under this Plan (see Massing and Scale for Marine Park below). The City Hall building and others along Marine Way should be maintained at their present height and scale with some façade improvements to allow this area to serve as a property backdrop to Downtown from Marine Park and the waterfront.
  
- **Massing and Scale – Egan Drive and Marine Way.** Maintain buildings heights between 2- to 3-stories (maximum 35 feet) along Egan Drive and Marine Way, with building size stepping up as one moves back into the City (see Figure 37). At six levels, the Sea Alaska Building provides a pleasant massing along the north side of Egan Drive. Over the long term, no building in Downtown should be higher than the new State Capitol Building/Complex on Telephone Hill. Set front and sidestreet building setbacks at a maximum of 8 feet from the street edge. Establish building frontages at a minimum 80% of the building façade.
  
- **Massing and Scale -- Library and Parking Garage.** The scale and mass of the Library and Parking Garage should not be duplicated along waterfront parcels. Where possible, wrap the garage with commercial/cultural activity, public art, and/or landscaping. This treatment should be pursued for southeast corner of the Library Parking garage, with the buildout of a small cultural center or for rent commercial property; new restrooms in the area should be incorporated if feasible (see View of Similar Parking Garage Treatment).
  
- **Massing and Scale – Waterside.** Maintain buildings heights between 2- to 3-stories (maximum 35 feet) along the waterfront. Discourage introduction of at grade lots between the street and waterfront in all locations except to support Merchant’s Wharf and the adjacent Aviation History Center and mixed-use development opportunity. Maintain building setbacks at 10 feet maximum along waterfront streets/seawalk (See Figure 37). Encroachment of architectural elements should be permitted up to 4 feet from the street/seawalk; ground level weather protection elements may extend the full 10 feet to the street edge. Set aside 16 feet from waterside streets and the water’s edge to accommodate the seawalk. Waterside buildings should be encouraged to have double fronts (one on the waterfront and one on Egan Drive, Marine Way or South Franklin).

Figure 37: Suggested Design Guidelines, Area C

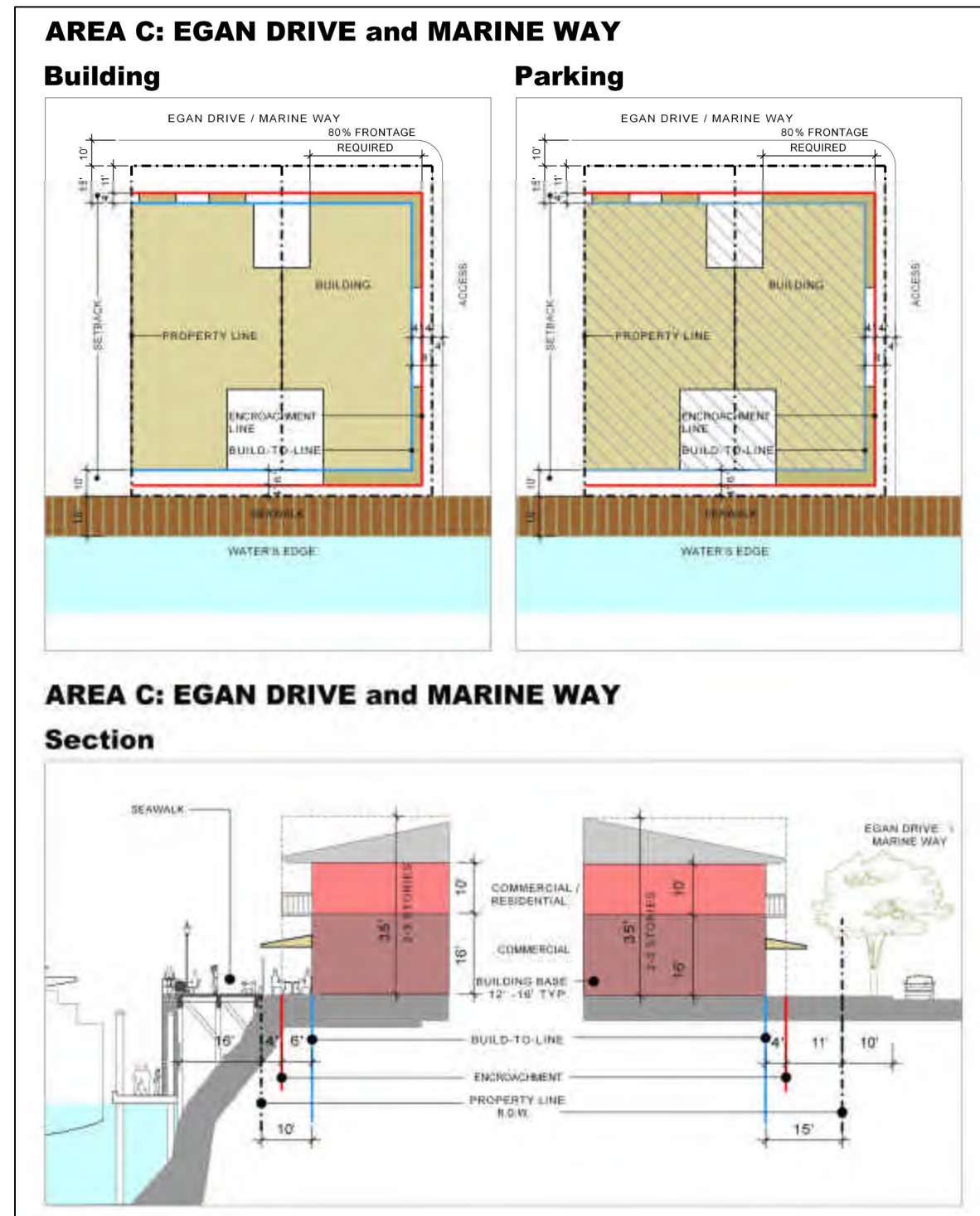
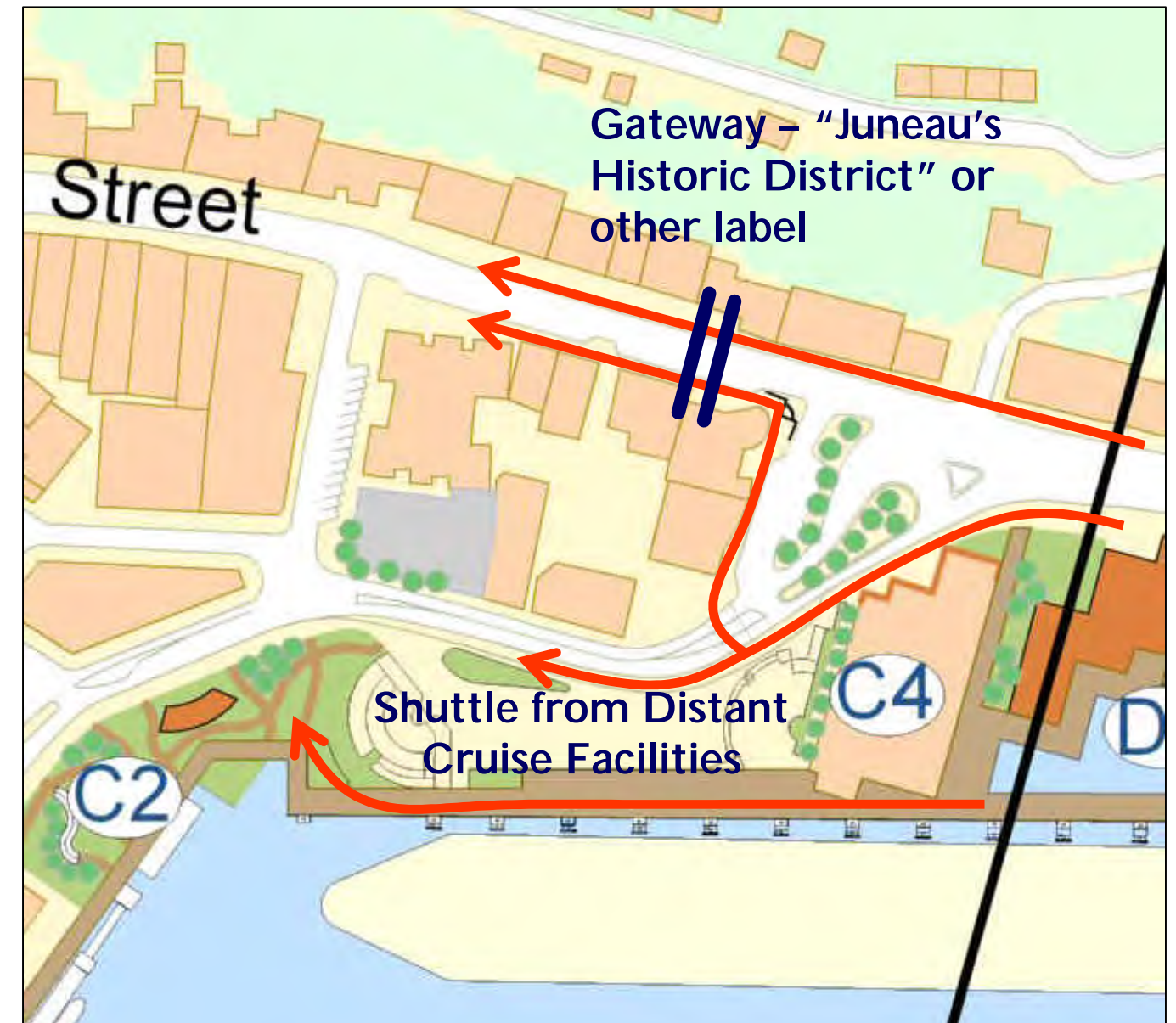


Figure 38: Area C: Movement of Pedestrians into Downtown from Cruise Ship Docks



**Massing and Scale – Marine Park.** Marine Park should be redesigned as an entire canvass, with the traditional Marine Park “triangle,” the recent expansion, and planned expansion to the west all coalescing to feel as one singular urban space punctuated by several smaller zones. The Marine Park structure should be reconfigured or removed and replaced in order that it may provide a multi-purpose all-weather area for shows, presentations, and/or a place for residents to congregate. The orientation of this structure should be southward, to maximize sun exposure and utilize the new terraced seating in the Marine Park expansion as part of the viewing area for this facility. An enhanced public access ramp, to the extent practicable in light of enhanced security issues, should be introduced to an enlarged floating dock on the City Tender as it is relocated. Public art and other features should be incorporated into the overall Marine Park program; this area should be the front porch of Juneau and Alaska, and as such, should showcase the culture of its people. No enclosed structures that would impede pedestrian traffic should be constructed within the 16 foot set aside for the seawalk. The seawalk should be designed in accordance with the general principles provided in section 3.8.

- **Character.** Building types should include a mix of small and medium sized buildings. Building development with a mix of community oriented commercial activities on the ground floor with commercial office and/or residential units occupying upper floors should be encouraged. Buildings should be consistent with the historic maritime architectural character of Juneau and include deep recessed building openings and strong detailing. All buildings located within the Juneau Historic District boundaries should meet the requirements of the Juneau Historic District standards. The Historic District standards should be applied to an entire building whenever any portion of that building is located within the Juneau Historic District. The Historic District boundary should be expanded to include all land between South Franklin and Gastineau Channel.
- **Street Orientation.** Egan Drive is recommended to be reconfigured to allow for an 8 to 10 foot sidewalk to be constructed along the frontage of Merchant’s Wharf achieved through acquiring a portion of the parking lot across from Merchant’s Wharf and shifting Egan Drive northward. New pedestrian pathways and motifs that lead individuals from the cruise ship docks into downtown should be developed (see Figure 38).
- **Transparency and Views.** Maximize transparency from Egan Drive and Marine View to the waterfront. Preserve views of the waterfront down each of the district’s streets; a view corridor from Main Street to the waterfront should be opened (see Figure 49).

Figure 39: Area C: Circulation and Views



**View of Similar Parking Garage Treatment**



**Figure 40: Suggested Design Guidelines, Area D**



**3.5 AREA D: FRANKLIN STREET CORRIDOR**

Land Use

Under the Vision established for Area D, vacant and underutilized parcels along the waterside edge of Franklin Street are encouraged to develop following generous design standards for pedestrian sidewalks along the front of the building as well as to support the creation of secondary storefronts and an accessway along the rear of these properties (see Figure 36, feature D1). This second accessway allows for continuance of the seawalk along the water's edge without interfering with cruise and security operations when vessels are at the City Docks. Access portals connecting the seawalk to Franklin Street are redeveloped to entice visitors to circulate both along the waterside and Franklin Street. These portals would include a well designed and visually appealing security barrier in the event they need to be closed for security reasons. Under the Plan, additional right-of-way along the western edge of Franklin Street from the Library to Taku Smokeries is acquired to allow for greater pedestrian circulation areas to be provided. Partial reconstruction of up to three buildings would need to occur under this development scheme.



The Plan calls for reconstruction of the Cruise Ship Terminal Dock to allow for two +/- 1,000 foot cruise ships to be accommodated at the City facilities (see Figure 36, feature D2 and D3). The configuration depicted in the Plan allows for preservation of the Intermediate Vessel Float and other important area artifacts such as the Fisherman's Memorial. Enhancements also include continuation of the seawalk around Taku Smokeries, including moving the Seawalk up and over the access to the Ice House. As part of this reconfiguration, consideration to expand the interactive and educational nature of Taku Smokeries should be explored. This approach would better communicate the importance of commercial fishing in SE Alaska as well as better solidify the future role of this important tenant along Juneau's Downtown waterfront area. View corridors throughout this area are also preserved, with no new development beyond reconstruction of the Visitor Information Center and bus stop. Expansion to vehicle marshalling areas and creation of a small park and gathering area are also contemplated for this area.

Development of privately held parcels in this area should follow similar standards suggested for Franklin Street parcels proximately to the CBJ Parking Garage and Library, including multiple storefronts on both the land and seawalk sides. Development schemes should include the reuse of the AEL&P building as a mixed-use property housing artist, restaurant, retail and entertainment spaces (see Figure 36, feature D4). Reuse of the building should be true to its unique vernacular and character. Consideration should be provided to create a smaller structure across from the AEL&P building as well as a formalized pedestrian crossing and hardscape plaza; both elements work to slow traffic along Franklin Street, reduce conflict between vehicle turning movements into the properties, and provide definition for this area. Termination of the Seawalk and transition into a recreation corridor that follows Thane Road to the Little Rock Dump also occurs in this area. The Concept Plan calls for a smaller public terminus and overlook on a CBJ controlled parcel to provide an attractive overlook and final experience along the seawalk.

Over the long term, continued consideration should be given to the creation of a Gastineau-Marine Drive-South Franklin Street connector road (see Figure 36, feature D5). This connector road could be a one-way street only open during the late spring and summer months. Consideration needs to be given to land acquisition and design of a proper connection at the north end of the alternative road.

Suggested Design Criteria

Design criteria for Area D include the following (see Figure 40):

- **Massing and Scale – South Franklin Street.** Maintain buildings heights between 2- to 3-stories (35 to 45 feet) along South Franklin Street.
- **Massing and Scale – Waterside.** Maintain buildings heights between 2- to 3-stories (maximum 35 feet) along the waterfront. Discourage introduction of any new at grade lots between the street and waterfront in all locations. Waterside buildings should be encouraged to have double fronts (one on the waterfront and one on South Franklin Street).

- **Character.** Building types should include a mix of small and medium sized buildings. Building development with a mix of community oriented commercial activities on the ground floor with commercial office and/or residential units occupying upper floors should be encouraged. Buildings should be consistent with the historic maritime architectural character of Juneau and include deep recessed building openings and strong detailing. All buildings located within the Juneau Historic District boundaries shall meet the requirements of the Juneau Historic District standards. The Historic District standards shall be applied to an entire building whenever any portion of that building is located within the Juneau Historic District.
- **Transparency and Views.** Maximize transparency from South Franklin Street to the waterfront. Preserve views of the waterfront down each of the district's streets; a view corridor from Main Street to the waterfront should be opened (see Figure 42).

**Figure 41: Massing and Scale – South Franklin Street Waterside Parcels.**

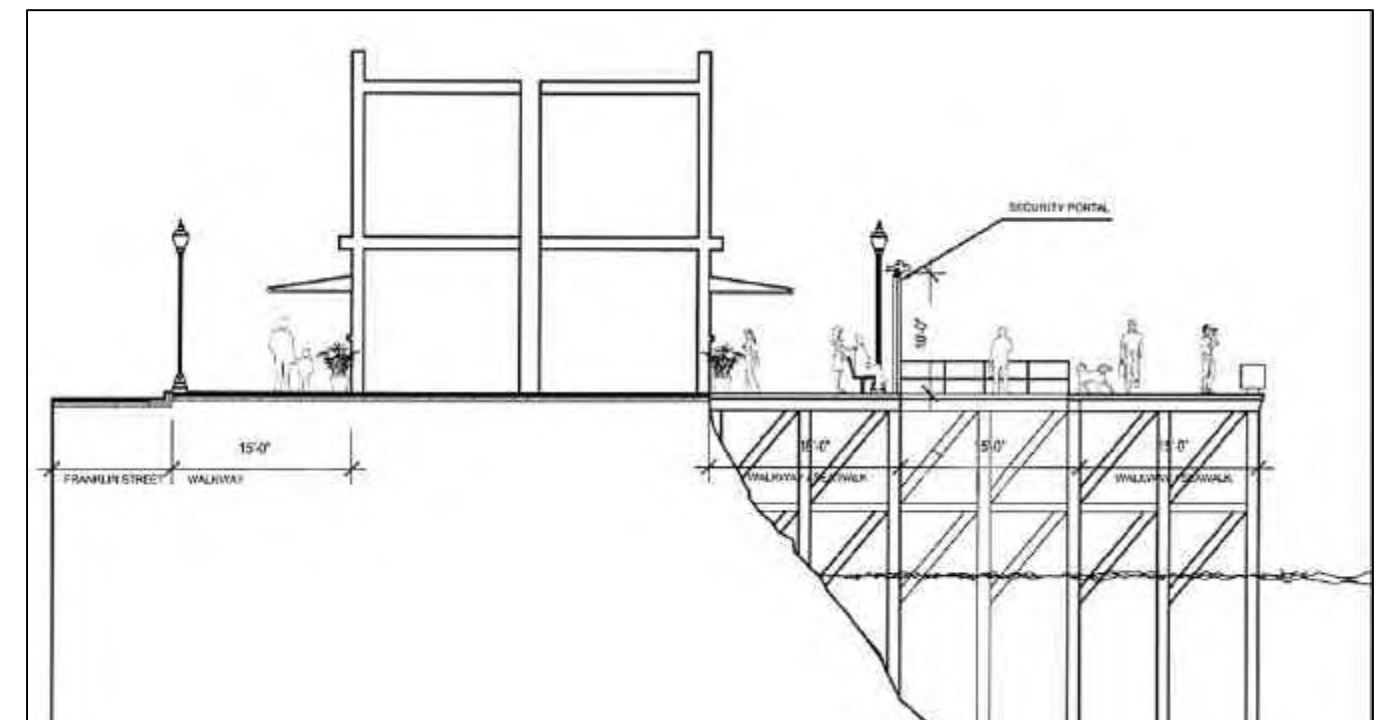
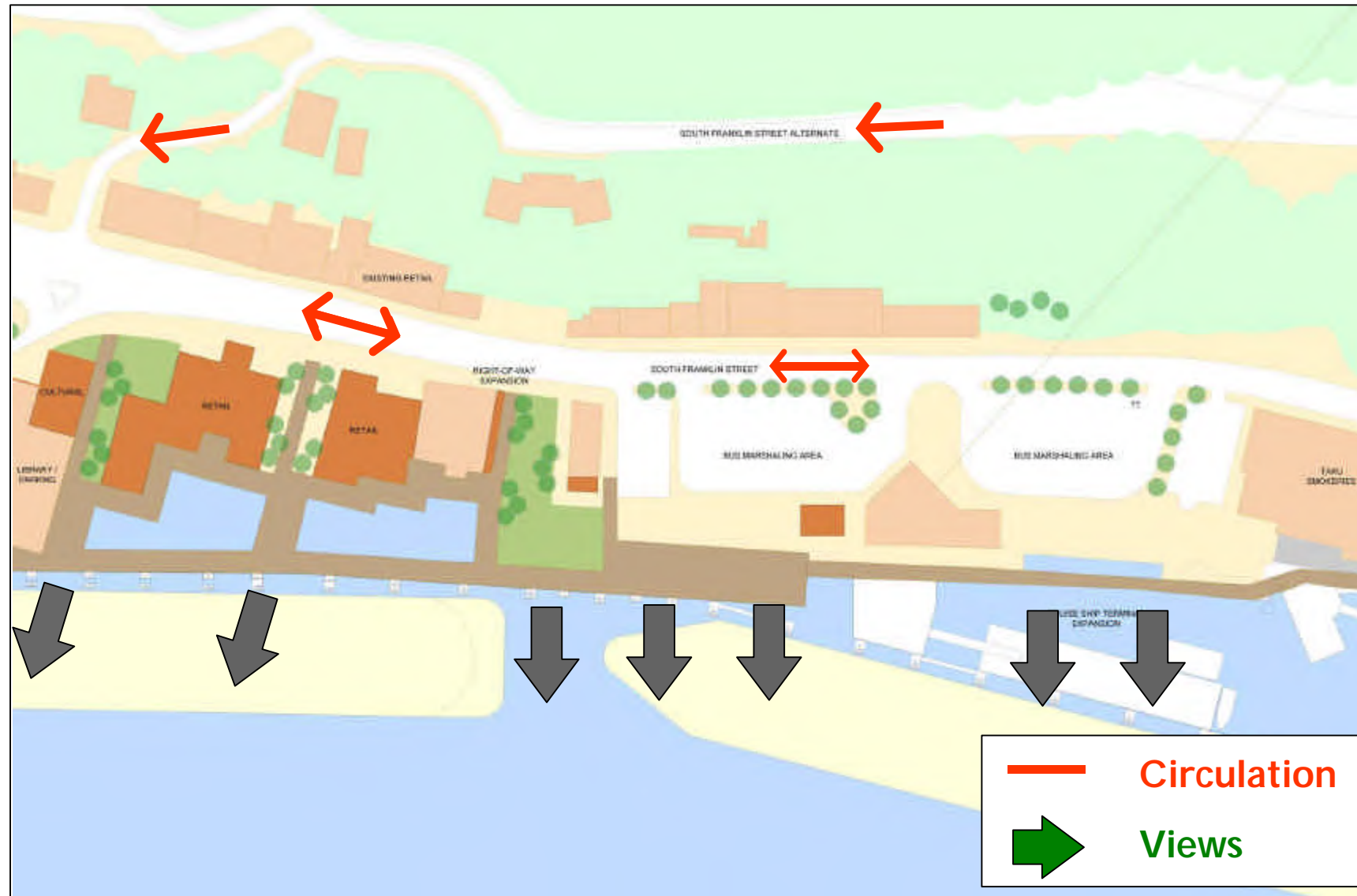


Figure 42: Area D: Circulation and Views



View of AEL&P and Similar Redevelopment Treatment (Simon Pierce Glass Studios - Vermont)

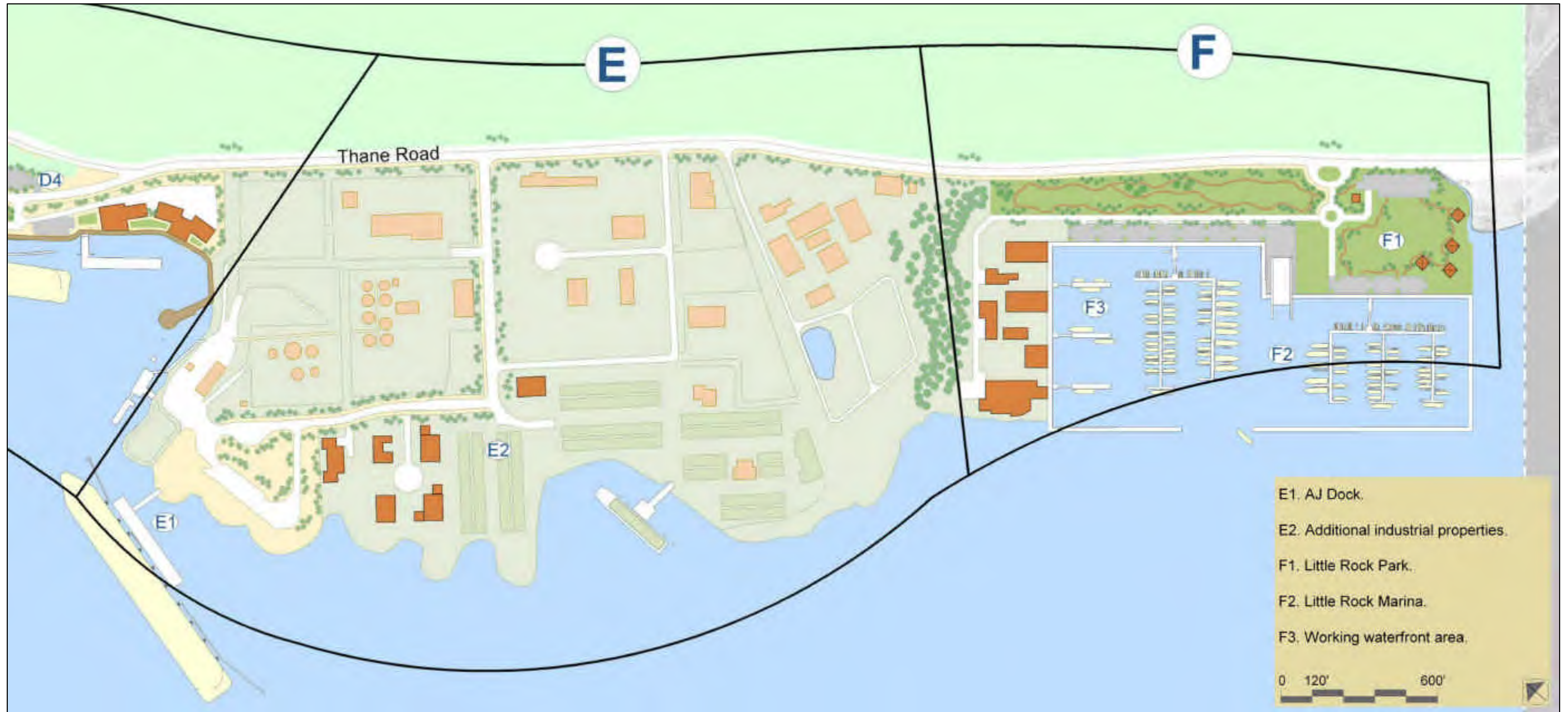


### 3.6 AREA E: AJ ROCK DUMP

#### Land Use

The Plan calls for the AJ Rock Dump to continue on as an important economic engine and logistics point for the community of Juneau by preserving and encouraging a continuation of waterfront dependent and industrial uses at this location. Contributors to this working waterfront and the upland functioning of this area are envisioned to include Alaska Marina Line, Delta Western and Taku Oil and/or similar business units and operators. With

Figure 43: Area E and F (Overall) 2025 Concept Plan



most of the parcels found at the AJ Rock Dump under private hands, the Plan envisions that several of these properties will be built-out as one- to two-story warehouses, industrial and/or logistic related operations (bus marshalling, vehicle storage, and others) as market forces dictate. Vacant parcels found along the southern edge of the AJ Rock Dump between the proposed AJ Dock and Alaska Marine Line site could be developed to meet additional market demand for industrial space over time (see Figure 42, feature E2).

While the Waterfront Plan embraces the development of the AJ Dock, it also encourages that this facility be treated as a logistical point for cruise operations—one that primarily relies on private transportation providers to move passengers back and forth to destination venues and Downtown through bus, shuttle and possibly water taxi transport. The AJ Dock should not serve as a catalyst for additional southward expansion of the tourism core through additional cruise dock or upland commercial development. In fact, the Plan encourages the strengthening of land regulations at the AJ Rock Dump to primarily allow only industrial and non-cruise related maritime activities for consideration of future development. Tourist-related retail should be removed as a permissible use in this area, with the exception of such uses that are accessory to and located on the same lot as the cruise ship docks.

The Plan also calls for continued utilization of a part of the AJ Rock Dump for operation of the CBJ's waste water treatment facility. Buffering this use through plant materials or other means to improve the possibility of development eastward should be explored.

The termination of the seawalk is also planned to occur in this area proximate to the Union Oil Dock (UNOCAL Dock). This area would then transition into a recreation corridor (bikeway and/or sidewalk) that would run along Thane Road connecting to the Little Rock Dump. While not recommended for cruise passenger use, pedestrian access should be improved connecting the Jacobsen Trust Dock with this corridor along the interior of the AJ Rock Dump.

#### Suggested Design Criteria

Design criteria for Area E include the following:

- **Massing and Scale.** Maintain buildings heights between 2- to 4-stories (maximum 45 feet) for parcels located along the waterfront at the AJ Rock Dump. Setbacks for development along Thane Road should be set at a maximum of 15 feet; internal streets should maintain a maximum of 10 feet from the street edge. A perimeter of 10 feet should be established between maritime cargo areas and public rights-of-way as a public safety and security best development practice. Where possible and cost effective, cargo storage areas and other industrial zones visual from Downtown should be buffered with vegetative screens to improve the overall viewshed from Downtown.
- **Street Orientation.** The primary access point into the AJ Rock Dump should be preserved and enhanced to slow traffic and provide proper signage for pedestrians and cyclists utilizing Thane Road for recreational purposes. A public sidewalk connection constructed to a standard adequate to accommodate anticipated pedestrian traffic and adequate signage should be maintained from the AJ Dock site out of the AJ Rock Dump to South Franklin Street. Pedestrian access along the waterside of Thane Road should be enhanced.
- **Transparency and Views.** Views into the AJ Rock Dump should be buffered where possible to blend the area into the overall backdrop and scenery of this area of town. Vegetative buffering elements should be considered as the primary means for accomplishing this.

#### **View of Light-Industrial and Water Dependent Uses found at the AJ Rock Dump**



### 3.7 AREA F: THE LITTLE ROCK DUMP

#### Land Use

The Plan calls for the eventual redevelopment of the Little Rock Dump as an important new recreational and working waterfront area for Juneau, providing marine and park areas for the enjoyment of area residents and visitors (see Figure 42). While available resources suggest the Little Rock Dump is safe for redevelopment, environmental and stability studies would need to occur prior to any upland and marine construction as well as opening of the area to the public.

Nearly 8 acres of new park area are depicted in the Plan. Parks areas would be dedicated to active recreation, picnicking, boating, fishing and other outdoor pursuits. A waterfront gateway welcoming arriving vessels to Juneau should also be explored (see Figure 42, feature F1). Adjacent to the park is a working waterfront zone that includes a large marina facility intended to cater to local and transient vessels of varying sizes. Kayak rentals and other watersports activities would be encouraged in from this zone. A public boat marina is also presented in this area (see Figure 42, feature F2). If it becomes a problem in the future, use of a public boat launch ramp should be restricted in this area to avoid transport of boats through South Franklin during summer months at times when pedestrian activity and boat user are at a maximum. The working waterfront zone builds on the intrinsic strengths of the site and its access to Gastineau Channel, providing an expansion area suitable for fishing, boat repair, and other marine activities (see Figure 42, feature F3). Possibility exists to create elements of this area that would have tourism appeal and marketability.

#### Design Criteria

Design criteria for Area F include the following:

- **Site and Structures.** Beyond picnic shelters and tower/waterfront gateway feature, no other permanent structures should be constructed on the Little Rock Dump proper due to its proximity to an avalanche zone to the southeast along Thane Road.
- **Massing and Scale.** Due to hazards associated with the Little Rock Dump, much of this area is not proposed to be developed with buildings. Since preservation of views, light and open space is not critical at this location, building heights should comply with current underlying zoning requirements. Encroachment of development along Thane Road should be set at a maximum of 15 feet.
- **Street Orientation.** A single, primary access point into the Little Rock Dump should be developed with consideration for a flashing signal or other traffic calming feature designed to slow traffic along Thane Road and allow for safe left hand turning movements from the site.
- **Pedestrian** access along the waterside of Thane Road should be enhanced.

View of Similar Working Waterfront and Recreation Areas



### 3.8 UNIFYING PROJECTS: THE SEAWALK AND WATER TAXI/SHUTTLE SYSTEM

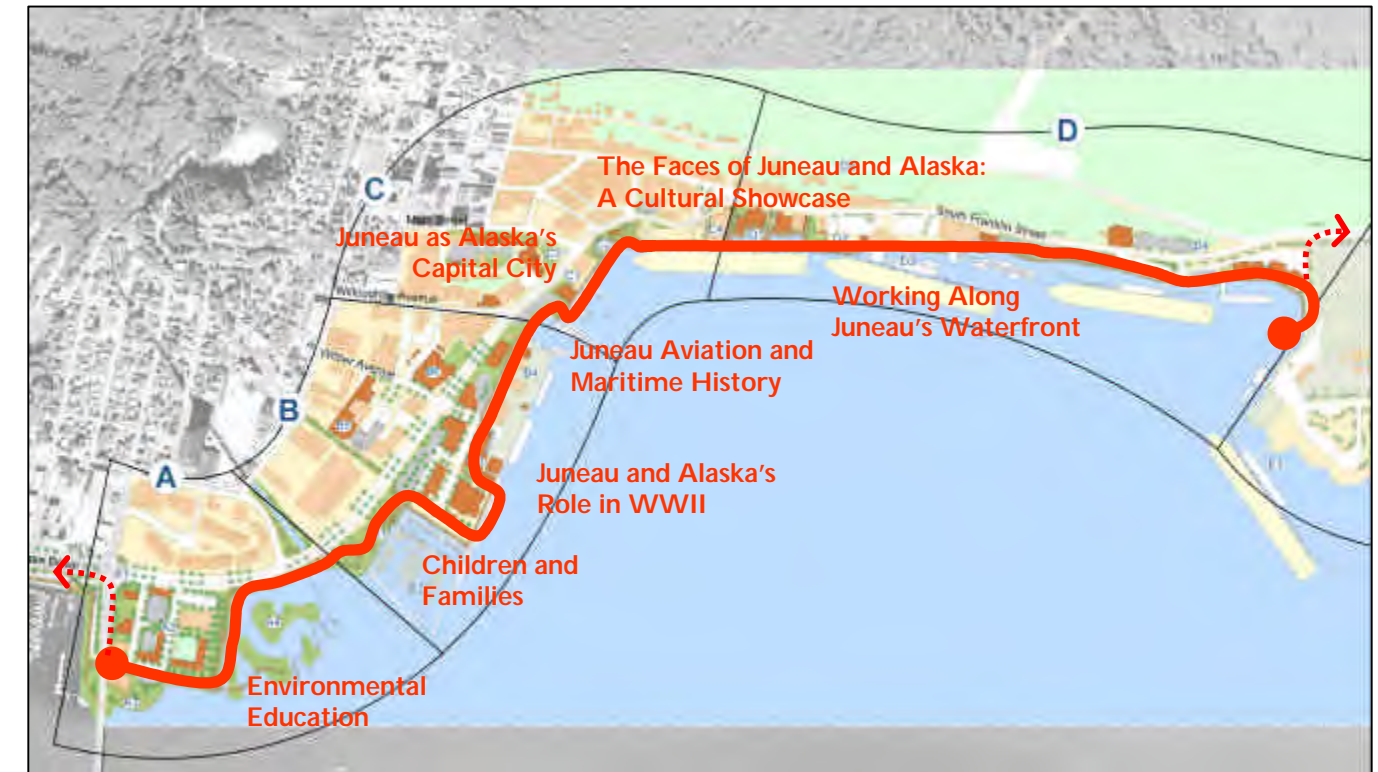
#### Seawalk

The seawalk is possibly the most important project contemplated under the Waterfront Master Plan and one that was consistently viewed by community participants during the outreach effort as a top priority. As envisioned, the seawalk will unify the waterfront and its various diverse uses, creating a tremendously useful recreation, mobility, and social feature for residents and visitors (see Figures 28 and 43). While a number of pedestrian, street and view corridors will link the surrounding urban fabric to the waterfront, the seawalk will serve as the defining linkage connecting all activities along the waterfront. Its presence, while not generating a direct revenue to the CBJ and private property users, will undoubtedly increase property values along the waterfront by becoming a new pedestrian thoroughfare and in many cases a “must use” venue by area residents and visitors.

The basic design components for the seawalk should be straightforward. The width of the seawalk should be a minimum of 16 feet to provide ample areas for pedestrians (both in motion and gathering to enjoy the surrounding environment), bicyclists, street furniture (benches, weather protection, signage, lighting, trash receptacles), public art, monuments, and small points of interest and activity (see Figure 44). In some cases, width may need to be reduced to 12 feet, but this reduction should be infrequent. Views should be maximized by designating the walkway to be barrier-free, limiting fences only for security and/or safety reasons, and creating structures and shelters which are transparent and screen-like. Materials and finishes should have a maritime and/or natural theme to form the base palette for all designs and street furniture. The entirety of the seawalk should be ADA accessible. Where necessary, security features should be built into the seawalk to ensure that users are separated from ship's lines, heavy equipment, and gangway systems; if portions of the seawalk need to be closed due to an elevated level on the Homeland Security Advisory System, gates and other barriers should easily be placed and a viable alternate route offered (see Area D discussion for additional details). Security barriers when not needed should be as transparent as possible. At each of the ends of the seawalk—the Juneau-Douglas Bridge and the South Franklin Street Dock—a smooth transition into a continuing recreation corridor should occur.

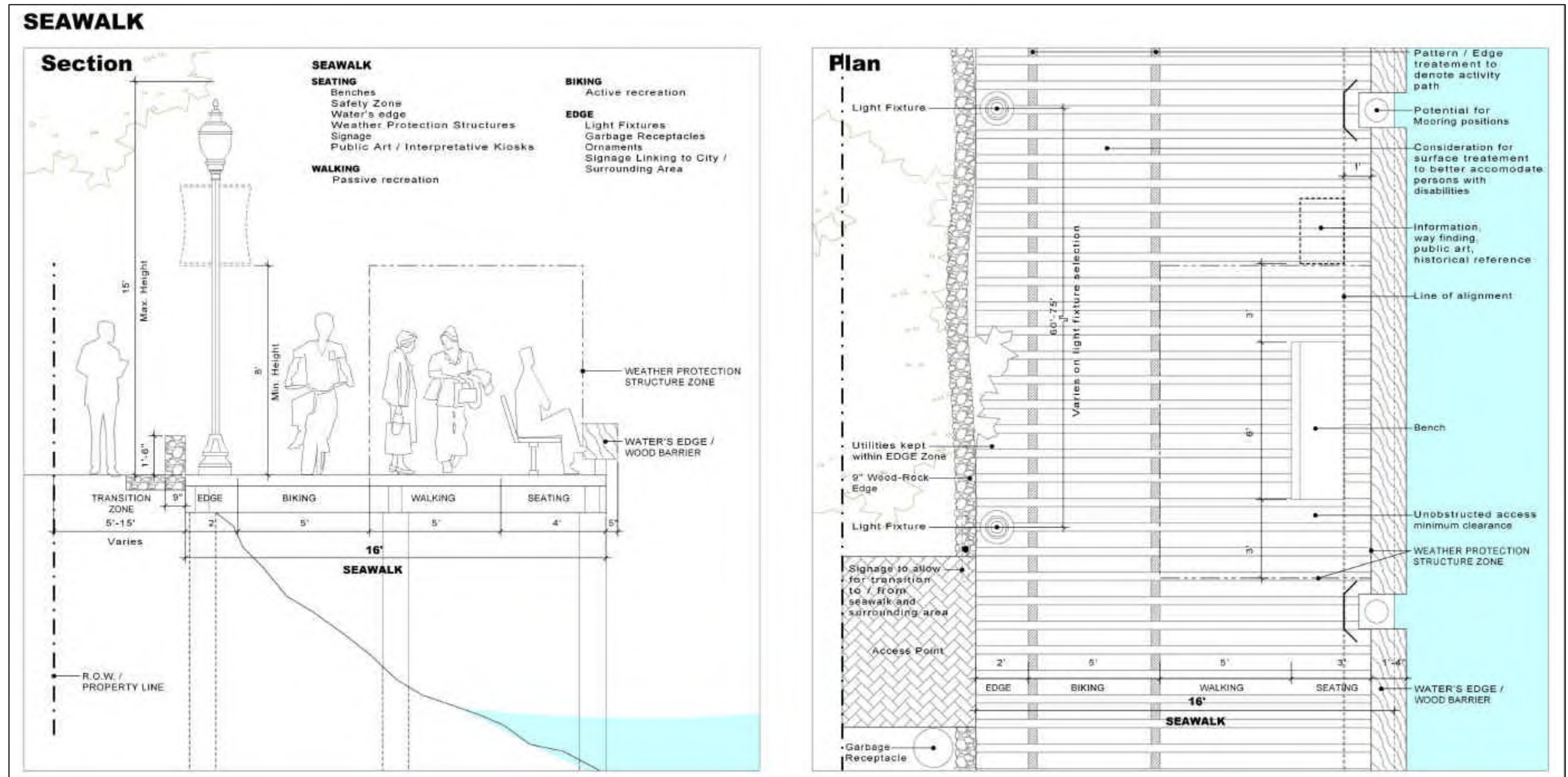
Beyond these basic parameters, the CBJ should take some exciting liberties with the seawalk to truly make it a reflection of the community and to offer various programmed elements and feeling along the waterfront. A suggested approach for creating themed zones is presented as Figure 38. Segments should encourage diversity and creativity. Special architectural features could include: a seaside pavilion; a tidal pool formed by a ring of meter-wide rocks; canopied seating areas; extensive landscaping wildlife enhancement along the Gold Creek Protection Zone; and dramatic high-tide features such as sections of the seawalk that flood at the yearly highest tides encouraging interaction between people and the sea. Public art installations should also be an important component of the seawalk. Dramatic lighting can also become an artistic component of the waterfront, creating a lit ribbon along water's edge during the longer winter nights.

Figure 44: Suggested Seawalk Route and Themed Zones



The seawalk should emerge as the area's primary wayfinding device, moving residents and visitors along the waterfront and back into the Downtown proper.

Figure 45: Suggested Design Criteria for the Seawalk



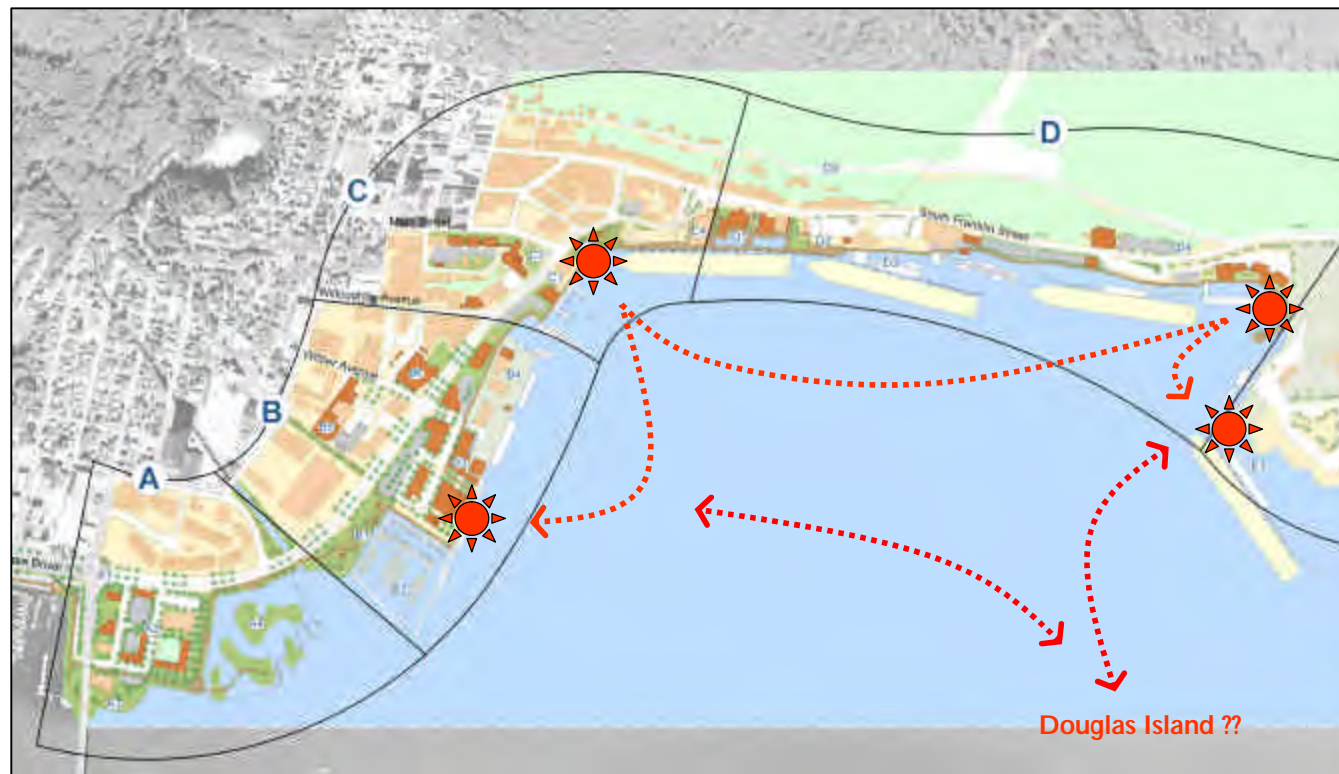
#### Bus Shuttle System

A bus shuttle system connecting cruise ship docks to downtown should be established consolidating bus shuttles to a single, efficient and reliable system, thereby reducing pedestrian and vehicle congestion on South Franklin. Shuttle buses should be of a size that they can maneuver safely and efficiently on the narrowest downtown Juneau streets.

#### Water Taxi System

Another component suggested by the community and incorporated into the Plan is the development of a privately operated water taxi/shuttle system along the Downtown waterfront. This system would provide a new mobility option for area residents and visitors during the months of May through September, moving individuals from each of the primary waterfront locations to/from Downtown. It is also likely the operation would fast become a venue for visitors, providing an excellent new way to experience Juneau. The water taxi/shuttle system would likely connect the Subport, Marine Park, the South Franklin Street Dock, and the AJ Dock—the addition of Douglas Island could also be considered (see Figure 46). Taxi/shuttle landing positions would be provided along the seawalk.

**Figure 46: Proposed Water Taxi/Shuttle System**



### **3.9 AMENDMENTS TO THE LONG RANGE WATERFRONT PLAN.**

It is important that Long Range Waterfront Plan—which is a product of an extensive and thorough public process—maintain a substantial commitment for its implementation from the community. Therefore, amendments to the Long Range Waterfront Plan, including the addition of cruise ship docks, should be approved only after undergoing a process similar to that which was undertaken during the development of the Plan. Specifically, public workshops identifying need for the facility and development of alternatives that mitigate negative impacts identified in the Community opinion survey should be held.

With respect to cruise ship traffic, which impacts the entire city and borough, the assembly concludes:

- No cruise ship berthing or lightering facility should occur within the city and borough outside of the area encompassed by the plan, before adoption of the borough-wide study of cruise ship alternatives or January 2007, whichever occurs first.
- The capacity within the area encompassed by the plan should not exceed five large ships (greater than 750 feet in length) whether at berth or at anchor.
- In addition, any proposals to develop additional berths within the area encompassed by the plan should include a design for the dock and related facilities that address the following issues with regard to the specific site and also in the context of the entire downtown waterfront planning area:
  - Vehicular Traffic, including necessary signalization.
  - Staging for buses and other tour vehicles in the most efficient manner possible to provide for diverse use of uplands.
  - Pedestrian access.
  - Sidewalks.
  - Extension of seawalk from downtown to the proposed dock.
  - Impacts to navigation and anchorage in Juneau Harbor.
  - Impacts to view planes.
  - Environmental impacts, including consideration of shore power to mitigate potential air pollution.
  - Extension of bus shuttle service.



## 4. PHASING AND IMPLEMENTATION STRATEGY

*The undertaking of a new action brings new strength.*

Evenius

### 4.1 PLAN PHASING

#### Overview

Great waterfronts are not developed over days or months; they emerge through dedicated action by residents, waterfront users, and community leaders over a number of years. Each successful project, no matter how small, should bring new strength to the waterfront, creating a greater economic and social sum of its constituent parts. This Chapter dissects Juneau's Downtown Waterfront 2026 Concept Plan into a series of phased components intended to:

- Allow for sequential, dedicated resources to be brought to the table over time; and,
- Build flexibility into the Plan to allow it to adjust to new social and economic conditions as they warrant.

As presented in Chapter 1, three primary phases comprise Plan implementation. For review, these include:

- **Near-Term, 2005 to 2009.** Near-term projects establish critical first elements for overall waterfront transformation. These projects, often small, reflect key investments of public and private resources anticipated to yield important short term results and/or to build a strong foundation for longer term project elements.
- **Mid-Term, 2010 to 2014.** Often the central goals anticipated for achievement over the life of the Plan. Mid-Term projects reflect the results of public and private sector cooperation to achieve large waterfront redevelopment projects.
- **Long-Term, 2015 to 2026.** Ambitious long range efforts that, while important in general targets, are often kept flexible/modified to allow for changing marketing conditions, community needs, and other factors.

For Juneau, implementation of some or all of the recommended near-term projects is essential to Plan success. The community needs to see results for their labor—both in terms of participation in building a collaborative

plan but also a tangible translation of the goods that come from the strong economic health of Juneau's Downtown waterfront maritime activities.

The greatest challenges faced by any Plan are found at the onset of Plan implementation. Stumbling blocks can often include: A political champion/group does not step forward to carry the effort forward; identified initial steps are too politically charged and/or lack community consensus; and, first step projects are overly costly. Taking these and other challenges to heart, the Long Range Waterfront Plan has identified a series of small and large efforts to move forward at the onset that both allow for immediate, rapid results as well as lay the foundation for larger, exciting waterfront efforts. Key to success is the smaller, rapid results projects. It should be the goal of the CBJ to realize at least two of these projects by conclusion of 2005 to ensure that the community can make a clear connection between their recent efforts and their waterfront vision beginning to take flight.

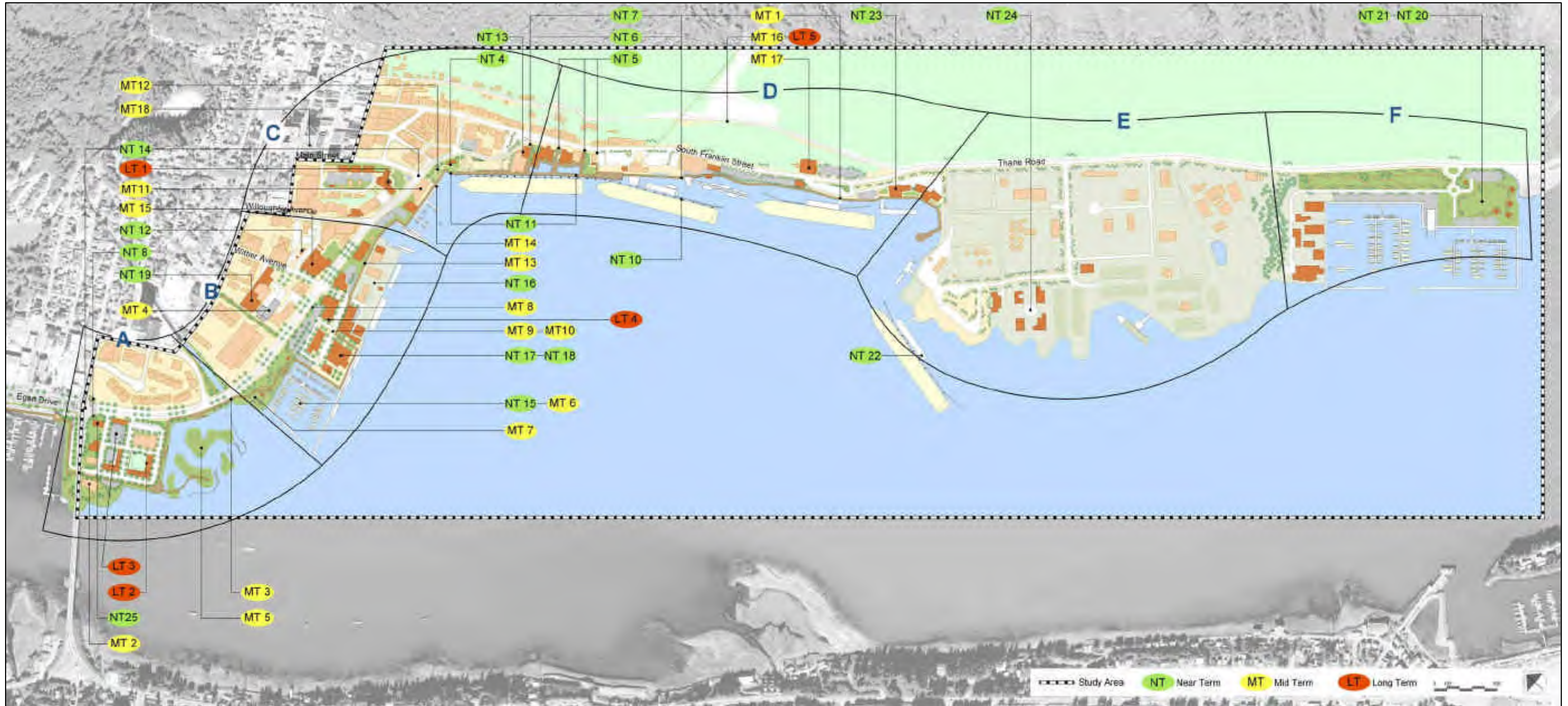
Also identified in the Plan are suggestions for other "software" pieces important for plan implementation. These software pieces include recommendations on organization leadership of plan implementation, management, and marketing.

#### Phasing of Major Projects

A detailed outline of each proposed project under the Waterfront Plan and its recommended timing is provided in Table 8. A general location of major physical infrastructure projects—linked to Table 8 using project assigned numbers—is presented as Figure 47. Terminology used in Table 8 columns is defined below:

- **No. (Project Number).** Assigned Waterfront Plan improvement project number, with NT referring to "Near Term," MT for "Mid-Term," and LT for "Long-Term."
- **Category.** Denotes if project is a physical improvement or study.
- **Priority.** Indicates the level of importance for completion within each of the Plan phases. Given limited financial resources and other market/social opportunities that may present themselves, it is anticipated that not all projects—whether to responsibility of the public sector, private sector, or other—will be completed over the life of the Plan. Those identified as high priorities in each phase should receive the greatest amount of implementation effort.
- **Project and Description.** The name assigned to the project and a brief description.
- **Responsibility.** Denotes general organizational responsibility of the project for implementation.
- **Funding Sources.** Potential sources for funding of respective projects. Multiple sources denote the possibility the funding coming from more than one source and/or multiple funding avenues should be pursued.

Figure 47: General Location of Phased Improvements



- **Duration.** Estimated duration range of project implementation. Unless specified, estimated duration of projects includes time needed for land acquisition, design, permitting and construction.
- **Critical Path.** Projects required and/or desirable for completion prior to commencement of project.
- **Estimated Project Cost.** Anticipated order-of-magnitude cost of the project. Order-of-magnitude costs include (unless specified) design services, construction administration, and a contingency factor. Estimated costs do not account for land and easement acquisition. Several costs estimates have been taken from known estimates of planned projects scheduled for the area; other remain to be determined (TBD) as part of this effort or from other information provided by public and/or private developers. **Order-of-magnitude costs presented herein remain draft estimates and are subject to change/revision as the Plan moves through final review and edit.**

The actual phasing order of plan elements presented herein is a function of a number of guiding principles, including:

- A desire to identify several smaller projects that can be rapidly completed over the Near Term. This approach is intended to establish Plan implementation momentum and allow the community to link participation in the planning effort with real, positive changes along the waterfront.
- Prioritization of key projects identified as essential during community outreach meetings and other planning sessions.
- Creation of a reasonable project implementation pace given financial resource availability, with larger projects broken into several component parts. The availability of financial resources, grouping of projects to issue revenue bonds (or other public financing), and other factors could advance/slow implementation of projects beyond the ranges presented in Table 8.
- Reasonable assumptions of private development interest for waterfront initiatives.
- Implementation flexibility, with several basic projects implemented in the Near and Mid-Term to provide an opportunity for project modification/change of larger investment efforts (or those requiring significant private developer participation) as market and social opportunities present.
- Consideration for construction of project elements off of peak marine facility use/tourism season.









## 4.2 FINANCING AND MANAGEMENT

### Financing

Implementation of the Plan will be reliant on financial participation by a number of sources and entities, from the private sector to a variety of potential public sources discussed below.

- **Public Sector Capital Improvement Program.** Plan implementation will be reliant on a number of public efforts intended to lead critical elements of the Plan forward. Possible public funding sources could include:
  - General obligation or revenue bond issuance;
  - Creation of a tax increment financing district along the waterfront;
  - CBJ Capital Improvement Project funding;
  - Sales tax appropriation;
  - Marine passenger and port development fees; and,
  - CBJ Lands Fund, Better Capital Fund and others.

It is likely that a combination of these elements will lead to the most balanced approach to implementation of Plan project elements. Immediate, near-term projects that begin the process of Plan implementation should be pursued using a portion of CBJ general funds. Projects that may recoup all and/or a portion of these short term investments should be considered a priority. Large efforts, such as expansion of the CBJ's cruise facilities and extension of the seawalk along the South Franklin Street waterfront, should be considered for packaging as a general revenue bond issuance based on future cruise facility earnings. Due to the nature of these improvements and their ability to improve the functionality of tourism facilities used by the cruise industry, some basis for a modest increase of cruise port charges to cover this revenue bond(s) may exist. Creation of a tax increment financing district should be further studied as this approach is often used in downtown and waterfront redevelopment efforts due to improvements often contributing to the underlying property tax base and an improvement of the economic commerce of an area.

- **State and Federal Grants.** A listing of potential federal funding sources relevant for pursuit by the CBJ is Provide in Table 9. This is a general look at those sources that may be available to the CBJ for waterfront projects development. Other federal grants and special programs may also be available to the CBJ and State leaders. State sources of financing include direct appropriation, State DOTPF/FHWA monies, and congressional appropriations.

- **Private Sector.** The CBJ should encourage and, where appropriate, work alongside the private development community to achieve many of the important Plan elements. For certain types of development, arrangements should be made to ensure that elements/easement desiccations such as the for seawalk, pedestrian facilities, and other important investments in the public realm are provided

### Management

The CBJ has several options for managing the implementation of the Long Range Waterfront Plan. While the Consultant Team reviewed and assessed many of these—creation of separate development board by ordinance, Dock and Harbor Board management, private management, and others—the best fit for Juneau is likely to involve the Waterfront Development Committee supported by key CBJ Staff (City Manager's Office, Director of Community Development, Port Director, and others) to serve as the primary management entity for implementation of the Plan. Decisions on policy and resource allocation would be made by the group and forwarded to the Assembly for approval. An annual, short term implementation package (strategy) would be prepared by this Committee and forwarded to the applicable standing committee or full Assembly for approval. Reports on progress of Plan implementation would be offered on a monthly or bi-monthly basis to the Assembly; these reports would also serve as opportunities for public feedback on Plan issues. If warranted in the future, a new or shifted CBJ Staff position could be established (Waterfront Manager) whose responsibilities would include a variety of tasks, assisting in the day to day business of Plan Implementation, marketing efforts and related responsibilities, security, maintenance, contractual matters, overall Plan element scheduling, and others.

A significant attraction to this approach for the CBJ is that the City already has this group in place—the Waterfront Development Committee—that acts as the manager of policy for issues that impact both marine and upland areas. This group—or a similarly configured committee—is empowered to enforce policy, structure waterfront operations, and in some instances, create new policy with final approval slated for the full Assembly. Critical to the success of this group, however, is an ability to make decisions on a rapid pace related to the mechanics of Plan implementation. Due to the need for Plan management team to make several key important decisions related to land/easement acquisition, public/private development offerings, and others, the group established will need to ensure that conflicts of interest and other issues in the political realm do not work unfavorably against elements such as seawalk development, marine facilities creation, and others. Also important is the need to keep the group focused on the long term implementation of the Plan, especially considering the term nature of Assembly members and shifting community-wide priorities. In many ways the group needs to have an established base that can be counted on for information transfer and consistent effort over the period of the Plan implementation.



Table 9: Potential Federal Grant Programs Available for Waterfront Master Plan Project Implementation

	PROGRAM	SOURCE	PRIMARY PURPOSE	DESCRIPTION	ASSISTANCE	ELIGIBILITY	FUNDING LEVEL	PROCESS	CONTACT	NOTES
1	<b>Grants for Public Works and Economic Development</b>	Commerce Department (Economic Development Administration)	Program promotes long-term economic development and assists in the construction of public works facilities needed to initiate and support creation of permanent jobs.	Investments in facilities such as water and sewer system improvements, industrial access roads, industrial and business parks, port facilities, railroad sidings, distance learning facilities, skill-training facilities, business incubator facilities, redevelopment of brownfields, eco-industrial facilities, and telecommunications infrastructure improvements needed for business retention and expansion. Eligible activities include the acquisition, rehabilitation, design and engineering, or improvement of public land or publicly-owned and operated development facilities, including machinery and equipment. Must be consistent with the community's Comprehensive Economic Development Strategy (CEDS).	Grant. Local match of project costs required.	State Government, Local Government, Organizations, Others.	FY 2001 - \$498 million	Pre-application; Invitation to prepare formal application; award.	National - (202) 482-5263; Regional (Philadelphia) (215) 597-4601; <a href="http://www.osec.doc.gov/eda/">http://www.osec.doc.gov/eda/</a> .	EDA Grants used to support multi-use port facility development. Generally target an award of \$2 to \$3 million.
2	<b>Brownfield Pilots Cooperative Agreements</b>	Environmental Protection Agency (Office of Solid Waste and Emergency Response)	Provide financial assistance for revolving loan funds for Brownfield cleanups (among other goals)	Brownfield sites are abandoned, idled, or under-used industrial and commercial facilities where expansion or redevelopment is complicated by real or perceived environmental contamination. Program is designed to help, amongst other goals, with the cleanup of brownfields sites to prepare them for development.	EPA is not currently requiring a match; the Agency is authorized under CERCLA 311(b) to enter into appropriate cost sharing arrangements.	State Government, Local Government, Organizations, Others.	FY 2001 - \$47 million.	Pre-application; Invitation to prepare formal application; award.	National - (202) 260-4039; <a href="http://www.epa.gov/brownfields/">http://www.epa.gov/brownfields/</a> .	Several ports have successfully received funding for cleanup projects.
3	<b>Community Development Block Grants</b>	Housing and Urban Development Department	Community Development Block Grants provide eligible metropolitan cities and urban counties (called "entitlement communities") with annual direct grants that they can use to revitalize neighborhoods, expand affordable housing and economic opportunities, and/or improve community facilities and services, principally to benefit low- and moderate-income persons.	CDBG grants can be used (amongst other things) for "Building public facilities and improvements, such as streets, sidewalks, sewers, water systems, community and senior citizen centers and recreational facilities." Several programs are available, including Entitlement Grants and Section 108 Loan Guarantees. Grants must be consistent with the area's comprehensive plan.	Varies	State Government, Local Government.	Varies depending upon individual program.	Pre-application; Invitation to prepare formal application; award.	National - (202) 70801577; <a href="http://www.hud.gov/progdesc/cdbgent.cfm">http://www.hud.gov/progdesc/cdbgent.cfm</a>	This is a very deep program, but could yield monies to support multi-use (especially supportive of community use and education) facility development.
4	<b>Urban Park and Recreation Recovery</b>	Interior Department (National Park Service)	Provide federal grants to local governments for the rehabilitation of urban recreation areas and facilities.	The program provides planning grants to local communities and rehabilitation capital grants to rebuild, remodel or expand existing urban recreation facilities.	Planning grants are provided on a 50/50 federal/local matching fund basis; capital rehabilitation grants are provided on a 70/30 basis.	Local Government.	FY 2001 - \$28.9 million.	Pre-application; Invitation to prepare formal application; award.	National - (202) 565-1200; <a href="http://www.nps.gov/uparr">http://www.nps.gov/uparr</a> .	May be applicable to a Port facility given a specific location and project mix.
5	<b>TEA-21</b>	US Department of Transportation	Provide federal grants for projects that promote and fund alternatives to highway transportation.	The program is supportive of transit systems and intermodal projects, including those associated with ferry and waterway use. \$42 billion authorized for transit projects in 1998.	Varies	State Government, Local Government, Organizations, Others.	Varies depending upon individual program.	Varies	<a href="http://www.fhwa.dot.gov/">http://www.fhwa.dot.gov/</a>	TEA-21 was authorized for 1998-2003; application deadlines have past for the last of the available funds. TEA-21 reauthorization is underway (TEA3).
6	<b>Port Security Grants</b>	US Department of Transportation	Provide federal grants for projects that support development of security facilities designed to prevent acts of terrorism and other security related issues.	TSA awards competitive grants to critical national seaports/terminals to support efforts for Port Security in the areas of: (1.) Security Assessments and Mitigation Strategies (Category I) – Award based on proposed security assessments that ascertain vulnerabilities of physical or operational security of a port, multiple terminals, terminal, or vessel (commuter or ferry service) and identify mitigation strategies. (2.) Enhanced Facility and Operational Security (Category II) – Including but not limited to facility/terminal/vessel (commuter or ferry service) access control, physical security, cargo security and passenger security. Consideration will also be given to proof-of-concept projects which can demonstrate how security would be improved/enhanced by their implementation.	Grant. Local match of project costs required.	State Government, Local Government, Organizations, Others.	FY 2003 - \$148 million.	Single Application.	<a href="http://www.portsecuritygrants.dotsa.net/">http://www.portsecuritygrants.dotsa.net/</a>	Grant period for 2003 has passed. Additional fund likely to be approved later this year / early next. Grant applications can be assembled to purchase equipment and development security facilities associated with protecting cruise operations.

## APPENDIX A

### A.1 INTRODUCTION AND METHODOLOGY

To supplement public input provided during public meetings, the City and Borough of Juneau contracted with Bermello, Ajamil & Partners, Inc., the planning firm leading the Juneau Long Range Waterfront Planning process, to conduct a resident survey.

B&A staff designed the survey with input from members of the Port Development Committee and CBJ staff. The survey was mailed to 16,177 Juneau residents. The survey was sent to names contained in a database of voters in recent elections. This database provided the project team a current list of adult residents. This method was preferable to sending surveys to "box holders," which allowed only one survey to be mailed to each post office box, despite the fact that multiple adults may reside at that address. Additionally, a mailing to all postal customers includes business addresses. Many residents were likely to receive duplicate surveys at home and work.

The surveys were mailed the first weekend of August; most postal customers received the survey by August 6. Simultaneously, the project team notified the media, project stakeholders and many community organizations about the survey effort. The deadline for returning the postage-paid surveys was Thursday, August 21. Residents who did not receive a survey in the mail could obtain one by calling the Waterfront Plan information line or the City Manager's office.

To generate media coverage about the survey effort, public service announcements were distributed to Juneau media outlets immediately prior to the mailing the survey. A second announcement was sent prior to the survey deadline. In addition, a survey reminder notice was emailed to project stakeholders and many local community groups and organizations.

A total of 2,178 surveys were returned to the project team for analysis, resulting in a 13 percent response rate. The project team anticipated a response of between 5 and 10 percent based on previous mail surveys conducted in Juneau and industry standards for direct mail solicitation.

B&A contracted with the McDowell Group to collect returned surveys, monitor and respond to requests for additional surveys, quantify survey responses and provide a summary report to the project team.

### A.2 KEY SURVEY FINDINGS

#### Projects and Concepts with Greatest Support

Survey results were analyzed by reviewing the distribution of responses and the average numerical score for each question. The following section is a summary of the projects and concepts that received the greatest level of support from survey respondents.

- Survey respondents were most supportive of the Seawalk concept, with 73 percent responding "supportive" or "very supportive." Respondents were uncertain or divided about which section should be completed first, with 29 percent reporting "don't know" followed by 25 percent stating the Subport to Marine Park section. (Average: 4.0)
- Respondents also showed strong support for additional parks, walkways and recreational improvements in several areas. Sixty-nine percent of respondents indicated they were "supportive" or "very supportive" of creating improvements in the Bridge to Gold Creek area. (Average: 3.9)
- Sixty-seven percent of survey respondents supported continued use of the Rock Dump for light industrial uses. (Average: 3.9)
- Sixty-eight percent of respondents supported new walkways and parks between the Public Library and South Franklin Dock. (Average: 3.8)
- Fifty-six percent of survey respondents favored the concept of having a diversity of uses on the waterfront. (Average: 3.6)
- The next highest ranking projects or concepts were, in numerical order: New working waterfront and marine at the Little Rock Dump (Average: 3.4); marina, with no cruise ship facilities, at the Subport (Average: 3.4); redevelopment of the Subport for mixed use (Average: 3.2); Minimal development of the Little Rock Dump (Average: 3.1); expansion of existing CBJ docks to accommodate two large cruise ships (Average: 3.0).

#### Projects and Concepts with Least Support

Projects with the least support included the following:

- Construction of a marina and berths for two large cruise ships in the Subport area received the strongest opposition with 67 percent responding "unsupportive" or "very unsupportive." (Average: 2.0)
- Fifty-eight percent of all respondents stated they were "unsupportive" or "very unsupportive" of a marina and one large ship berth in the Subport area. (Average: 2.2)

- When asked about long-term development of any cruise facilities in the Subport area, 60 percent responded they were “unsupportive” or “very unsupportive.” (Average: 2.3)
- Survey respondents did not support removal of all or part of Merchants Wharf. Full removal of the building generated 56 percent “unsupportive” or “very unsupportive” responses. (Average: 2.4)
- Fifty percent of survey respondents were “unsupportive” or “very unsupportive” of partial removal of Merchants Wharf. (Average: 2.5)

### A.3 SURVEY RESPONSE DATA

The survey included 18 questions. The response format for most questions was a five-point scale, ranging from “5” meaning “very supportive” to “1” meaning “very unsupportive.” The following tables include the percentages for each response and the average numerical score.

#### 1. How supportive are you of creating an uninterrupted Seawalk along the waterfront, linking open spaces and parks?

Response	Percentage
Very Supportive	55%
Supportive	18
Neutral	7
Unsupportive	3
Very Unsupportive	13
Don't Know	4
<b>Average</b>	<b>4.0</b>

#### 2. Which portion of the Seawalk should be completed first?

Response	Percentage
Support to Marine Park	25%
Juneau-Douglas Bridge to the Subport	23
Marine Park to Tram Station	12
Tram Station to the Franklin Street Dock	11
Don't Know	29

#### 3. Supporting a diversity of uses along the waterfront is a central element of this Plan. How supportive are you of this concept?

Response	Percentage
Very Supportive	31%
Supportive	25
Neutral	12
Unsupportive	6
Very Unsupportive	15
Don't Know	11
<b>Average</b>	<b>3.6</b>

#### A1. How supportive are you of creating new parks and other recreational opportunities, improving visual character, and creating a gateway into Downtown in this area? (Bridge to Gold Creek)

Response	Percentage
Very Supportive	49%
Supportive	21
Neutral	10
Unsupportive	6
Very Unsupportive	11
Don't Know	3
<b>Average</b>	<b>3.9</b>

#### A2. How supportive are you of redeveloping to City Maintenance Shop, State of Alaska Offices and other upland properties as a mix of residential, office, hotel and other commercial uses?

Response	Percentage
Very Supportive	16%
Supportive	18
Neutral	20
Unsupportive	14
Very Unsupportive	25
Don't Know	7
<b>Average</b>	<b>2.8</b>

**B1. How supportive are you of redeveloping Subport area properties as a mix of residential, office, hotel, cultural, commercial activities and open space?**

Response	Percentage
Very Supportive	24%
Supportive	23
Neutral	15
Unsupportive	9
Very Unsupportive	22
Don't Know	6
<b>Average</b>	<b>3.2</b>

**B2. Developing a marina and/or a cruise ship dock in the Subport area could stimulate redevelopment of the area, including new housing, office buildings, and retail spaces. How supportive are you of each of the following scenarios?**

**B2a. Marina with no cruise ship dock...**

Response	Percentage
Very Supportive	36%
Supportive	15
Neutral	12
Unsupportive	8
Very Unsupportive	20
Don't Know	10
<b>Average</b>	<b>3.4</b>

**B2b. Marina with a berth for one large cruise ship...**

Response	Percentage
Very Supportive	9%
Supportive	12
Neutral	11
Unsupportive	12
Very Unsupportive	46
Don't Know	10
<b>Average</b>	<b>2.2</b>

**B2c. Marina with berths for two large cruise ships...**

Response	Percentage
Very Supportive	13%
Supportive	6
Neutral	6
Unsupportive	10
Very Unsupportive	57
Don't Know	9
<b>Average</b>	<b>2.0</b>

**B3. How supportive are you of developing any large cruise ship facilities in this area over the long term?**

Response	Percentage
Very Supportive	15%
Supportive	11
Neutral	9
Unsupportive	10
Very Unsupportive	50
Don't Know	5
<b>Average</b>	<b>2.3</b>

**C1. Marine Park expansion, improvement of traffic and pedestrian circulation, and creation of a more year-round community feel are under consideration for this area. How supportive are you of the scenarios shown?**

**C1a. Enlarge Marine Park by removing part of Merchant's Wharf...**

Response	Percentage
Very Supportive	11%
Supportive	15
Neutral	16
Unsupportive	16
Very Unsupportive	34
Don't Know	8
<b>Average</b>	<b>2.5</b>

**C1b. Enlarge Marine Park by removing all of Merchant's Wharf and constructing a new, smaller facility to the west...**

Response	Percentage
Very Supportive	15%
Supportive	10
Neutral	11
Unsupportive	13
Very Unsupportive	43
Don't Know	8
<b>Average</b>	<b>2.4</b>

**C2. How supportive are you of locating a new Alaska State Capitol on or at the foot of Telephone Hill across from Merchant's Wharf?**

Response	Percentage
Very Supportive	21%
Supportive	10
Neutral	13
Unsupportive	11
Very Unsupportive	38
Don't Know	7
<b>Average</b>	<b>2.6</b>

**D1. How supportive are you of improving the pedestrian walkways and parks in the area between the Public Library and the South Franklin Dock?**

Response	Percentage
Very Supportive	42%
Supportive	25
Neutral	12
Unsupportive	6
Very Unsupportive	11
Don't Know	3
<b>Average</b>	<b>3.8</b>

**D2. Existing CBJ Docks (the Steamship Wharf and the Cruise Ship Terminal) have historically accommodated two cruise ships. Since the docks were built, cruise industry standard ship length has increased to 950 feet plus. The City docks cannot simultaneously accommodate two ships of the now standard longer length. How supportive are you of expanding the existing CBJ cruise ship docks to accommodate two longer ships?**

Response	Percentage
Very Supportive	23%
Supportive	22
Neutral	13
Unsupportive	8
Very Unsupportive	29
Don't Know	5
<b>Average</b>	<b>3.0</b>

**E1. How supportive are you of continued use of the Rock Dump for light industrial uses such as marine services, shipping and public works?**

Response	Percentage
Very Supportive	36%
Supportive	31
Neutral	16
Unsupportive	3
Very Unsupportive	9
Don't Know	5
<b>Average</b>	<b>3.9</b>

**F1. The Little Rock Dump could provide significant additional waterfront open space with some additional waterside activities. How supportive are you of...**

**F1a. Minimal redevelopment of the Little Rock Dump...**

Response	Percentage
Very Supportive	16%
Supportive	22
Neutral	20
Unsupportive	10
Very Unsupportive	18
Don't Know	13
<b>Average</b>	<b>3.1</b>

**F1b. New working waterfront area and marina...**

Response	Percentage
Very Supportive	33%
Supportive	19
Neutral	13
Unsupportive	9
Very Unsupportive	19
Don't Know	7
<b>Average</b>	<b>3.4</b>

**A.4 COMMENTS**

Many survey respondents utilized the white space on the survey form for additional comments. If the comment was made in reference to a specific question, the question number was noted. A full listing of all comments can be obtained at [www.juneauwaterfrontplan.com](http://www.juneauwaterfrontplan.com). Names of private citizens were omitted from the comments; names of businesses were retained.