

Introduction

Land Use, Neighborhoods, and Housing is the chapter where most of the concepts discussed in other chapters are tied together because zoning and land use are primary tools for implementing many of the actions recommended in other chapters. Zoning controls density and scale of housing. The draft chapter currently includes background information on existing zoning, land use designations from the 2013 Comprehensive Plan, overlay districts, and bonus provisions. Most of this background information will not be included in the text of the chapter in the final plan document, but is provided here as information.

Housing is discussed as economic development in Chapter 4. Housing is included in this chapter, recognizing that each sub district is distinct in its current development and the desired future development. In this chapter, housing recommendations may be specific to the sub district. Place making is discussed generally in Chapter 6. In this chapter, place-making recommendations may be specific to the sub district.

Attachments

1. Draft Chapter 5
2. Map of Downtown, Aak'w Kwaan/Glacier Avenue, Chicken Ridge/Starr Hill, Flats and Highlands sub districts with land use designations and zoning
3. Table of design guidelines

The Overall Vision and the Visioning Report

The overall vision statement of the plan is the touchstone, all goals and actions should support the overall vision.

The overall vision for the Blueprint Downtown Area Plan:

Maintain and strengthen Downtown Juneau as a vibrant, safe, and accessible place to live, work, play, and explore. As home to the Capitol, Downtown Juneau is a dynamic center of government and is welcoming and appealing to residents, visitors, innovators, and investors. Its unique heritage and history, access to natural beauty, and urban amenities provide opportunities for investment and sustainable growth.

From the Visioning Process Housing and Neighborhoods:

Increased housing in the downtown core is a cornerstone of increased downtown vitality, across all sectors. Increased housing will provide more business customers, better ability to attract workers, and greater street activity. New housing will include lower income and seasonal housing, as well as improved high-end housing opportunities. The CBJ should pursue incentives that focus on rehabilitating underutilized existing buildings and empty lots to provide more housing stock, focused on a variety of income levels.

The Vision report lists the following action items for Housing and Neighborhoods:

- Create more affordable entry-level housing for young people.
- Find a new location for the Glory Hall where it can still achieve its mission to provide food, shelter, and compassion to those in need.
- Create incentive programs for adaptive reuse and modernization of underutilized downtown properties.
- Prioritize year-round downtown housing over seasonal rentals.
- Provide an improved safe campground, including services and transportation for the homeless.
- Change zoning to accommodate higher residential density in downtown neighborhoods.

Comprehensive Plan Land Use Designations, Zoning, Bonus Provisions, and Guidelines

Land Use Designations – The 2013 Comprehensive Plan establishes land use designations borough wide with a series of maps. The intent of these maps is to render the goals and policies of the plan into specific land use designations. The designations express a range of uses and densities so that more than one zoning district could be chosen as consistent with the Plan. These designations are discussed in detail beginning on page 9 of the draft chapter.

Zoning is regulatory, applies to all uses, lots, structures, and is a form of “police power.” Zoning must comply with the comprehensive plan. Juneau’s zoning is primarily “Euclidean”. An overview of the current zoning in the Blueprint area is found on page 7 of the draft chapter.

Link to excellent discussion of the types of zoning - <https://recode.la/updates/news/types-zoning-codes>.

Bonus Provisions are a method of incentivizing development or design desired. Bonuses are earned by providing something beyond what is required – for example, development of office, retail, or other commercial projects in the downtown area may be awarded bonus points for the inclusion of residential units. There is an overview of the bonus provisions that are currently available in the CBJ zoning code beginning on page 9 of the draft chapter. At the last Blueprint Downtown Steering Committee meeting, there was general consensus that many of the concepts discussed through the development of this plan, for example, architectural features, could be incentivized rather than required. Bonus provisions are one way these can be incentivized through zoning.

Guidelines are general policies about new construction, site work, and design. Usually they are intended to be a mechanism to facilitate flexibility in the application of design regulations, and allow for early discussion of a project’s design. Typically, guidelines offer a range of appropriate responses to a variety of specific design issues. Guidelines usually provide examples that demonstrate how projects can better fit the environment envisioned. A goal of design review is guidelines can be implemented in a variety of ways. Additionally, the term “guidelines” has been used in both the Long Range Waterfront Plan and the Willoughby Plan to discuss how development should look but the recommendation for implementing the design is not necessarily through guidelines and design review.

BLUEPRINT DOWNTOWN

DOWNTOWN JUNEAU'S AREA PLAN



Steering Committee feedback requested:

- In this chapter, should the housing and land use sections be combined? This especially makes sense in the section dedicated to the residential neighborhoods.
- Missing Middle Housing is a new concept in Juneau. Thoughts?
- For each subarea, consider existing land use designations and zoning. Does it allow for implementation of the vision for the area? Are recommendations needed to consider rezoning some areas?
- Do the existing zoning districts allow for the type of development sought? Are recommendations needed for amendments to zoning to implement the vision? For example, should a mixed-use zoning district require mixed use in each development? Alternatively, should mixed use be incentivized rather than required?
- Should the recommended actions from the Visioning Report be included?
- Are there specific place making projects that you would like to recommend for a subarea?

CHAPTER 5. LAND USE, NEIGHBORHOODS & HOUSING

The planning area for Blueprint Downtown extends beyond boundaries previously included in downtown planning. This expanded boundary reflects the surrounding areas' relevance to, and influence on, the downtown core. Land uses in the area are very diverse, including industrial, commercial, residential, mixed use and waterfront areas. The sub-districts reflect this diversity and provide a framework for and recommending actions tailored to their unique needs. By designating and reinforcing the districts, we created the opportunity to create neighborhoods of distinct character, functionality and sense of place. **ADD MAP**

This chapter defines the eight downtown sub-districts and make recommendations to guide future land use decisions, physical character and placemaking opportunities specific to the district.

Community Visioning Results

One of the nine focus areas established in the Blueprint Downtown Vision Report is Neighborhoods and Housing. The report supports a core concept established in the 2013 Economic Development Plan and the 2016 Housing Action Plan – housing is an important driver of overall community vitality. The Visioning Report suggests housing is the single most important instrument of economic vitality. Housing as economic development is discussed in Chapter 4.

Housing patterns in the Blueprint area have an unusual imbalance. Perimeter neighborhoods, the Flats, Starr Hill, Chicken Ridge and the Highlands are highly sought after, with most homes in good condition and increasing in value. Meanwhile, the central core has lost housing units through redevelopment, fire, or lack of maintenance. The perimeter neighborhoods are primarily single-family units, and core housing is mainly apartments. The Visioning Report also identifies the impact that short-term rentals (AirBnB and VBRO) have had on long-term rental housing. The loss of housing, predominantly apartments, has created a lack of affordable housing downtown. This segment of the housing market is attractive to younger residents, those interested in living a “car-free” life-style, and seasonal tenants (both legislative and tourism based). Making Downtown a great place to live by developing diverse housing options and resident serving amenities will boost commerce, build community, and create 18/365 vibrancy.

18/365 – an 18-hour downtown, 365 days a year

“Increased housing in the downtown core is a cornerstone of increased downtown vitality, across all sectors. Increased housing will provide more business customers, better ability to attract workers, and greater street activity. New housing will include lower-income and seasonal housing, as well as improved high-end housing opportunities. The CBJ should pursue incentives that focus on rehabilitating underutilized existing buildings and empty lots to provide more housing stock, focused on a variety of income levels.”

Relevant Plans – **Summaries useful for context now but move detailed descriptions to an appendix of all plans in final plan document. (Table to be provided later)**

2013 Comprehensive Plan

As the overarching planning document for future development in the Borough, the Comprehensive Plan includes a number of economic policies, development guidelines, and implementing actions. Most relate to Borough-wide recommendations, but many are specific to the Downtown area. The Comprehensive Plan includes guidelines for “sub areas.” The Blueprint planning area is included in sub area 6. The following guidelines are especially relevant to the Land Use, Housing, and Neighborhoods chapters of Blueprint:

1. Preserve the scale and densities of the older single family neighborhoods in the downtown area, including the Casey-Shattuck “Flats” and Star Hill historic districts, Chicken Ridge, Basin Road, Mt. Maria, the Highlands, and the higher density apartments and homes in the vicinity of the Federal Building.
2. Encourage the retention of existing dwelling units in or near the older residential neighborhoods to avoid exacerbating traffic and parking congestion, and to preserve the privacy and quiet of those neighborhoods.
3. Strengthen and enhance the Capitol Complex in the downtown Juneau area. Provide for orderly expansion of state government facilities in the vicinity of the State Capitol and the State Office Building.
4. Develop a cooperative agreement with owners and tenants of downtown buildings, as well as their lenders and insurance, legal, design, and construction professionals, for continuing incremental improvements, such as installation of sprinklers, to those buildings to lessen the threat of structural fires in and near the downtown historic area. Many of the buildings in this area are built with virtually no fire-resistant materials, are built too close to their property lines to allow a fire break or room for fire fighters to stop the spread of fire, and have openings such as doors, windows, and vents in their side walls that would allow fire to spread very quickly to adjacent buildings. Many are built on pilings, leaving a common crawl space that cannot be protected by fire fighters. Apart from the obvious negative impacts on the lives of individuals, loss of the downtown historic district in a fire would have significant negative impact to the aesthetics and economy of the CBJ, as one of its key tourist attractions is the historic character of the Downtown. A fire could spread through these wooden buildings very quickly and, despite the best efforts of fire fighters, probably could not be controlled.
5. Limit development in landslide/avalanche hazard areas; rezone publicly-owned land in those hazard areas as Resource Protection zones.
6. Preserve view corridors of the compact, historic downtown as viewed from the Channel toward the historic districts and their mountain backdrop, and preserve views of the Channel as viewed from public streets in the Downtown, through height restrictions, building orientation, and spacing guidelines along the downtown waterfront.

7. Preserve public access to the shoreline and waterfront areas. Provide for public access, open space/natural areas, and water-dependent and water-related uses on the downtown waterfront via the Seawalk with connections to the existing pedestrian system.
8. Support the establishment of a Cultural Campus anchored by the Alaska State Museum, the Alaska State Library in the State Office Building, the Convention Center, and a new Performing Arts Center at the former National Guard Armory site, inclusive of the area bordered by Gold Creek, Willoughby Avenue, Main Street, and Egan Drive. With Centennial Hall serving as the visitor and convention center and two hotels located within these boundaries, the area is readily accessible both to residents and visitors, and has some stature as the heart of our state's culture. Adding a performing arts center to this "campus" would solidify its position, drawing more people to the area and reinforcing the year-round health of the adjacent business district.
9. Protect and facilitate access to Mt. Juneau and Mt. Roberts trails.
10. Promote mixed uses downtown. Encourage small-scale neighborhood-serving retail and personal service businesses and increased multifamily development within the urban center. Encourage housing, such as Single-Room-Occupancy (SRO) dwellings and/or loft-style housing, over ground-floor retail space in the Downtown.
11. Encourage use of the downtown waterfront area as a mixed use waterfront serving residential, recreational, tourist, and maritime uses, as identified in the CBJ-adopted Long Range Waterfront Plan. Such development should avoid view blockage of the downtown historic districts as viewed from Gastineau Channel.
12. Develop design guidelines for buildings in the Downtown that create a year-round design aesthetic that is attractive and respects the historic and contemporary urban character of the district, particularly for display window treatments, signage, and outdoor lighting of downtown commercial buildings.
13. Provide additional parking and fast, mass transit opportunities, per the downtown subarea guidelines and implementation actions identified in the Transportation Chapter 8 of this Plan, and in the Willoughby District Land Use Plan. Develop a parking management component of a Downtown Juneau Transportation Management Program that could include the following elements:
 - A. Establish a covered walkway network throughout the Downtown.
 - B. Establish a parking policy that will guide planners in determining the amount of parking that should be provided for specific uses downtown. The CBJ government should re-examine the parking requirement for development of residential units and for tourist-oriented uses in the Downtown. In addition to the Fee-In-Lieu-of-Parking program, the CBJ government should provide alternatives, such as participation in a coordinated

Downtown Transportation Management Program, for downtown developers whose proposals do not meet on-site parking requirements. Provisions should be added to accommodate use of parking structures, shuttles, and other means to meet the parking need. These provisions should be structured, however, to ensure that they do not induce property owners to demolish historic structures to make way for higher intensity uses or taller structures.

- C. Modifications in the current management of the existing parking supply should be made to make parking more accessible to patrons of area cultural arts or commercial businesses, and for area residents. These modifications could include shared daytime, nighttime, week-day, and week-end parking.
- D. Development of additional parking supply: construction of centralized parking structures should be phased in and reevaluated on a case-by-case basis. Surface lots can be established on a temporary basis to act as place-holders for potential future structures and provide additional parking while a centralized structure is being developed, and while the initial use of the structure is evaluated.
- E. Management of downtown parking should be centralized, though still coordinated with other CBJ departments, to coordinate for all aspects of the parking program. The parking program should be continually monitored to determine its efficacy. The management of the downtown parking program is an on-going process that needs continuous review and revision. The CBJ government needs to involve the state and federal governments in shared development of solutions, since parking demand created by state and federal offices are a major factor in downtown parking shortfalls.
- F. The CBJ should continue its efforts to develop a convenient transportation terminal near the Downtown. The terminal should provide a transfer station for rapid mass public transit where commuter buses, and possibly a light rail system, connect to shuttle buses for localized distribution. Commuters may park their automobiles at the terminal, and catch a shuttle to the downtown core.
- G. Other methods suggested to ease the parking problem downtown include construction of a light rail or similar system between the valley and town, supplemented with fast, efficient, localized shuttles; and development of high- density mixed use, but predominantly residential, areas that would provide the opportunity for people to live near their work, shopping and recreation needs, thereby significantly reducing or eliminating the need for a private vehicle altogether.
- H. Another suggestion related to parking is to eliminate the parking requirement for certain affordable high-density dwelling units in the downtown core area, such as the small, Single Room Occupancy (SRO) units, other student housing, senior housing and/or seasonal worker housing whose occupants are likely not to own vehicles. This would

facilitate the development of affordable housing downtown that, in turn, would create a more dynamic, 24-hour downtown and would free up rental housing elsewhere in the CBJ borough. This concept may not work for all types of dwelling units developed in the Downtown, such as loft housing, family-size housing or artist housing whose occupants are more likely to own vehicles; those developments may participate in the downtown Fee-in-Lieu of Parking program established in 2006.

14. The Parks and Recreation Master Plan, Chapter 8, recommends a number of parks, trail, community garden, and stream corridor improvements. Those recommendations include: (a) advertise and schedule public use of the Terry Miller Legislative Affairs Building that is consistent with the office use therein; (b) implement the Cope Park Master Plan; (c) retain the Last Chance Basin in its undeveloped condition and allow for year-round recreation use where there are no avalanche hazards; (d) assist with the stabilization of historic buildings in Last Chance Basin; (e) support construction of a bicycle and pedestrian lane along Thane Road; and (f) designate a downtown community garden site on CBJ property. (note refers to 1996 PR Plan)
15. Consider establishment of an alternative local roadway from Egan Drive in downtown Juneau to the industrial barge terminal and Thane Road that by-passes the South Franklin/Cruise Ship Terminal area.
16. Consider mechanisms to encourage and allow residential development on Gastineau Avenue by eliminating the parking requirement for uses whose occupants or visitors would travel by walking, bicycling or by public transit.
17. Identify historic and cultural resources within the subarea. Projects that may impact historic resources identified within this subarea are to be reviewed by the Historic Resources Advisory Committee (HRAC) prior to issuance of a permit. When new historic or cultural resources are discovered or identified, the Juneau-Douglas City Museum should be contacted immediately for documentation and technical assistance toward preservation and/or curation of the resource. The demolition or removal of historic resources should be avoided and should only occur when no other option for its preservation or relocation to a suitable site exists.
18. Assure a Gold Creek Protection Zone, as shown on Map M, within which no structures or activities shall be allowed except as needed by the U.S. Coast Guard for its purposes, or as allowed by the Alaska Department of Fish and Game for habitat maintenance and enhancement. **(Gold Creek to be added to Natural Context Chapter 3)**
19. When considering applications for building permits for commercial uses within the downtown Juneau area, consider the potential noise impacts of mechanical equipment or patrons on adjacent residential uses. It may be appropriate to establish a noise ordinance for the downtown Juneau subarea where case-by-case analysis, conditions of permits, and enforcement activities are not practical to solve noise problems. (Note – a noise ordinance has been adopted since 2013.)

2015 Economic Development Plan

This is a borough-wide plan that developed eight “initiatives” to foster Juneau’s economic growth. All eight of the initiatives touch Blueprint Downtown in some way, but two in particular focus on Downtown – “Revitalize Downtown” and “Protect and Enhance Juneau’s Role as Capital City.” Appendix A of the Economic Development Plan is an analysis of “Juneau Land Consumption, Land Use, and Municipal Revenue.” This analysis shows that Downtown Juneau generates the highest property tax return per acre, especially the Historic District. Development in the Light Commercial zoning district produces twice the property tax revenue per acre compared to development in General Commercial Zoning District. The analysis suggests an evaluation of the waterfront commercial property to determine why the revenue per acre is not as high as expected.

2016 Housing Action Plan

This is a borough-wide plan focused on housing. The plan recommends nine primary solutions, with potential implementation steps needed to achieve the recommendation successfully. Adequate housing that is affordable to Juneau’s entire income array is imperative to Juneau’s economic success. All of the potential solutions affect Blueprint Downtown, but one is specific to Downtown – “Develop a Downtown strategy that has explicit housing elements.” Several implementation recommendations are relevant to land use, neighborhoods, and housing:

- Develop an inclusionary housing ordinance and bonus points for workforce and senior housing.
- Evaluate policies designed to encourage new development areas that already have infrastructure.
- Re-zone D18 zoning districts to Mixed Use.
- Evaluate other areas that need to be “up-zoned”: areas that would be appropriate for greater residential density, or for switching from residential only to mixed use zoning.
- Adjust the language in the zoning ordinance to require there be both housing and commercial uses in mixed-use zoning area.
- Consider reducing setbacks and minimum lot sizes for duplex, accessory dwelling units, and bungalow infill units.
- Complete the bonus section of T49 as envisioned by the 2013 Comprehensive Plan.

Willoughby District Area Plan

This is an area-specific plan for the area now called “Aak’w Kwaan Village District.” The Willoughby District Land Use Plan was developed by building upon direction found in other CBJ plans and following a process that included an inventory of current land uses and building conditions, traffic patterns and pedestrian facilities, employee numbers, existing parking spaces, community destinations, current CBJ Comprehensive Plan policies and zoning standards, and the District’s assets and challenges. The plan identifies the district as “the heart of Juneau’s Civic, Arts, and Cultural campus.” The overall emphasis for the district is on mixed-use development with a blend of market rate and affordable housing. The plan recommends design principles, development themes, and development considerations. Only

Chapter 5, the Willoughby District Land Use Plan, has been adopted as an element of the Comprehensive Plan (ordinance 2012-14). This chapter recommends design principles, building heights, viewsheds, and a connected street grid.

2004 Long Range Waterfront Plan is intended to be a “guidebook” to manage and focus waterfront change with four overarching goals: enhance community quality of life; strengthen tourism product offerings, downtown retail, entertainment, residential and service activities; improve Juneau’s image and attractiveness for investment; and recognize current waterfront uses. The central theme of the plan is balancing uses and activities. The planning area stretches from the Rock Dump to the Douglas Bridge. The plan is divided into six “study areas” which follow the shoreline and extend inland. A series of alternatives was developed for each study area, all of which could implement the overall vision.

Master Plan (D&H)

2017 CBJ DOCKS AND HARBORS BRIDGE PARK TO NORWAY POINT MASTER PLAN

This plan makes recommendations with conceptual reconstruction of uplands areas around the Harris and Aurora Harbors. (more to be added)

Overview of Zoning and Land Use Designations

The following is a brief description of the zoning districts found in the Downtown planning area. **To be added to a map rather than text in plan**

MU – accommodates a mix of commercial and residential uses. This zoning district has a minimum lot size of 4,000 square feet, no setbacks, no maximum height and no maximum density

MU2 – also accommodates a mix of commercial and residential uses with a greater emphasis on residential development. This zoning district also has a minimum lot size of 4,000 square feet, 5 foot setbacks,

WC –provides both land and water space for uses directly related to or dependent on the marine environment.

WI – supports industrial and port uses, which need or substantially benefit from a shoreline location. Residential uses are limited to caretaker units only.

D18 – supports primarily residential development at a density of 18 units per acre.

D10 – supports primarily residential development at a density of 10 units per acre.

D5 –supports primarily single-family residential development at a density of 5 units per acre.

Table will stay in chapter as text

	MU	MU2	WC	WI	D18	D10	D5
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Minimum lot area	4,000 sq. ft.	4,000 sq. ft.	2,000 sq. ft.	2,000 sq. ft.	5,000 sq. ft.	6,000 sq. ft.	7,000 sq. ft.
Minimum lot width	50 ft.	50 ft.	20 ft.	20 ft.	50 ft.	50 ft.	70 ft.
Minimum lot depth	80 ft.	80 ft.	60 ft.	60 ft.	80 ft.	85 ft.	85 ft.
Maximum building height	none	45 ft. *	35 ft. *	45 ft. *	35 ft.	35 ft.	35 ft.
Maximum density	none	80 DU/acre	18 DU/acre	1 accessory unit	18 DU/acre	10 DU/acre	5 DU/acre
Maximum lot coverage	none	80%	none	none	50%	50%	50%
Minimum setbacks							
Front	0	5 ft.	10 ft.	10 ft.	20 ft.	20 ft.	20 ft.
Rear	0	5 ft.	10 ft.	10 ft.	10 ft.	20 ft.	20 ft.
Side	0	5 ft.	10 ft.	10 ft.	5 ft.	5 ft.	5 ft.
Streetside	0	5 ft.	10 ft.	10 ft.	13 ft.	13 ft.	13 ft.

*Bonus eligible

Overlay Zones

The Downtown Historic District is encompassed in the Downtown sub-district. This overlay district establishes design guidelines with the intent to promote awareness of Juneau’s heritage and maintain historical integrity. The recently adopted Historic and Cultural Preservation Plan seeks to update these design guidelines and standards without being overly prescriptive (see Chapter 3). The Downtown and Aak w’ Kwaan sub-districts re also regulated by all three parking overlays: fee in lieu, PD 1, and PD 2. These districts reduce off street parking requirements either by simple reduction or the ability to pay a fee in place of providing off street parking. Areas in mapped avalanche/mass wasting areas are required to adhere to significant engineering and subsequent construction standards to withstand potential impacts from these hazards. Residential development is limited in this area as well to protect lives. The 2004 Waterfront Development Plan recommends the creation of a waterfront overlay, which if implemented would establish design guidelines. In 2018, the Alternative Development Overlay District was created. It is a temporary overlay that is scheduled to sunset in August 2021. This temporary overlay district provides a process for residential properties to receive reduced setbacks without the need to show hardship through the variance process. The overlay district recognizes existing development patterns and neighborhood character. The ADOD is temporary to allow time for the development of zoning regulations, specifically setback requirements that better fit the neighborhood character than existing zoning.

Bonus eligible areas

CBJ zoning code 49.60 establishes bonus procedures. The stated intent of this section of code is to encourage development that exceeds the minimum standards in zoning regulations. Bonuses for increased density may be granted to major residential development, which means any development that requires a conditional use permit. Additionally, as noted in the table above, development in the MU, MU2 and WI zoning districts may apply for a height bonus. Points may be earned as established in the zoning code. Points may be awarded for in the following categories: sensitive areas, non-vehicular transportation, alternative transportation, traffic mitigation, public services and facilities, electric power, mixed use development, project design and vegetative cover. While, the intent of this section is admirable, it is rarely used by developers, and has not kept current. The Willoughby District area plan makes recommendations to change the bonus chapter to encourage the design principals and increased density.

Comprehensive Plan Land Use Designations (text on Land Use Designations will become appendix in plan document rather than incorporated into chapter)

The 2013 Comprehensive Plan establishes land use designations borough wide. The intent of these maps is to render the goals and policies of the plan into specific land use designations. The designations express a range of uses and densities so that more than one zoning district could be chosen as consistent with the Plan. The Comprehensive Plan also provides guidance for rezoning lands. All new zoning or rezoning is required to be substantially consistent with the Comprehensive Plan land use maps. The following provides an overview of the land use designations of the comprehensive plan.

TTC - Traditional Town Center is described as areas suitable for a mixture of retail, office, general commercial, and high-density residential uses at densities of 18 units or more per acre. This land use envisions mixed uses, residential, and nonresidential uses combined in a single structure, with ground floor retail/commercial space facing streets, parking located behind structures, and with residential uses above. Currently zoning districts Light Commercial, General Commercial, Waterfront Commercial Mixed Use and Mixed Use 2 can accommodate this type of development. However, these zoning districts do not guide or require development that embodies this traditional mixed use style of development with nonresidential uses on the ground floor, parking behind, and residential above. There are bonus provisions in the zoning code that, to a certain extent, incentivize this type of development. However, this option is rarely used.

C - Commercial is described as lands devoted to retail, office, food service, or personal service uses including neighborhood retail and community commercial centers, shopping centers, malls, office complexes and large employment centers, and residential densities ranging from 18 to 60 units per acre. Mixed uses are appropriate. The plan states that ground floor commercial uses facing the street, with parking behind and residential above is an appropriate and efficient use of land. Existing zoning districts that can implement this type of development are Light Commercial, General Commercial, Waterfront Commercial, Mixed Use and Mixed Use 2. As mentioned in TTC, current zoning regulations do not require or guide development to the traditional mixed use style of development.

IPU - Institutional and Public Use (IPU) is described as lands primarily in public ownership and dedicated for a variety of public uses. IPU lands can be under any zoning district. The plan states that the zoning of the IPU land should be the same as the surrounding or abutting lands. In the Blueprint planning area IPU are typically designated around federal, state and city facilities, such as the school complex and the federal building.

HI – Heavy Industrial is land to be developed for heavy industrial uses such as large scale food production and/or processing large scale or industrial related repair activities, metal fabrication, whole sale trade, manufacturing, etc. and other large scale or noisy and/or noxious industrial activities. Some recreational activities such as motor courses or shooting ranges, and similar noise generating activities. Residential, office, retail and personal service uses, except for residential caretaker facilities, should not be permitted. This land use designation is currently implemented through the Industrial and Waterfront Industrial zoning districts.

WCI – Waterfront Commercial/Industrial is land to be used for water dependent heavy commercial and industrial uses such as marine transportation terminals, boat marinas for large and small vessels, shipyards, marine freight handling, and fish processing plants. Residential uses, except for caretaker units, would not be allowed. Waterfront Industrial is the existing zoning district that can accommodate this type of development.

MC– Marine Commercial is land to be used for water dependent commercial uses such as marinas and boat harbors, marine vessel and equipment sales and repair, goods and services related to commercial and sport fishing and marine recreation and tourism, small scale fish processing facilities, hotels and motels and similar uses to support mariners and their guests. Float homes and live aboards would be allowed residential uses. Waterfront Commercial is the only zoning district that has a water dependent emphasis and allows for up to 18 dwelling units per acre.

MDR – Medium Density Residential are describes as urban residential land for multi-family dwelling units at densities ranging from 5 to 20 units per acre. Commercial development should be of a scale consistent with a residential neighborhood. Residential zoning districts D10, D15 and D18 are appropriate in areas designated MDR.

MDR –SF - Medium Density Residential- Single Family are lands characterized by single family detached homes at densities ranging from 10 to 20 units per acre. Any commercial development should be of a scale consistent with a single family neighborhood. Currently the D10SF zoning district is the only zoning district that implements this designation. The Casey-Shattuck/Flats neighborhood is designated MDR-SF. Existing development patterns generally conform to this vision, but current zoning does not support it.

ULDR – Urban Low Density Residential is characterized as lands with detached single family homes, duplex, cottage or bungalow housing, zero-lot line dwellings, manufactured homes on permanent foundations at densities of one to 6 units per acre. Commercial development should be of a scale consistent with a single family neighborhood. Zoning districts D1, D3 and D5 area appropriate to this

land use designation. Only D5 is found in the Blueprint planning area. However, the D5 zoning district does not accurately reflect existing development patterns of these neighborhoods.

RS – Recreational Service Park include CBJ owned lands with parks developed for active recreation, programmed use, or community gardens. These lands should be zoned to prevent residential, commercial and industrial uses. The CBJ should retain ownership.

RD – Resource Development is intended to be managed to identify and conserve natural resources until specific land uses are identified and developed. As resources are identified and extracted from these lands they should be redesignated and rezone appropriately. RD areas are primarily found outside the urban service area. **There are two small areas identified as RD in the Blueprint planning area. Both are in high hazard zones.**

Putting it all together – Subdistricts (not intended to be “real” title of section.)

Downtown

Juneau’s downtown district forms the heart of Alaska’s capital city. The bustling city center is full of shops, restaurants, performing arts venues, tourist attractions, and state government buildings. Residences surround the business center of Juneau, and apartment buildings mingle with the businesses that dominate the downtown core. Several downtown homes have been converted to offices, and historic buildings mix with their more modern counterparts. This sub-district includes the Governor’s Mansion as well as several other historically significant mansions. Downtown Juneau has a good “walkability score”. Walkability score is a measure of how friendly an area is to walking. Factors influencing walkability include the presence or absence and quality of footpaths and sidewalks, traffic and road conditions, land use patterns, building accessibility, and safety, among others. Capital City Transit provides access to other areas of Downtown and the rest of the borough.

This subarea also encompasses the nationally recognized Downtown Historic District. This is the only area with adopted design standards and guidelines for development. These standards and guidelines, adopted in 2009, strive to have new development and significant remodels/renovations maintain the integrity of the Historic District. The recently adopted Historic and Cultural Resources Plan recommends updating and revising these standards and guidelines to be clearer and to provide flexibility in their interpretation.

History

The Downtown Sub-district’s history is that of the greater Juneau community. The area was originally inhabited by the Auk Nu Tlingits. In 1880, gold was discovered at the mouth of Gold Creek. The Bureau of Land Management surveyed the original town site, creating many of the familiar neighborhoods and streets. The City of Juneau was incorporated in 1900, and in 1906 became the State Capital.

Housing

There are X of housing units in the Downtown sub-district. With the current zoning there is a potential for up to XX units. In 2019 the CBJ completed the Upstairs Downtown Housing Inventory. (MAP –how does the study area relate to the sub-district?) Housing information was compiled from a wide-range of sources and mapped. The project set out to understand and show what the residential unit and population statistics are for the study area, whether property owners are local, what the building uses and characteristics are, and what the regulatory considerations for development are. The study estimated 358 residents, with 181 housing units in 33 buildings. Of the 181 housing units, 11 were being used as short term rentals. Of the 106 buildings on 183 lots, 22 buildings and 39 lots were owned by entities with out of town mailing addresses. (Add chart building constructed by decade.) Over half of the buildings are used strictly as business/commercial and six are only residential. The study identified several regulatory considerations for development: avalanche/mass wasting and flood hazard, fee in lieu parking, parking districts PD1 and PD2, Downtown Historic District, and zoning.

Recommendations specific to housing in this subdistrict:

Placemaking

Many aspects of placemaking are already evident in the Downtown Sub-district. Events such as First Friday and Gallery Walk are examples of programming that creates a sense of place. During the summer, the area is active and lively, teeming with tourists and the businesses that support them. Yet many more opportunities exist. Additionally, many residents choose not to visit Downtown during this time of year because of the crowds, and most businesses on South Franklin Street are shuttered during the winter months. Many of the recommendations in this plan will implement placemaking. Placemaking is discussed in detail in Chapter 6.

Placemaking is the art of transforming public space into quality places in which people want to live, work, play, and learn.

Specific placemaking opportunities in the Subarea:

- Make the area surrounding the Capitol more attractive.
- Telephone Hill better lighting and signage, landscaping, benches and interpretive signage.

Land Use This paragraph can be replaced with a map

Most of the sub-district is zoned Mixed Use (MU), with a few D10 (10du/acre) enclaves. Additionally, most of the area is designated as Traditional Town Center (TTC) on the land use maps of the Comprehensive Plan. What isn't designated as TTC is identified as Medium Density Residential (MDR). As previously mentioned, the Downtown Historic District is encompassed in the Downtown sub-district. This overlay district establishes design guidelines with the intent to promote awareness of Juneau's heritage and maintain historical integrity. The recently adopted Historic and Cultural Preservation Plan seeks to update these design guidelines and standards without being overly prescriptive (see Chapter 3). The Downtown sub-district is also regulated by all three parking overlays: fee in lieu, PD 1, and PD 2. These districts reduce off street parking requirements either by simple reduction or the ability to pay a

fee in place of providing off street parking. Areas in mapped avalanche/mass wasting areas are required to adhere to significant engineering and subsequent construction standards to withstand potential impacts from these hazards. Residential development is limited in this area as well to protect lives.

Recommendations for land use designations and/or zoning:

Aak 'w Kwaan/Glacier Avenue

The Aak'w Kwaan/Glacier Avenue Commercial District is defined by the recently adopted Aak'w Village District boundary and the commercial areas adjacent to Glacier Avenue. Juneau's Comprehensive Plan has long supported the development of a "cultural campus" in the Aak'w Kwaan District (formerly the Willoughby District). The area was renamed to reflect the history of the area and acknowledge Native culture. Partly in response to the envisioned "cultural campus," the City commissioned the Willoughby District Plan, (of which only Chapter 5, Land Use Plan, was adopted as an element of the Comprehensive Plan).

History

According to the Willoughby District Plan, until about 120 years ago the area now known as the Aak 'w Kwaan District was the open waters of Gastineau Channel. (insert photo of this) The shoreline was the bluff that now runs behind Village Street. For years this area was the site of seasonal fishing camps of the Auk Nu Tlingits whose primary winter village was located north of Juneau near what is now called Auke Bay. The Tlingit name for the Willoughby area was Dzántik'i Héeni ("river where the flounders gather"). These seasonal fishing camps were the main use of the area until western expansion brought prospectors at the end of the 19th century. The plan outlines the history of that area to present in detail. Expansion and rapid development over the past 120 years occurred as the area's initial residential area and Indian Village grew to include industrial, military, civic, and cultural uses. Growth in this area has continued to the present day.

Housing

The Aak'w Kwaan District is zoned to allow X units per acre. There are now X dwelling units, an increase of X units since 2011 (2012?). The Willoughby District Area Plan seeks to add approximately 400 more residential units over 20 to 25 years. Increasing residential use will create an 18-hour district (as discussed in Chapter X Econ) by generating activity beyond regular work hours. The plan calls for denser residential development along Village Street, in mixed use buildings by Gold Creek, and above the first floor along Willoughby Avenue. Residential units are envisioned as a mix of market rate and affordable housing, made up of townhouses, apartments, condominiums, and loft style units, expected to house legislative staff, seasonal workers, and residents "downsizing."

Housing recommendations:

Placemaking

Opportunities for placemaking abound in the Aak'w Kwaan District. As the home of Centennial Hall, Elizabeth Peratrovich Hall, the JACC, and the SLAM, the district is ripe for "creative placemaking" such as

public art and outdoor concerts. Activating these public spaces and capitalizing on the creative energy of these district anchors can serve to improve viability and public safety in the immediate term. Outdoor music events, coupled with temporary street closures are both low cost and low risk. Inviting food carts, artists, and vendors enhance the event and provide revenue

Specific placemaking opportunities in the subarea:

- Upgrade the two bus shelters in the A'akw Kwaan District and better connect that area to the lit crosswalk that leads to the Seawalk and Whale Park.
- Replace the industrial-style fence along Gold Creek with something more attractive.

Land Use (This paragraph can be replaced with a map)

The Aak'w Kwaan District zoning is a mixture. The majority of this area is zoned Mixed Use 2 (MU2). The Glacier Avenue area is primarily zoned Light Commercial (LC). There is some D18 (residential 18DU/acre) and a very small area of D5 (residential 5DU/acre) near the Highlands. **MAP** The Aak'w Kwaan District is shown on Comprehensive Plan Map M. A majority of this sub-district has a future land use designation of Traditional Town Center. The Willoughby Plan suggests other ways to implement this vision. **(SC – do we want to endorse the WP vision and recommendations? Do we want to go further?)**

The Glacier Avenue commercial area has a future land use designation of Commercial (C).

(SC – we need to look at this area – do we want to keep the LU designation? Do we want to expand TTC? Do we want to make up something new? Primary differences are dwelling units per acre, malls/shopping centers).

The existing Light Commercial, General Commercial, Mixed Use and Mixed Use 2 zoning districts can accommodate this type of development. The area that is currently zoned D18 is also designated as Commercial on the land use designation map. D18 allows for up to 18 units per acre and limited retail and commercial uses. **(SC is this zoning appropriate for this area? Is the land use designation of C appropriate to this area?)**

The 2016 Housing Action Plan makes several recommendations that are relevant to the Aak'w Kwaan sub-district. Changing the zoning ordinance to require both residential and commercial uses in mixed use districts, and up zoning D18 districts to mixed use would substantially affect this sub district. Revising the bonus section of the zoning ordinance is also recommended by the Willoughby Plan.

Recommendations for land use designations and/or zoning:

Incentivize design consistent with the vision of the Willoughby Plan

Chicken Ridge/Starr Hill; Flats; Highlands

History –

Chicken Ridge was originally staked as a placer claim in 1890. The neighborhood was first settled as part of this claim in 1893. However, as the neighborhood developed Chicken Ridge was the choice of the community’s doctors, lawyers, business owners, mining executives, politicians and government employees. The neighborhood was named for the abundant Ptarmigan in the area. The neighborhood is listed on the National Register of Historic Places as the Chicken Ridge Historic District.

Starr Hill was named for Frank Starr. He arrived in Juneau around 1880 and staked claims on this hill, north of Harris and Gold Streets. The neighborhood was surveyed as an Addition to the Juneau Townsite Survey which was first recorded in 1886. Starr Hill was home to miners. The Kennedy Street Historic District, in this neighborhood, is on the National Register of Historic Places.

The neighborhood locals call “The Flats” is also called Casey-Shattuck. William Casey had a dairy farm in this area. He and Henry Shattuck, an insurance broker and real estate developer worked together to develop the Casey-Shattuck Subdivision, which was the first addition to the original Juneau Townsite. Four structures in the neighborhood are identified as properties of significance: Shattuk Mansion; Alaska Electric Light and Power Plant; Evergreen Cemetary; and the Torkelson-Samuelson House.

The Highlands Subdivision was recorded in 1946. Most homes in the neighborhood were developed in 1950’s and 1960’s.

Housing –

These residential neighborhoods are developed primarily with single-family homes on small lots. Many of these homes have been reconfigured over time to accommodate additional dwelling units. There are approximately X number of housing units. The current zoning supports X number of units. The neighborhoods are fully developed, and the majority of properties are well maintained, limiting the opportunity for redevelopment. Residents like these neighborhoods and they are highly sought after. The CBJ amended the accessory apartment regulations in 2015, allowing accessory apartments on lots less than the minimum lot size for the zoning district. This has proven to be a successful way of adding housing without significantly changing neighborhood character.

Missing Middle Housing is one way of adding housing to existing neighborhoods while retaining the character. This type of housing can provide diverse housing options, such as duplexes, triplexes, and even multi-family in “house-scale” buildings. Chicken Ridge and Starr Hill have a mix of zoning, D5, D10 and D18. The D5 zoning district allows single family and duplex development, as well as accessory apartments.

Missing Middle Housing is a range of house-scale buildings with multiple units, compatible in scale and form with detached single-family homes, located in a walkable neighborhood.

The D10 and D18 zoning districts can accommodate housing types that implement the concept of “Missing Middle Housing”. However, density is calculated based on lot area, and many lots may not support additional units even if they could blend in with the character of the surrounding neighborhood.

Placemaking

Flats- rainbow cross walks, Halloween, Free day

Chicken Ridge ??

Starr Hill ??

Highlands ??

Land use –For these neighborhoods we should consider combining with housing

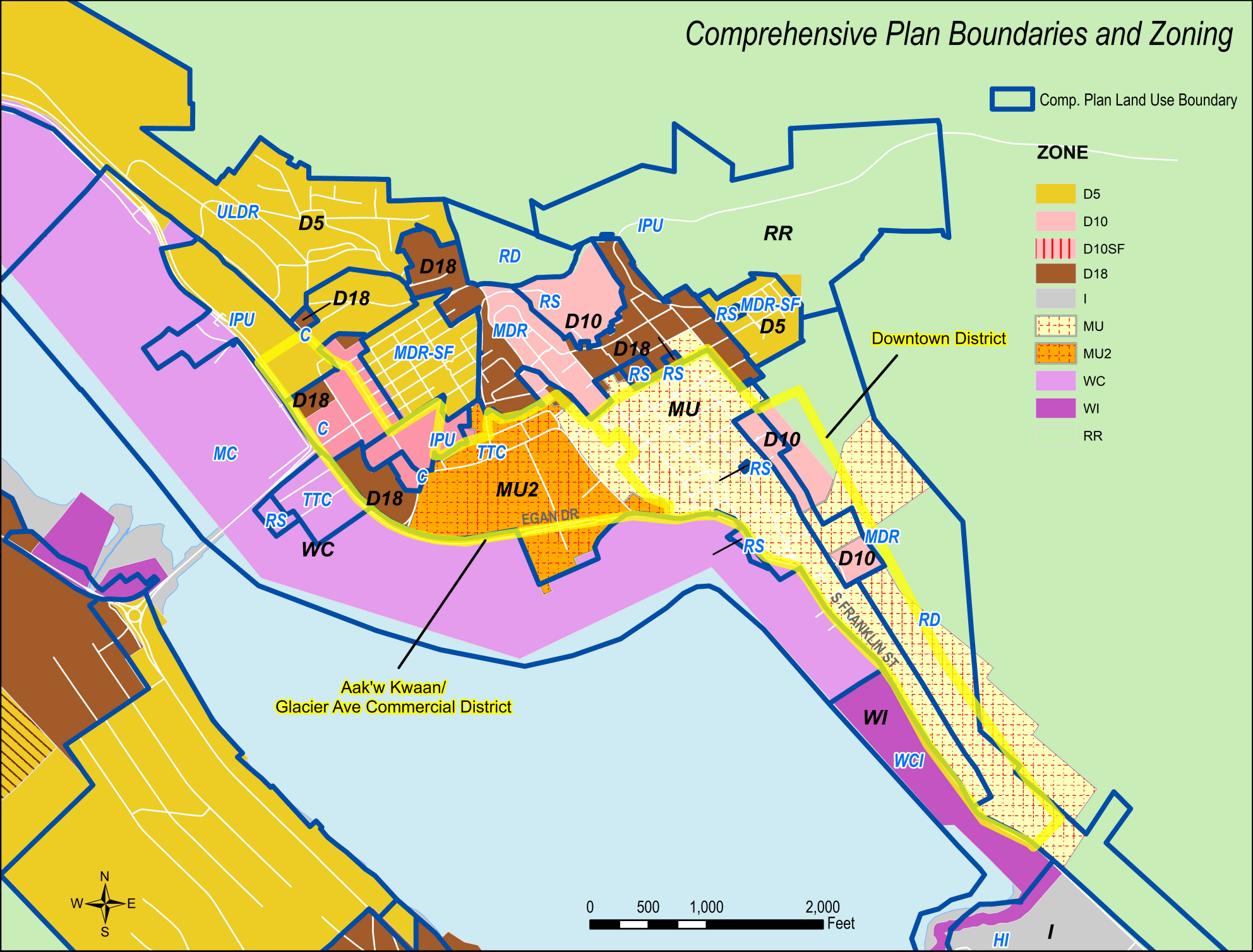
Recommendations for housing and land use:

Comprehensive Plan Boundaries and Zoning

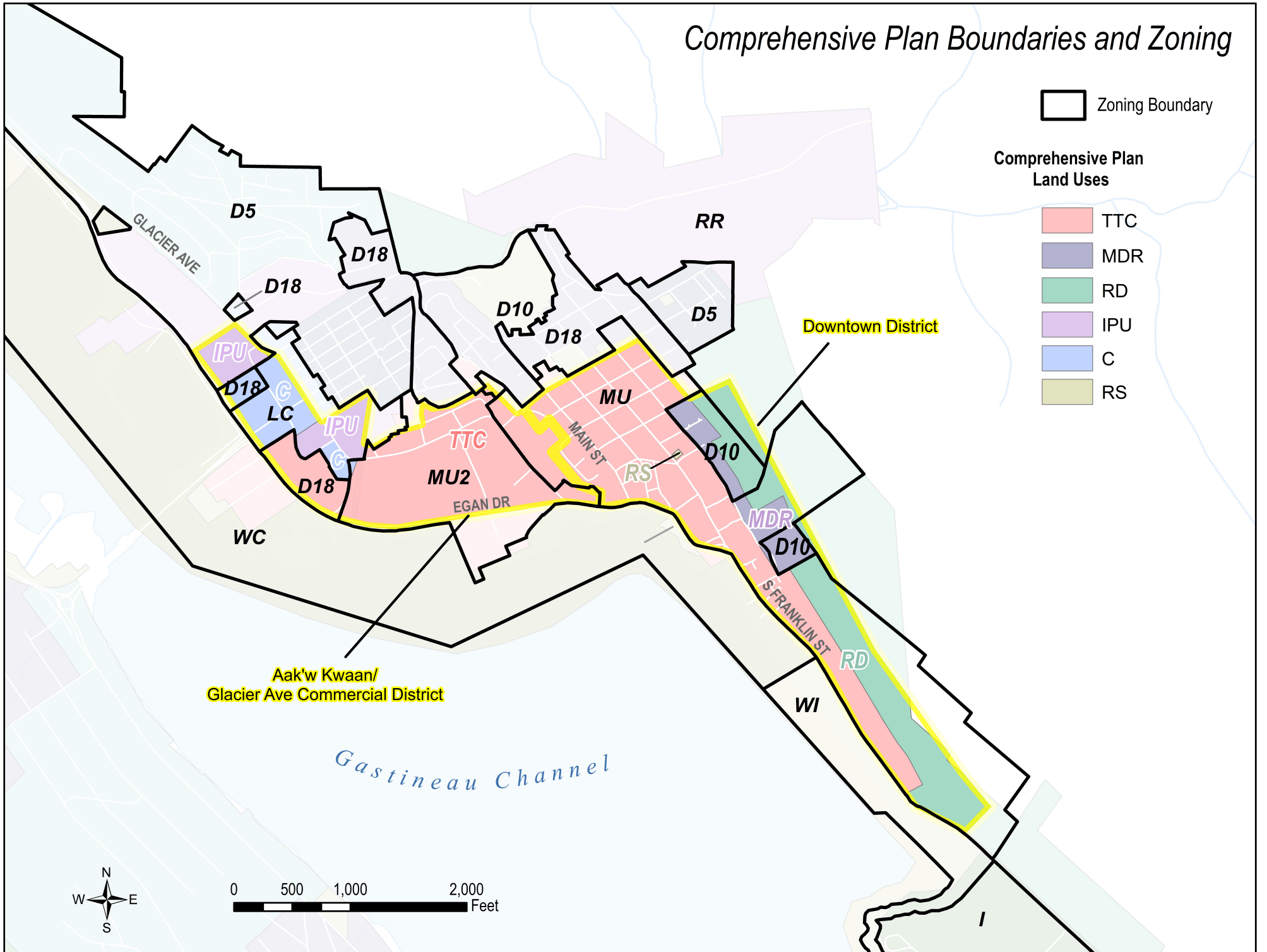
Comp. Plan Land Use Boundary

ZONE

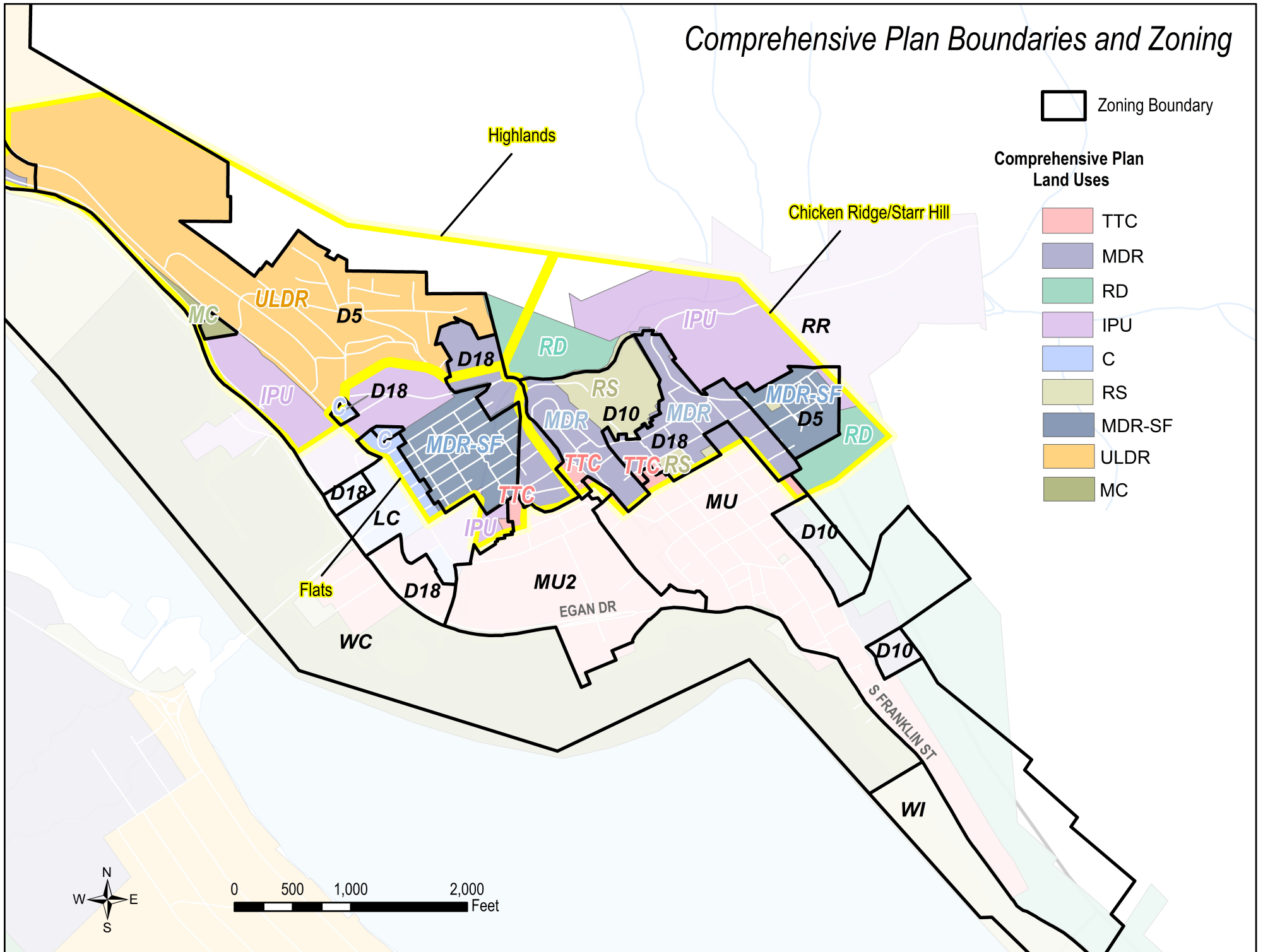
- D5
- D10
- D10SF
- D18
- I
- MU
- MU2
- WC
- WI
- RR



Comprehensive Plan Boundaries and Zoning



Comprehensive Plan Boundaries and Zoning



Current CBJ MU2 & other Zoning/Regulations in Effect	Proposed Willoughby District MU2 Zoning	Proposed Waterfront District	Historic District	
Parking	Residential <ul style="list-style-type: none"> • 1 per 1 bedroom • 1.5 per 2 bedroom • 2 per 3 or 4 bedrooms Retail/Commercial <ul style="list-style-type: none"> • 1 per 300 sq. ft. gba office • 1 per 300 sq. ft. gba libraries /museums • 1 per 600 sq. ft. gba Theaters <ul style="list-style-type: none"> • 1 per 4 seats Hotels <ul style="list-style-type: none"> • 1 per 4 units 	All Land Uses PDI 60% reduction	Design Guidelines <ul style="list-style-type: none"> • Whenever possible parking should be in a structure • Parking should be located off-site when feasible • If on site, located to the interior of the lot when feasible • Buffered by landscaping from view of public ways and adjacent properties, view corridors, and the waterfront. • Parking along the waterfront is discouraged • Consider designing parking lots to also function as festival space for community events. • Minimize curb cuts along street. Shared curb cuts is encouraged. • Vehicle access should appear subordinate to other improvements on the site. • Keep parking lot lighting at a human scale • Lighting shielded and focused • Parking structures should be “wrapped” with commercial and/or residential uses • Parking structure should remain subordinate to the street scene and wrapped with pedestrian friendly edge – architectural detailing, murals, public art, landscaping and product display cases 	
Building Heights	35 ft. (up to 45 ft. with height bonus)	35 ft. <ul style="list-style-type: none"> • Up to 65 ft. with height bonus from Whittier St/Warrior St to Gold Creek • Up to 50 ft. with height bonus from Willoughby Ave to Whittier St 	<ul style="list-style-type: none"> • Maintain view corridors from key vantage points to Gastineau Channel and other significant natural and cultural resources • 35 ft. max measured at mid-point of sloping roof and top of parapet on flat roof. 	<ul style="list-style-type: none"> • 25 to 50 feet
Setbacks	Front Yard – 5 ft. Side Yard – 5 ft. Rear Yard – 5 ft. (front yard subject to pedestrian amenities bonus; which is not defined in code)	0-10 ft. along with the establishment of a build-to line	<ul style="list-style-type: none"> • Front yard – 10 ft. along Egan • Front yard – 0 ft. along Franklin • Side yard – 10 ft. • Rear yard – 0 ft. • Seawalk – first floor canopies are the only feature allowed to extend into Seawalk area. 	<ul style="list-style-type: none"> • Front 0 • Side 0
Lot Coverage	5%	No change	Not addressed	
Minimum Lot Size	Minimum depth: 80 ft. Minimum width: 50 ft.	No change	Not addressed	
Building Design, Modulation, Facades, Roof Line	Bonus pts for awnings/canopies	See Willoughby District Bonus system	Guidelines <ul style="list-style-type: none"> • Compatible with traditional context – should not imitate older building style • New interpretations of traditional building styles encouraged – literal imitation discouraged • Contemporary interpretation of architectural features used historically – such as store fronts and canopies at street level • Transparent windows • Building materials convey sense of scale (human scale) • Building materials should have similar characteristics to traditional materials • All materials durable and appropriate to climate 	<ul style="list-style-type: none"> • Pedestrian scaled street front • Store front windows • Canopies are required – shall step down to maintain consistent height above sidewalk, projecting horizontal most appropriate • Balconies may be considered • Retain building characteristics (depends on building) – window size and placement door size and placement – recessed when appropriate • Retain or replace original building materials • Traditional spacing patterns created by repetition of uniform building widths. When building must exceed this width use change in design features to suggest traditional building widths – façade material, window design and decorative details • New buildings incorporate base, middle and cap

			<ul style="list-style-type: none"> • Employ color schemes that are simple in character • Street façade- base, middle, cap • Scale and proportion similar to traditional • Windows similar to traditional • Entry threshold at sidewalk or seawalk level • Canopies and awnings • Height mass and scale • No blank walls – where doors and windows can't be incorporated murals and art 	<ul style="list-style-type: none"> • New building shall maintain alignment of horizontal elements along the block • Maintain the visual building scale of 2 to 4 stories • New buildings compatible with architectural and scale giving elements • Modern interpretations of architectural features historically used are appropriate • Alternate designs that are contemporary interpretations of traditional storefronts may be considered • Minimize impact of roof top uses as seen from the street • Avoid blank walls or the appearance of a vacant lot • Windows align with others on the block • Building entrance shall appear similar to those used historically – clearly defined, street level, high degree of transparency, recessed, • Ground floor
Maximum Density	60 units per acre (with bonus up to 10% or by-right use)	No change	Not addressed	Not addressed
Minimum Density	None	None	Not addressed	Not addressed
Parking Demand Management & Public Transport	None	Parking reductions possible utilizing Willoughby District Bonus system (reserved for future policy development and application)	Not addressed Complete set of design guidelines for parking structures and lots	Not addressed
Construction of Housing Units	None	Financial incentives available for building housing in Willoughby District	Appropriate above first floor retail/commercial	Not addressed
Landscaping	Bonus pts available	Same	<ul style="list-style-type: none"> • Maintain existing mature trees and other vegetation whenever feasible • Screen mechanical equipment and service utilities • Do not locate mechanical equipment on primary street façade • Low profile or recessed mechanical equipment on roof tops • Finish exposed hardware, frames and piping • Outdoor furnishings • Encourage outdoor public spaces designed to be actively used. 	Not addressed
Public Art & Interpretive Signage	None	Develop bonus points	<ul style="list-style-type: none"> • Locate public art to enhance urban environment – gateways or as focal points of public spaces • Art incorporated into environment –such as artist designed gate or planter • Decorative and accent paving is appropriate for key crosswalks • Recommendations for sign types – placement materials and lighting 	Not addressed –aside from no blank walls

Bicycle Parking	None	<u>Residential</u> Multi-family, general: 1 per unit, with 100% in a covered location Multi-family, senior or physical disability: 4 or 1 space per 5 units, whichever is greater, with 100% in a covered location <u>Commercial</u> Retail sales, auto-oriented services, offices, groceries/supermarket, shopping center, financial institution: 2 or 0.33 space per 1000 sq. ft., whichever is greater, with 50% in a covered location <u>Restaurant</u> 1 per 1000 sq. ft., with 25% in a covered location <u>Community and civic uses</u> Theater/Auditorium: 1 per 30 seats, with 10% in a covered location Library/Museum: 2 or 1 space per 1000 sq. ft., whichever is greater, with 25% in a covered location <u>Public parking garages</u> 5% of auto spaces, with 100% in a covered location Design standards to follow recommendations in the 1997 Juneau Non-Motorized Transportation Plan.	Not addressed	Not addressed
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Development and Incentives

Ideas for incentives that would help private land owners invest in improvements to properties include:

- Cutting down on permitting steps and making the zoning more flexible so development can take place without variances.
- Offering deferred property tax, reduced permitting fees or a streamlined permitting process.
- More timely response to calls to CBJ about garbage or other maintenance.
- Implementing Tax Increment Financing or a Business Improvement District.
- Height or density bonuses could be given for developers who provide a certain density of residential units, underground parking, landscaping, or other design features.
- Waiving height restrictions.