

## Appendix XX – Summary of Relevant Plans – Land Use

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)

#### **List of Zoning Districts**

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.

#### **Comprehensive Plan Land Use Designations**

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.**