

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 are able to define neighborhoods of distinct character, functionality and sense of place.

ADD MAP

This chapter describes the eight downtown sub-districts and makes 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 –

Appendix XX contains a summary of relevant plans as they relate to this chapter. Plans and their key concepts are listed in the table below.

(Insert Table)

Overview of Zoning and Land Use Designations

The following map provides a brief description of the zoning districts found in the Downtown planning area. A summary of the zoning districts can be found in Appendix XX. **To be added to a map rather than text in plan**

Table will stay in chapter as text

	MU	MU2	WC	WI	D18	D10	D5	ADOD
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.

ALTERNATE TEXT IF THE NEW ADOD PASSES BEFORE BP IS DONE:

The Alternative Development Overlay District (ADOD) was adopted by the CBJ Assembly in XX, 2020. The intent of the ADOD is to create flexibility for renovation and redevelopment in historic neighborhoods downtown. The ADOD creates a process for reduced setbacks and changes to lot size and dimensional requirements that support existing neighborhood character.

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. The various land use designations are described in Appendix XX.

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 2020 Historic and Cultural Preservation 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:

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 2020 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:

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.
- Improve the Telephone Hill park area with better lighting and signage, landscaping, benches and interpretive displays.
- Cathedral Park: create gathering spaces and interpretive signage

Waterfront

This district, beginning just north of the Rock Dump, runs parallel to Franklin Street to the Douglas Bridge, adjacent, and shore side to the Downtown District. The Waterfront District is an important center of business, retail, tourism and social activity. It is the focal point for maritime cargo and visitor arrival, serves as a gateway to Downtown, the State Capital, and Juneau at large, and is an important

economic engine. Along South Franklin, properties facing South Franklin may be in, or partly in, the Historic District, and subject to design guidelines.

Since the adoption of the 2004 Long Range Waterfront Plan several significant developments have come about, installation of the majority of the Seawalk, two floating cruise ship berths, improved bus parking and staging, and redevelopment of the private land to the immediate south of the Downtown Library known as the “Archipelago Lot”. These changes have changed visitor disembarkment, and traffic patterns, and provided the capacity for larger ships and numbers of visitors.

History – Juneau’s waterfront has a history as a working waterfront. The Juneau Cold Storage building, which burned in the 1980s was located on what is now known as the Archipelago. Floatplane operations took place in the area of the Subport and continue at Merchant’s Wharf. ??

Housing – There are approximately X number of housing units in the sub-district. With current zoning there is potential for approximately X number of units. Areas of the district that are zoned Waterfront Industrial only allow for caretaker units associated with industrial uses on the site. Numerous comprehensive plan policies support the need for industrially zoned land and recognizing that residential uses are generally incompatible with industrial uses. Areas zoned Waterfront Commercial and MU2 can accommodate housing and mixed-use development. This subdistrict has the potential for high-end housing because of the proximity to the channel with the accompanying views and high walkability scores. **Steering Committee – what are your thoughts on housing in this area? Do you want to support/incentivize housing/mixed use?**

Land use

Most of the subdistrict is zoned Waterfront Commercial (WC). A small area of Mixed Use 2 (MU2) is located near the Subport, and there is an area of Waterfront Industrial (WI) near the Rock Dump. The Comprehensive Plan Land Use designations are Marine Commercial (MC), Traditional Town Center (TTC) and Waterfront Commercial/Industrial (WCI). There are small areas of Institutional Public Use (IPU) and a Recreation Service (RS). The zoning and land use designations are generally well aligned. Zoning districts identified as “Waterfront” are intended to accommodate land uses that are “water dependent” or “water related”. **Steering Committee does anything jump out as needing to be addressed?**

The 2004 Long Range Waterfront Master Plan (LRWP) recommended the establishment of an overlay district “Waterfront District” to provide design guidelines for development in this area. Draft guidelines were developed, but no more action was taken. The draft guidelines focus on building aesthetics and site design, such as landscaping and parking. **Steering Committee –we’ve talked about design guidelines, and it seems general support for them if they are incentivized and do not create processes that slow/bog down permitting/development processes. Any other thoughts?**

Marine Park to Taku Dock (D&H urban design plan) is included in the Waterfront Plan in subarea D. This 2018 Master Plan establishes a vision and plan for the uplands between Marine Park and Taku Dock and includes the Archipelago property. One of the goals of the plan was foster a public/private partnership for cohesive and coordinated redevelopment of this site.

Commented [AP1]: AJ mine, Ferry dock, development of additional cruise ship berths. If we really want to go back we could talk about the historic expansion of the waterfront – how most of downtown Juneau is on mine tailings

Since the plan was completed the Archipelago site has been re-platted, and the private owners have an approved plan to develop the uplands portion of the area as mixed use. While the plan supported including housing in mixed-use development of the site, the approved project does not include housing. The addition of housing did not “pencil out” and the proposed development will be commercial retail, office space, and food service. Docks and Harbors will develop primarily tidelands for cruise ship visitor needs, including a transportation staging area, pedestrian circulation, covered shelter with restrooms, and open space.

The area known as the Subport is identified in the 2004 Long Range Waterfront Plan as having the greatest potential for Juneau’s renaissance. The plan recommends redeveloping the Subport to provide for a mix of residential, commercial, office, hotel, cultural activities and open space with economic and social life year round. The plan also recommends investigating whether the development of new maritime activities such as small craft marina, a yacht club or a cruise ship pier are appropriate. The property adjacent to the shoreline is zoned Waterfront Commercial. The U.S. Coast Guard and NOAA own the majority of this area. The uplands portion of the Subport is zoned MU2 and is owned by the Alaska Mental Health Trust Authority (AMHTA). In 2019, Norwegian Cruise Lines was the highest bidder of a sale offered by AMHTA. (update as needed) This site is one of the remaining sections of the Seawalk to be constructed. The Waterfront Plan also makes recommendations about “massing and scale” of development. It recommends a 45’ maximum building height inland, and a 35’ maximum building height on the waterside. The plan states buildings should be consistent with the maritime architectural character of Juneau, and include deep recessed building openings and strong detailing. The rezoning of the uplands to MU2 was recommended by the LRWP. This zoning accommodates the mixed use development envisioned by the LRWP for this area. The recommendations for two different building heights can be accomplished with this zoning district, but compelling the lower building height will be difficult for any development that can be approved administratively.

Steering Committee – Thoughts on the future of the Subport? Zoning?

Development of the Subport should support the development of the arts and cultural district envisioned for the Aak w’ Kwaan/Glacier Avenue subdistrict.

Juneau-Douglas Bridge to Gold Creek is discussed in the LRWP as well as the Harbor Uplands Master Plan. The LRWP states this area holds promise as a mixed use area, with two and three story office, residential, hospitality and recreational uses. The plan calls for development of a gateway into downtown, traffic calming along Egan Drive, and enhancement of tidelands and natural areas. The development of the park and reconstruction of Egan Drive have implemented many aspects of this vision. The Harbors Upland Master Plan would link the Seawalk with the Harbor Walk. Additionally, the plan suggests a community building at Bridge Park. The use of the building is undetermined, but a museum, yacht club or restaurant are suggested. The primary idea is to create a destination and focal point for community gathering and special events on the waterfront. The plan also envisions a kayak launch.

Merchants wharf is included in “Area C” of the LRWP, with Marine Park. The LRWP calls for partial or full removal of Merchants Wharf and expansion of Marine Park to create a “village green”. The plan envisions this area as a marine gateway for downtown, creating a view from Main Street and a Capitol Complex at Telephone Hill. The Seawalk would continue in this area as well.

Placemaking

The Seawalk and Marine Park are natural locations for placemaking, and both host a variety of planned and spontaneous activities. Many developments have incorporated art (photos here) and landscaping. As with the Downtown sub-district, more opportunities for placemaking exist, much of the area is shuttered during the winter months, and many residents avoid the area during the crowded tourist season.

Specific placemaking opportunities in the Subarea:

- Marine Park as a “town center” type of development –the heart of downtown Juneau
- Archipelago during the winter
- Outdoor exercise, music, and pop up markets at Overstreet Park

Rock Dump

The area known as the “Rock Dump” is located at the southern end of the Blueprint Downtown planning area.

History

The area is built out of mine tailings from the Alaska-Gastineau mine, which was at one point, the largest gold mine in the world.

Housing

The Rock Dump is zoned Industrial and Waterfront Industrial. These zoning districts do not allow residential uses. A single caretaker unit may be allowed as an accessory use to an industrial use. In general, residential uses are not compatible with industrial uses. Areas held for industrial use are intended to accommodate land uses that generate noise, odors, dust and have other impacts to the surrounding area. The Rock Dump does have a number of caretaker units. A series of “boat condos” were developed on independent lots, each with a care taker unit. The Comprehensive Plan has many policies in place about the need to retain industrially zoned land. **Steering Committee –thoughts?**

Land use –

The Rock Dump subdistrict uplands are zoned Industrial and the shoreline is zoned Waterfront Industrial. The primary difference between the districts is that Waterfront Industrial focuses on and prioritizes land uses that are “water dependent” or “water related”. The 2004 Waterfront Plan envisions this area continuing as an economic engine and logistics point for Juneau by preserving and continuing waterfront dependent and industrial uses. This plan also recommends removing tourist related retail as a permissible use in this area. The plan supports tourist related retail as an accessory use to a cruise ship dock (AJ Dock/UNOCAL). The plan also calls for continued operation of the CBJ waste water treatment facility with buffering and screening. The end of the Seawalk is planned for the area of the AJ Dock. The plan recommends a transition to recreation corridor that would run along seaward of the uplands, connecting to the Little Rock Dump. **Steering Committee – thoughts?**

Placemaking

In general Placemaking isn’t encouraged in Industrial Areas to maintain safety of the general public and those working in the area. There are placemaking opportunities where passengers disembark at the AJ Dock and along the Seawalk and along the envisioned recreation corridor.

Ideas?

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 young professionals, legislative staff, seasonal workers, and residents "downsizing."

Housing recommendations:

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

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.

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 Cemetery; 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 Flats are primarily zoned D5. The D5 zoning district allows single family and duplex development, as well as accessory apartments. 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.

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.

Land use –

As described above, these neighborhoods are a mix of residential zoning districts. The Comprehensive Land Use designation is primarily Medium Density Residential, which encompasses density up to 20 units per acre and may be in single family or multi-family development. The Flats is designated MDR-SF –which accommodates only single-family development, at densities of 10 to 20 units per acre. The D5 zoning district has the largest minimum lot size and allows for the fewest dwelling units per site. The ADOD will provide additional flexibility for redevelopment of this area in regard to site development, and density. Furthermore, implementation of the MDR-SF will need lot sizes ranging from 2,200 square feet to 4,400 square feet, similar to the D10-SF zoning district. The ADOD recommends a lot size of 3,000 square feet. **Steering Committee – thoughts on residential zoning? Lot size? Density?**

Recommendations for housing and land use:

Evaluate zoning in these neighborhoods with consideration of lot size and density. Increased density may be provided by smaller lot area, increased number of units per lot, or a combination of the two. When the number of units per lot is increased design considerations should be required so that development reflects the existing neighborhood character.

Placemaking

Flats- rainbow cross walks, Halloween, Free day

Chicken Ridge ?? – cathedral park double check and cross reference with Downtown subdistrict

Starr Hill ??

Highlands ??

Harbors

The Harbors subdistrict begins at the Juneau-Douglas Bridge and stretches north to the end of the Blueprint Downtown planning area at Norway Point. The subdistrict is bounded by Egan Drive on the upland side and Gastineau Channel on the shore side. The majority of this subdistrict is owned by the City and Borough of Juneau. Uplands development is constrained by the AkDOT right-of-way. The University of Alaska, Southeast and the Federal government are also landowners, and there are two small areas in private ownership.

Aurora Harbor has twelve main floats (A-N) that extend from a long headwalk float near shore to accommodate nearly 500 vessels ranging in length between 16 and 100 feet. The moorage system is constructed from a combination of wood and concrete floats. Twenty-one covered float houses provide moorage capacity for about 42 vessels. Power, lighting and potable water utilities are available on all moorage floats.

Harris Harbor has 5 main floats (1-5) that extend from a headwalk float near shore to accommodate nearly 200 vessels. Power, lighting and potable water utilities are available on all moorage floats.

The 2017 Juneau Downtown Harbors Uplands Master Plan, Bridge Park to Norway Point is a development plan with a phased approach to enhancing the Juneau downtown harbor uplands. The document establishes a vision and master plan. When implemented it will provide facilities to support harbor users, the fishing fleet, and the community.

History

Aurora Harbor is Juneau's largest downtown district harbor, featuring a 19-acre basin located just north of Harris Harbor and south of the Yacht Club. This central harbor was constructed by the US Army Corp of Engineers between 1962 and 1964 and is formed by a stone jetty to the north and a detached breakwater and timber wave barrier along Gastineau Channel. Harris Harbor was constructed in 1968 US Army Corp of Engineers and is formed by the Juneau-Douglas Bridge abutment to the south and a stone jetty along Gastineau Channel.

Following the construction of Aurora and Harris Harbors, in 1968 the first phase of the "Juneau Outer Drive" Project began. This is now known as Egan Drive and limits uplands development at both harbors.

Housing

Housing in the subdistrict is primarily "live-aboard". A live aboard is the use of a boat as permanent housing. Currently there are 40 vessels in Harris Harbor and 34 vessels in Aurora Harbor registered as live-aboard vessels. Live-aboards pay an additional fee to their moorage and are required to have a U.S. Coast Guard approved marine sanitation device on board. There are currently no policies or a limit on the number of live-aboards that may be moored in Harris and Aurora Harbors.

The Harbors Master Plan envisions housing above commercial uses in Harris Harbor. As the owner/land manager the City and Borough of Juneau is in a unique position to require mixed-use development. However, housing is outside the mission and scope of authority of Docks and Harbors, the managing

entity. Mixed use development could be required through the lease process. Mechanisms to require the desired mixed use development should be explored.

Land use –

The Harbors subdistrict is zoned Waterfront Commercial. This zoning district can accommodate all the development called for in the Master Plan. The Comprehensive Plan designates the majority of the subdistrict as Marine Commercial. The area of Norway Point is designated Waterfront Commercial/Industrial. The Waterfront Commercial zoning district aligns well with these designations.

Norway Point – The Master Plan envisions developing Norway Point as a marine service center to increase local capacity for vessel repair and maintenance. The Master Plan estimates this would provide \$2 to \$3.5 million annually in increased economic activity.

Aurora Harbor and Harris Harbors – The Master Plan recommends improved access from the Harbors to Egan Drive with a harbor road connecting both harbors and one main access point at the Fisherman’s Terminal. Parking would be reconfigured and a “harbor walk” added. The harbor walk would connect to the Seawalk at the Juneau Douglas Bridge. The proposed improvements will increase safety for drivers and pedestrians. Arriving boaters will also have increased access to stores and restaurants. Harris Harbor uplands would be redeveloped and leased. The area could accommodate food trucks and small retail, or professional maritime related businesses. The plan suggests that housing could be offered on the upper level. This mixed-use scenario is seen as a way to make the harbor a destination and a vibrant part of the community.

Fisherman’s Terminal –The Harbors Upland Management Plan recognizes the economic value of commercial fishing to Juneau. To support this segment of Juneau’s economy, the plan seeks to consolidate commercial fishing activity to the area adjacent to the UAS Tech Center while providing necessary facilities. To this end, the crane dock would be expanded, aging floats replaced and enlarged and a “net shed” added. A net shed is an area designated for the repair of fishing nets. Direct fish sales would be allowed here as well. The plan envisions a new harbormaster office, with commercial retail space, public restrooms and a laundry. The Harbor Walk would continue through this area to join the Seawalk.

Juneau-Douglas Bridge – The Seawalk and Harbor Walk would meet, providing uninterrupted pedestrian access from the Harbors to the Waterfront, Downtown and Rock Dump. The plan suggests a community building at Bridge Park. The use of the building is undetermined, but a museum, yacht club or restaurant are suggested. The primary idea is to create a destination and focal point for community gathering and special events on the waterfront. The plan also envisions additional access to the water via a kayak launch.

Placemaking

A working waterfront is often a destination for those not working in the industry. Adding direct fish sales, retail, and housing with better vehicular and pedestrian access will make this area more vibrant. Improvements should include integrated art as an element of placemaking. **Steering committee – other ideas?**

Actions

Historic districts and/or surveys

Mainstreet