

CHAPTER 1. INTRODUCTION

Purpose of the Downtown Plan

Downtown Juneau has been the subject of many past plans; Blueprint Downtown offers a different approach. Blueprint Downtown incorporates past planning efforts by combining them with a community vision of how downtown should continue to grow, develop, and harness opportunities, while addressing the unique challenges that come along with ensuring that it continues to be a positive place to live, work, learn, and visit. The existing plans, and the time and effort spent creating them, serve as the foundation for Blueprint Downtown—an action-oriented strategy to enhance downtown, update zoning, and create place-making opportunities. This is all built from a dynamic community engagement process, resulting in a 20-year blueprint for downtown.

Blueprint Downtown is Juneau’s subarea plan for the portion of the community extending from the “rock dump” to the south and Norway Point to the north. This plan provides a long-term, coordinated outlook to help direct decision-making affecting the ongoing revitalization and enhancement of downtown. This will allow the City to continue to build upon its existing natural, social, and physical assets. The Subarea Plan supports and implements the policies presented in the 2013 Juneau Comprehensive Plan, while concentrating on issues and opportunities at a scale more responsive to the Subarea’s specific needs.

The City and Borough Assembly, City Departments, and the Planning Commission, as well as other CBJ Boards and commissions, will refer to this document so they can:

- make informed decisions concerning future growth and development while maintaining a positive quality of life for residents
- plan for projects more efficiently
- assign appropriate resources to community needs
- identify needs for new or revised zoning and/or development authorities
- identify infrastructure priorities

The plan will also provide a framework to guide individuals, private companies, and other stakeholders when making investment and development decisions, and when questions affecting community development arise. Since the plan will guide community changes, it will be updated over time to reflect the changing needs of the community as new developments and trends occur.

A major goal of the Blueprint Downtown Area Plan is to provide strategic direction for development and growth, while embracing livability and a sense of place. In doing so, the planning process coordinated with all major ongoing projects and plans with the goal of collectively strengthening Downtown Juneau and firmly positioning it as Juneau’s civic, cultural, and economic heart.

Overall Vision

In a community plan, a vision is a positive outcome or an ultimate condition that a community desires to move forward. It builds upon community strengths and addresses community weaknesses. The vision is a significant aspect of a community plan because it is an expression of local desires for quality of life and future development, which will guide residents, landowners, and City decision makers. The vision should inspire and motivate the community to achieve their picture of the future. It should be used as a filter for future development proposals: “Does this fit with our stated vision? Will this help us to achieve our vision?”

The following vision was developed for the downtown planning area of Juneau:

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.

Through the public visioning exercise, nine focus areas were developed, each with a vision. These focus areas, as discussed in more detail later in this chapter, establish the foundation of the downtown area plan. They are intended to support and provide clarity for achieving the plan’s overall vision. They also provide a means for guiding and evaluating improvements to the key elements of the plan, such as business development, jobs, streets, parks, trails, historic preservation, etc. As the community is pursuing downtown revitalization in the future, it should look to the overall vision and the focus area visions when evaluating efforts and proposals for reinvesting, redesigning, and redeveloping in downtown.

Downtown Accomplishments

Downtown Juneau has a long and colorful history with many accomplishments, evolving from a traditional summer fish camp, to a gritty mining town, to the state Capitol and a sought-after destination for millions of tourists. Considerable progress has been made on community-identified goals for Downtown. **Figure X**, while not a comprehensive list of achievements, shows a wide range of both private and public improvements of which Juneau can be proud.

Add as graphic/table format –

Street infrastructure – Main Street; Seward Street; Front, Franklin and Ferry Way; Whittier Street, Egan Drive

Dock expansions and associated upland infrastructure – CBJ Cruise Terminal and Alaska Steamship docks, Private Franklin and AJ docks

Borough facilities to address downtown homelessness – Housing First in Lemon Creek, Rainforest Recovery Sleep Off at St Vincent de Paul, (will Glory Hall move happen during project lifetime or at all?)

Transportation facilities – Downtown Transit Center and multi-story parking structure

Acquisition of lands by CBJ – Public safety building, (Sub-port?)

Investment in existing and new buildings e.g. Andrew P. Kashevaroff (APK) Building State Museum Building, Hellenthal/Palace Theater Building renovation, Soboleff Center new construction, Four Seasons and Baraonff Facelift, Building improvements on Seward

Park and recreation facilities – Overstreet Park, Marine Park, Seawalk,

Public art – Tahku Whale sculpture (Overstreet Park), Aquileans (Seawalk adjacent to Cruise Terminal and Alaska Steamship Docks), House Posts (Walter Soboleff Building), Street and sidewalk inlays (Front and Franklin)

Community Engagement: The “Blueprint” Planning Process

VISIONING PROCESS

This vision component was intended to identify broad community sentiment, and to refine it to help define and guide the more detailed Area Plan. The vision process was completed in February 2019 by MRV Architects with sub-consultants Sheinberg Associates and Lucid Reverie. The vision component received the 2020 “Most Innovative” award from the Alaska Chapter of the American Planning Association. The first component (*reference document as appendix*) established community visions for nine focus areas, which then informed details of the broader Area Plan as it was completed. Each focus area identified vision priorities, as well as strategies for cultivating opportunities and addressing challenges, that were integrated into the plan.

A diversity of outreach techniques was used to capture a broad cross-section of what downtown users felt was right and wrong with current conditions, and what changes should be prioritized over the next 20 years.

These outreach efforts took place during July through late October 2018, and included an initial community meeting (August 30) that about 120 people attended; approximately 400 clip-board surveys of seasonal visitors, business owners and managers, and residents; and comment forms submitted by

meeting attendees and via the project’s web page. In addition, a few groups conducted “meetings-in-a box” to provide their comments. Efforts also included outreach to social, fraternal, and non-profit groups to host additional meetings, including with Sealaska Heritage Institute, Filipino Community, Inc., and the Historic Resources Advisory Committee. Social media and website updates were open for additional comments throughout the process. Information was also gathered from the Juneau Economic Development Council (JEDC) 2018 Alaska State Legislature Satisfaction Survey and the JEDC 2018 (winter) Business Visitor Satisfaction Survey, and a collection of short surveys left in local businesses and public venues.

These outreach efforts solicited comments from as diverse an audience as possible, whose results were recorded and shared. The best estimate is that input was received from 800 to 900 unique individuals. Following development of the plan document, public outreach included...(to be added)

STEERING COMMITTEE

The Steering Committee was appointed by the Planning Commission on October 23, 2018 to guide and inform the Blueprint Downtown Area Plan. The Steering Committee is a dynamic, well-balanced, informed group representing a wide variety of interests including business, personal, environmental, and cultural perspectives, ensuring fairness, transparency and an effective planning process. Members of the committee who served during part of the planning process are noted with an *. The following individuals served on the Steering Committee:

Betsy Brenneman
Kirby Day
Daniel Glidmann
Michael Heumann
Wayne Jensen*
Laura Martinson
Lily Otsea *
Karena Perry, Vice Chair
Jill Ramiel
Meilani Schijvens*
Patty Ware
Christine Woll, Chair
Ricardo Worl
Iris Mathews*
Talia Gerger*
Nathaniel Dye, Planning Commission Liaison

MEETINGS/FOCUS GROUPS

CDD conducted seven focus group meetings in 2019 and 2020. These focus groups included professionals in transportation and infrastructure, natural resources and recreation, human services, business and economic development, arts, history, and culture, housing, and CBJ departments.

Each focus group was asked specific questions regarding their knowledge about an identified topic. Focus group meetings were held in an interactive forum setting where participants were able to speak openly with fellow focus group members. The discussion topics and data gathered were used to further inform a wide variety of area plan topics. The focus group report is found in [appendix X](#).

The following questions and topic were discussed by Blueprint Downtown area focus groups:

- What are Downtown Juneau's strengths and opportunities?
- What are Downtown Juneau's weaknesses and threats?
- What do you hope to see in the future, both short- and long-term?

A RENEWED VISION FOR DOWNTOWN

Through an intensive public process, nine core visions emerged for Downtown Juneau:

- A. Business Vitality- *Vision*:** Private and public investment downtown should focus on improving Juneau as a year-round commercial center for locals and visitors alike. Increased investment in and by locally-focused businesses will be self-reinforcing, creating greater vitality. Growth should emphasize authenticity, highlighting Juneau's setting, history, culture, and scale. Explore incentives or programs to reward businesses that are open year-round.
- B. Identify and Culture- *Vision*:** Juneau's appeal flows from the richness of our diverse cultures, our status as Alaska's Capital, and the opportunity to showcase our compelling history. The real connection between people, cultures, water, and land provides an authenticity that differentiates Juneau from other communities. Our unique story should be emphasized in all downtown design and planning, building and construction, street improvements, and public art installations.
- C. Housing and Neighborhoods- *Vision*:** 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.

- D. Vehicle Circulation and Parking, including Bicycles- *Vision*:** Juneau’s downtown vitality and growth is critically linked to improving the vehicular movement through the downtown core. Given the limited space for roadways, and competing needs for pedestrian and cyclist flow, innovative ways to provide passage for critical buses, trucks, and automobiles will need to be implemented. A “Circulator” system to easily move pedestrians across the downtown core is a highly supported and critical step to reduce the number of vehicles on the street, as well as downtown parking demand.
- E. Pedestrian Access and Experience- *Vision*:** Pedestrian routes should continue to be improved to reduce summer congestion and to flow smoothly and safely, linking the waterfront and various downtown destinations. Expanded canopies and improved streetscapes will enhance comfortable and safe routes in all weather conditions and times of the year. Pedestrian enhancements and congestion management should explore pedestrian-only street areas for special activities and events. Greater ease of pedestrian links between the waterfront dock areas and downtown streets should be a focus.
- F. Sustainability- *Vision*:** Juneau has the opportunity to showcase best sustainable practices, focusing on a transition from fossil fuels to renewable hydroelectricity for heating and transportation. Mitigating cruise industry impacts, with steps such as increased shore-side power, is a key element of this shared focus on enhancing renewable energy. Sustainable practices are critical to maintaining our area’s intrinsic beauty, quality of our setting, and working with our local resources.
- G. Carrying Capacity- *Vision*:** Juneau must continue to balance the increasing demands of rapidly rising seasonal visitation with those of local residents. For Juneau to retain its enviable position as a top cruise destination, logistical challenges and impacts must be mitigated to retain the quality experienced by visitors. A key element of this success should focus on the authenticity of the experience in Juneau, and the sense of place.
- H. Natural Environment, Recreation- *Vision*:** Juneau’s location and scale offers an unrivaled opportunity to emphasize our setting between the mountains and sea, showcasing our natural surroundings. A community and business focus on our setting, coupled with an authentic experience, can make Juneau a leading example of a community that embraces residents and visitors ranging from “8 to 80” in a deeply beautiful place. A key community priority is the waterfront, with needed steps to enhance recreation assets and opportunities along the waterfront for both visitors and residents, including families.
- I. Public Safety- *Vision*:** Public safety and downtown vitality will improve hand in hand. The CBJ should continue to emphasize on-street neighborhood policing. This step, along with increased housing for the homeless, housing opportunities, and year-round uses, will improve real and perceived public safety, increase community pride, contribute to our community’s health and wellness, and enhance economic opportunity.

Together, these nine focus areas facilitate the overall vision for Downtown Juneau.

PLANNING AREA BOUNDARY

The Blueprint Downtown Area Plan area boundary (see map X) encompasses approximately 613 acres and is divided into eight districts.

RELATIONSHIP TO CBJ COMPREHENSIVE PLAN

The 2013 Comprehensive Plan of the City and Borough of Juneau (Comp Plan) is the overall guiding document for the entire borough. The Comp Plan provides a logical, consistent, and purposeful approach to managing community growth and development throughout the borough. This plan is further refined with the adoption of addendum plans, which generally fall into two categories – “functional” and “area-specific.” Functional plans compliment and provide more specific direction or guidance for the entire borough, and may include recommendations specific to the Blueprint Downtown planning area. Area-specific plans provide more detail for a particular geographic area within the borough. Figure X inventories the adopted plans and illustrates the relationship of the plans beginning with the comprehensive plan, which provides broad direction for the entire city. All of these documents include implementation actions, which are later carried out through a variety of mechanisms and entities. Additionally, all of the plans completed that touch on the Blueprint Downtown effort, whether they are adopted as an addendum to the Comprehensive Plan, by resolution, or not adopted, are listed in appendix X.

The Comprehensive Plan identifies the need to construct neighborhood plans. Additionally, the Comprehensive Plan outlines policies that are designed to shape Downtown into a vibrant city center and support Juneau’s continuation as Alaska’s Capital City. The Comp Plan sets the stage for the Blueprint Downtown Area Plan, and future amendments to comprehensive plan maps, the land use code and zoning districts. Throughout this plan, relevant policies from the 2013 Comprehensive Plan and officially adopted addendum plans are acknowledged.

The Blueprint Downtown Area Plan is adopted as an addendum to the Comp Plan. The Blueprint Downtown Area Plan refines and, in some cases, updates the goals of the Comp Plan. Where Blueprint Downtown and the Comprehensive Plan do not align, or where Blueprint is more specific, the Blueprint Downtown Area Plan supersedes the Comp Plan as it pertains to the Blueprint Downtown planning area. The Blueprint Downtown Area Plan is generally consistent with the CBJ Comprehensive Plan. In fact, when the Blueprint Downtown Area Plan is implemented, it will help Juneau reach many of the goals articulated in Comprehensive Plan. The 2013 Comprehensive Plan is referenced throughout this draft. At the time of writing, CBJ is early in the process of updating the Comprehensive Plan to better fit with the many supporting functional and sub-area plans. The specific recommendations from the 2013 Comprehensive Plan remain relevant and those that support the direction of Blueprint Downtown will be carried forward herein.

RELATIONSHIP TO EXISTING PLANS AND POLICIES

Blueprint's purpose is to create a coordinated vision and implementation strategy for Downtown, inventorying and building on past plans. As discussed above, many other plans have been adopted as addendums to the Comprehensive Plan. Additionally, other plans have been adopted by resolution. These plans are not officially a component of the Comprehensive Plan, but they do represent official Borough policies. Many of the stated goals and policies of those plans also inform or guide Blueprint Downtown. As with the Comprehensive Plan and addendum plans, relevant polices are acknowledged throughout this plan. (add graphic)

The following policies from the 2013 Comprehensive Plan are particularly relevant to the Blueprint Downtown Plan:

To maintain and strengthen downtown Juneau as a safe, dynamic and pleasant center for government and legislative activities, public gatherings, cultural and entertainment events, and residential and commercial activities in a manner that complements its rich historic character and building forms.

To reserve sufficient lands and facilities to support the State Capital functions in Downtown Juneau, including the provision of adequate transportation, housing, commerce communications services, cultural and entertainment activities and other support services.

CHAPTER 3. JUNEAU'S HISTORY & NATURAL CONTEXT

Downtown Juneau is located on Gastineau Channel. Sheltered from the Pacific Ocean by a belt of islands, it has a close view of the bridge-connected Douglas Island. Downtown Juneau is nestled at the base of Mount Roberts and Mount Juneau, which rise from the water's edge to more than 3,500 feet. Due to these geographic constraints, development is linear.

Juneau's climate, Pacific Temperate Rainforest, is primarily influenced by the North Pacific Ocean, and secondarily by the high, mountainous interior regions of northern British Columbia and the Yukon Territory. Much of the time, westerly breezes carry wet weather systems from the North Pacific through the waterways and across the islands of the Inside Passage. At times, high pressure systems in northern Canada bring strong winds and fair skies, along with cold air in winter and warm air in summer.

Normal summer temperatures are in the 50s and 60s (degrees Fahrenheit), occasionally hitting the 70s, and rarely the 80s. Normal winter temperatures are in the 20s and 30s, sometimes dipping into single digits or lower due to wintry blasts from the interior.

Average annual precipitation is around 55 inches, with about 95 inches of snow annually. Microclimates are ubiquitous, resulting in significant increases or decreases in both temperature and precipitation within very short distances. Downtown Juneau, for example, is heavily influenced by the ocean and experiences warmer temperatures and more rain than the Mendenhall Valley, just six miles away, which is influenced by the Mendenhall Glacier. On average, the driest months of the year are April and May and the wettest is October, with the warmest being July and the coldest January and February.

On the summer solstice, the sun rises before 4 a.m. and sets after 10 p.m. for more than 18 hours of daylight. On the winter solstice, the sun rises at nearly 9 a.m. and sets shortly after 3 p.m. for just over 6 hours of daylight. In the spring, Juneau gains more than half an hour of sunlight each week, and fall brings equally rapid change as sunlight diminishes at the same pace.

Our lives are shaped by Juneau's remote location, weather patterns and proximity to the ocean and rainforest. The ways in which we build our houses and our infrastructure, and how we choose to express ourselves artistically, have all been influenced by the natural environment, and have been since the days of the first Tlingit communities.

Community Visioning Results

The Blueprint Downtown Visioning Process identified Natural Environment and Recreation as one of the nine Downtown Focus Areas. The focus area vision states:

The location and scale of Juneau offers an unrivaled opportunity to emphasize our setting between the mountains and sea, showcasing an unspoiled and pristine environment. A community and business focus on our setting, coupled with an authentic experience, can make Juneau a leading example of a community embracing residents and visitors ranging from “8 to 80” in a deeply beautiful place. A key community priority is the waterfront, with needed steps to enhance recreation assets and opportunities along the waterfront for both visitors and residents, including families.

Identity and Culture is another of the nine Focus Areas. The focus area vision states:

Juneau’s appeal flows from the richness of our diverse cultures, our status as Alaska’s Capital City, and the opportunity to showcase our compelling history. The real connection between people, cultures, water, and land provides an authenticity that differentiates Juneau from other communities. Our unique story should be emphasized in all downtown design and planning, building and construction, street improvements, and public art installations.

The Visioning Report also recommends a number of actions related to these focus areas, which have been integrated throughout this plan.

Historic Context

Although there were no known Tlingit villages in the study area, the Áak’w Kwaan had a village across the Gastineau Channel at the mouth of Fish Creek. Additionally, the Taku had their main village in Taku Inlet, the mouth of which lies just south of Gastineau Channel. Both the Áak’w and Taku fished this area of the channel often. After gold was discovered in Dzantik’i Heeni, present day Gold Creek, many Áak’w and Taku moved downtown and worked for money in the mines. In 1881, the US Navy engineered the move of Tlingit people from downtown Juneau to an area just outside the original Townsite. This neighborhood is greatly changed, and is known today as the Áak’w Village District.

After the discovery of gold, construction proceeded at a steady pace. The downtown business district (Juneau Townsite) developed almost immediately. Cabins for miners began to appear in the working class neighborhood of Starr Hill. By 1893, the Chicken Ridge neighborhood was being settled.

The architecture of the neighborhoods surrounding the original Juneau Townsite is reflective of the socioeconomic character of its historic residents. Chicken Ridge, the neighborhood of doctors, lawyers, business leaders and top mining personnel, features larger, more ornate representations of the popular Craftsman style; other styles include Colonial and Tudor Revivals, Prairie School, and Queen Ann.

Related Plans

- 2013 Comprehensive Plan
- 2019 Historic & Cultural Preservation Plan

The Starr Hill neighborhood historically housed the blue-collar workers of the community. These homes are generally smaller Craftsman Style, constructed of wood with sparse detailing. Many were constructed from the same floor plan as the Fries Miner's Cabins on Kennedy Street. Similar building styles are evident along Gastineau Avenue.

The Casey Shattuck neighborhood was subdivided in 1913 on the site of Juneau's original dairy farm. The residential buildings are predominately Craftsman Style. The unique feature of the Casey Shattuck neighborhood is that it is relatively level ground compared to the other neighborhoods of Juneau. This allowed a typical grid layout of the streets and alleys.

EVOLUTION OF THE BLUEPRINT PLANNING AREA (this will be a graphic) (include pre mining)

- Initial Development Era of neighborhoods
 - Chicken Ridge 1893-1911
 - Casey Shattuck early 1913-1930 – developed by William Casey and brothers Henry and Allen Shattuck. A flat patch of land, a rare find in Juneau, made these affordable and created a building boom in Juneau that led to a shortage in building materials with many land owners waiting months to begin construction while new materials were shipped in.
 - Starr Hill 1912-1920 – this neighborhood was home to many of Juneau's mine workers because of its close proximity to the Last Chance Mine.
 - Juneau Townsite
 - Downtown Historic District 1900-1938 – boundaries were established in 1983.
- First "permanent" building was constructed in 1880 sited at about Front and Main Street. About a dozen other cabins were raised that winter, along with the first hotel, the Franklin House.
- First street construction
 - Basin Road aka Basin Wagon Road was first constructed in 1885
- District Court moved from Sitka to Juneau in 1900
- First Alaska Territorial Legislature convenes in Juneau in 1913. The Legislature meet in what is now called the Senate Building, one of downtown Juneau's best preserved buildings. The first bill signed in to law gave women the right to vote.
- Court House construction year
- Governor's Mansion construction year
- State Capital Building construction year
- First City Hall
- Current City Hall
- Big mining events

- When Juneau city limits extended to encompass all of what is now downtown
- When tidelands were filled
- First and last ferry between Juneau and Douglas
- When utilities were buried
- When current capital building was constructed
- First cruise ships arrived in Juneau
- Construction of Federal Building 1964-1966

HISTORIC RESOURCE PRESERVATION

The community visioning process identified Downtown Juneau’s unique history and heritage as an asset worthy of investment. Juneau possesses a wealth of historic resources. Current documentation lists 479 buildings that were built before, or during, the first quarter of the 20th century. Many of these historic buildings make up a key part of Downtown's character and represent tangible links to the past. Downtown's sense of place relies, to a large extent, on its historic buildings and landscapes. These assets attract tourists, shoppers, businesses and residents. Over the years, many historic buildings have been lost, making those that remain even more important if Downtown is to keep a link to its past.

One of the best ways to identify and document historic properties is through building surveys. Building surveys inform a community about the historic resources it contains and why they may be important. They are used specifically in the evaluation of a resource’s eligibility for local and state significance, as well as potential listing on the National Register of Historic Places. Below is a list of buildings surveys that have been conducted within the study area. Ideally, building surveys would be updated every 10 years or so in order to provide an accurate record of our historic structures.

Name of Survey	Year Completed
Telephone Hill Historic Site and Structure Survey	1984
Inventory of Historic Sites and Structures (all neighborhoods)	1986
The Kennedy Street Miner’s Cabin Survey	1986
Juneau Townsite Historic Building Survey	1988
Chicken Ridge Historic Buildings Survey	1992
Casey Shattuck Neighborhood Building Survey	2004

Numerous state and national grants are available to assist property owners of historic buildings. In order to qualify for federal funds, buildings must be listed on the National Register of Historic Places, or exist within a historic district that is listed on the National Register. The Downtown

Historic District and the Chicken Ridge Historic District are both listed on the National Register of Historic Places. State grant funding can help support survey and building maintenance work. Many communities have seen these funds used to leverage additional private investment. The infusion of private and public funds can make a significant impact when focused in a relatively small area, such as the Blueprint Downtown study area.

With a few exceptions, the study area's built environment is representative of the mining history and the European building styles that were brought over with the first miners. While maintaining and documenting these building styles is key to preserving Juneau's historic character, the community wants to see Alaska Native culture represented in the built environment. The Front and Franklin Street Redesign Project inserted medallions with Tlingit phrases and imagery. The Sealaska Heritage Institute erected three totem poles on the corner of Front and Seward (add photos). More projects like this will go a long way in creating the cultural representation that the community wants.

The values associated with the preservation of historic and cultural resources include:

- Providing a link with the past
- Establishing a distinct market image
- Quickly making a building available for occupancy
- Providing an attractive image
- Supporting heritage tourism strategies
- Supporting goals for sustainability by conserving resources
- Reinforcing Downtown's character

Natural Resources

Throughout the year-long vision process, one of the most recurrent themes was appreciation of Juneau's incredible natural setting, which is a significant public benefit. The harbor frontage, mountains, trails, and adjacent wilderness are all easily accessible from the relatively compact, walkable downtown. Juneau's geography and geology provide exceptional economic, aesthetic, and recreational value, such as:

- Locally-sourced clean hydroelectric power
- Clean easily-accessed drinking water
- Recreation
- Commercial fishing
- Mining

- Tourism

Juneau's spectacular setting is also an unusually sensitive and complex physical environment. Downtown Juneau is at risk from avalanches, landslides, and flooding. Climate modeling predicts Juneau will see overall warmer and wetter weather, particularly in the Fall and Winter. These changes are expected to increase risk from these natural hazards, which weighs heavily in current and future development. Citation climate change: predicted impacts on Juneau, 2007

Avalanches and Landslides

Avalanches and landslides pose a serious threat to public safety and essential infrastructure in downtown Juneau due to the combination of extreme topography and high precipitation. This challenge is compounded by the scarcity of developable land. The 2013 State of Alaska All Hazards Mitigation Plan identified \$1.17 billion in facilities located in high hazard avalanche areas statewide, with \$563 million (48 percent) located within Juneau. In addition to state facilities, downtown Juneau has 62 homes, a hotel, and a boat harbor located in an avalanche area. In the last century, over 72 buildings have been damaged or destroyed by avalanches. According to the Swiss Institute for Snow and Avalanche Research, Juneau has the greatest potential for a catastrophic urban avalanche in the world. In addition, Juneau has approximately 4 to 5 times more landslide zones than avalanche zones. A 1936 landslide in downtown Juneau resulted in 15 deaths and dozens of destroyed or damaged structures. Compared to the 93 critical facilities in avalanche zones, CBJ has over 157 critical facilities located in landslide zones.

Avalanches, or snowslides, and landslides have many similarities. Avalanches are more likely to occur on moderately steep slopes. Vegetation that is taller than the snow is deep can help prevent avalanches, but when the snow covers the vegetation as well it is of little help. Landslides, or mudslides, also typically start in moderately steep areas with little to no vegetation, or where previously disturbed root systems are unable to hold the underlying material in place.

CBJ's hazard maps, adopted in 1987 for downtown Juneau, are based on maps created in the 1970s. These low-resolution maps combine landslide and avalanche areas into a single map that identifies moderate and severe hazard areas. A second hazard analysis was conducted in 1992 for a more limited area, and was not adopted. CBJ's adopted maps, along with other hazard maps and studies, may be found at: <http://www.juneau.org/cddftp/GeophysicalHazards.php>.

The need for a detailed avalanche/landslide hazard analysis is documented in the 2013 Comprehensive Plan and in a 2018 CBJ Assembly resolution. In July 2018, CBJ received a grant from the Federal Emergency Management Update to update the hazard maps. The updated maps will provide accurate identification of hazards to promote appropriate land use regulations and ensure public safety.

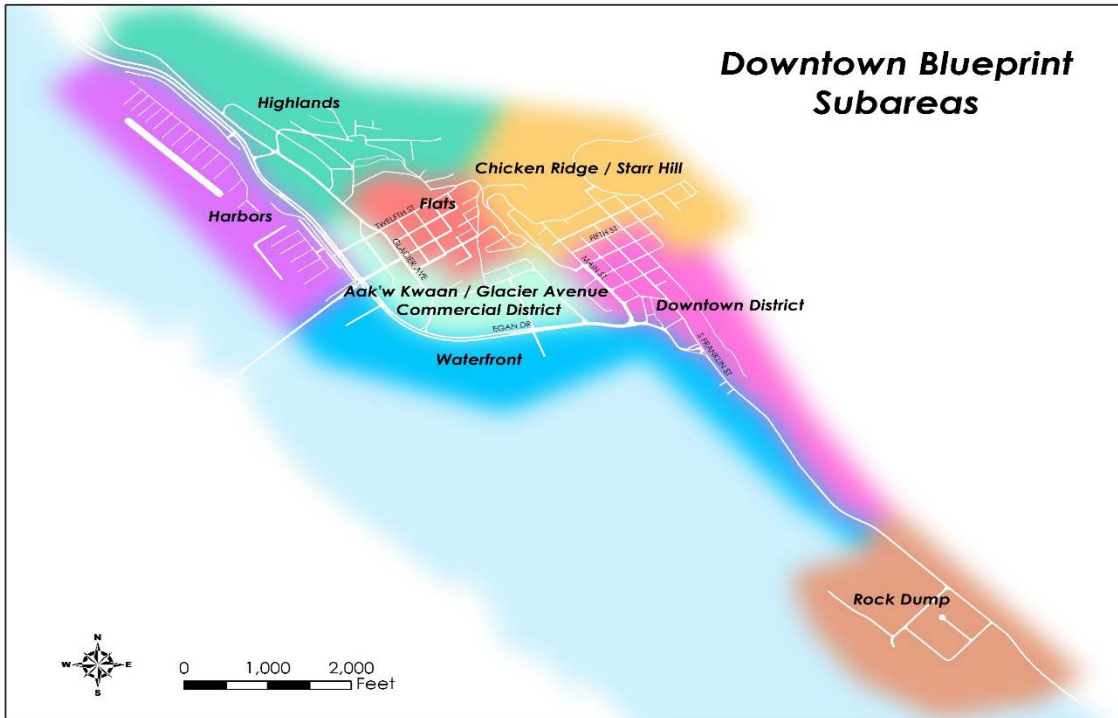
Flood

Flooding occurs with regular frequency in Juneau. This natural event is only problematic when it threatens public health, safety, and the built environment. Downtown Juneau is at greatest risk of coastal flooding, when high winds coincide with high tides to create storm surges and wave run-ups. The Federal Emergency Management Agency (FEMA) released new Borough-wide flood maps for public review in 2018. The maps were adopted in 2020. Much of the downtown waterfront area lies within a high hazard velocity flood zone. In the 2020 maps, some properties had minor reductions to the flood zone boundary; no properties were added.

Construction in velocity flood zones has specific building requirements that are implemented by both Title 49, the zoning code, and Title 19, the building code. These requirements comply with FEMA's regulations and allow property owners to maintain eligibility in the National Flood Insurance Program. Additionally, the regulations ensure that development in the flood zone is constructed to minimize danger and reduce financial impacts from flooding.

Downtown "Subareas"

The study area for the Blueprint Downtown Subarea Plan (the Plan) extends beyond the previously studied area boundaries. The expansion includes areas located north and south of the traditional Downtown. By including these areas, the Plan highlights their synergy with the traditional Downtown, and recognizes the economic vitality of the broader Blueprint Downtown study area. The planning area is incredibly diverse, including industrial areas, a compact business district, dense high-demand residential neighborhoods, mixed use areas, historic neighborhoods in various stages of revitalization, and a working waterfront. To recognize this diversity, the planning area has been divided into eight "subareas," each with its own distinguishing characteristics, which are discussed in detail in Chapter 5, Land Use, Neighborhoods and Housing. **Subarea map to be 11x17 fold out graphic below to be deleted**



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The Blueprint Downtown subarea boundaries follow the boundaries of historic neighborhoods, historic subdivisions, and areas of similar zoning, development characteristics, and land uses.

- The **Downtown District** on the subarea map is defined by the downtown historic district boundary, as well as the adjacent mixed use portions of the Juneau Townsite.
- The **Chicken Ridge/Starr Hill** subarea boundary up hill from the Downtown subarea and includes residential portions of the adjacent Juneau Townsite.
- The **Flats** subarea boundary is defined by residential areas of the historic Casey-Shattuck Subdivision, and is characterized by the prevalence of single family homes on relatively small lots.
- The **Highlands** subarea is defined by the residential areas of the historic Highlands Subdivision, and is characterized by residential

use and lots that are relatively larger than the adjacent Flats subarea.

- 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.
- The **Waterfront** subarea boundary is defined by the waterfront area south of the Juneau-Douglas Bridge, extending to the Rock Dump subarea. The Waterfront subarea uses are primarily related to the Cruise ship industry, government, and recreation.
- The **Harbors** subarea generally includes the area encompassing Harris Harbor and Aurora Basin.
- The **Rock Dump** subarea is defined by the tailings area along Thane Road that extends into Gastineau Channel and is characterized primarily by industrial uses.

CHAPTER 4. ECONOMIC VITALITY

Downtown Juneau is the economic heart of our community, and promoting economic development is one of the goals of this Area Plan. Economic development in Downtown Juneau benefits the entire borough, in both community vitality and a healthy economy. The Blueprint Downtown planning area contributes X % of the borough wide property tax revenue and X % of the borough wide sales tax revenue.

The vision developed through the Business Vitality visioning process captures the community sentiment as follows:

Private and public investment downtown should focus on improving Juneau as a year-round commercial center for residents and visitors alike. Increased investment in and by locally-focused businesses will be self-reinforcing, creating greater vitality. Growth should emphasize authenticity, highlighting Juneau's setting, history, culture and scale. Explore incentives or programs to reward businesses that are open year round.

Downtown Employment

Available data for Downtown Juneau is inconsistent across sectors and does not present a clear picture of downtown employment and commerce. The Juneau Economic Development Council produces an annual report that details Juneau's performance as a whole on a variety of indicators. This information is useful in context with the industries located downtown, and study area demographics (JEDC, 2019).

(make graphic) Juneau's average monthly employment for 2018 was 17,717 jobs and the top industries are service sector (9,113 jobs), followed by State of Alaska (3,700 jobs), local and tribal government (2,316 jobs), goods-producing industries (1,898 jobs), fishermen and crew (720 jobs) and federal civilians (690 jobs). With 1,151,100 cruise passenger arrivals in 2018, 2,800 of the jobs in the service sector category are either directly or indirectly related to tourism. While tourism and related businesses represent a visible and significant portion of downtown industry, Juneau's year-round function as the seat of state and local government separates it from other Southeast Alaska cruise ports. The downtown location of the State Capital also generates economic activity in the winter months when the State Legislature is in session and staff temporarily relocate to Juneau from other parts of Alaska. Additionally, the downtown harbors are home to a portion of Juneau's commercial fishing fleet. The Taku Smokeries processing dock is popular with tourists, and continued connection between these two industries is encouraged by the Docks and Harbors' Downtown Harbors Uplands Plan and Marine Park to Taku Dock Urban Design Plan.

The cancelled 2020 cruise season presents a difficult lesson on the importance of the cruise industry to the local economy. Juneau was scheduled to have 623 ship calls in 2020. Cruise visitors spend an average of \$162 each in port for a total of \$182.6 million in 2016. In that same year cruise lines spent \$26.4 million and crew members spent \$8.2 million. The direct economic impact of the visitor industry was \$238 million. The Juneau Economic Study calculates total direct, indirect, and induced economic impact of the cruise industry in 2016 at \$319 million or 10% of Juneau's economic output that year (source: Federal Maritime Commission, p. 16-20). According to the Southeast Alaska Business Climate and COVID Impacts Survey 2020 published by Southeast Conference, 70% of

Related Plans

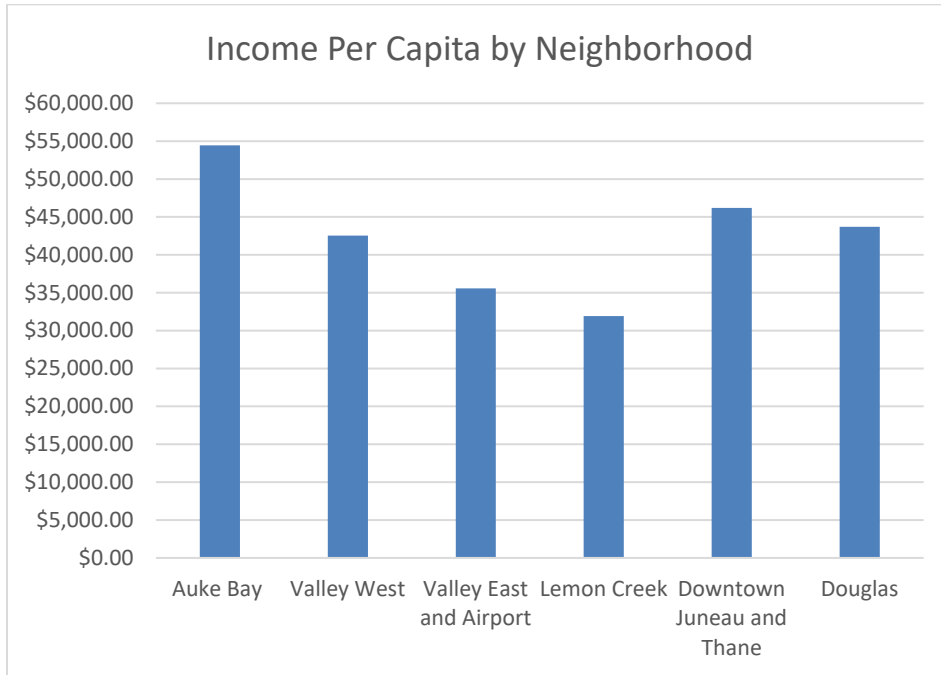
Economic Development has been included in numerous plans over the last 20 years. Blueprint is meant to build on these planning efforts.

Priority recommendations are listed in the table at the end of the chapter.

- 2013 Comprehensive Plan
- 2015 Juneau Economic Development Plan
- 2016 Housing Action Plan
- 1997 Capital City Vision Project
- 2002 Tourism Management Plan
- 2012 Willoughby District Plan

business leaders reported lost revenue, while 43% of business leaders reported that “loss of cruise ships has an enormous impact” on their businesses (pg. 15). Of the \$218 million dollars invested in all industries over the last 12 months, more than \$74 million was invested directly into the Tourism industry (Southeast Conference, pg. 18).

Per capita income downtown compared to other neighborhoods. Source is American Community Survey 5-year estimate.



With an annual per capita income of \$46,188, downtown is Juneau’s second most affluent neighborhood, trailing Auke Bay. As discussed elsewhere in this Plan, the historic neighborhoods downtown offer desirable real estate due to their unique character and central location. The neighborhoods are discussed in detail in Chapter 5, Land Use, Neighborhoods and Housing.

Housing as Economic Development

Housing contributes to the overall health of Downtown and supports business activity by enlivening the streets at all hours. In 2020, Juneau's Downtown contained approximately 3,000 dwelling units, with a population of about XXXX. (add data over time)

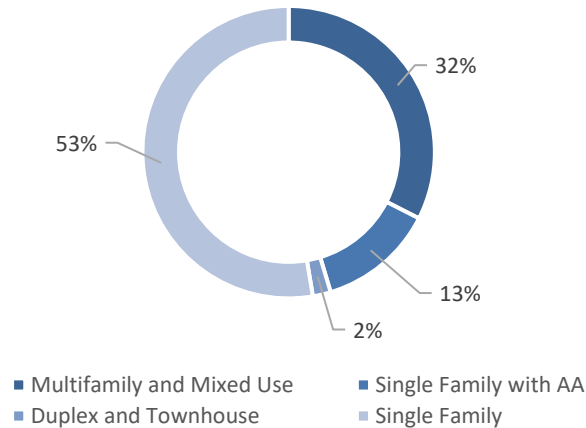
One of the strongest messages from the 2015 Economic Development plan was the clear connection between Juneau's economic success and an adequate supply of housing. The Housing Action Plan reaffirms this nexus. The plan also recommends creating stronger partnerships between government, non-profit, and for-profit developers, as well as the development of incentives to spur housing development. This plan also states that Downtown could be a much more vibrant, exciting place if more people lived there. The plan highlights the importance of using available land more efficiently, and recommends rehabilitating historic properties as a way to revitalize downtown and provide more housing.

Housing and Neighborhoods is one of the nine focus areas of the Visioning Report. The vision statement for this focus area is:

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.

Housing development is a fundamental opportunity for revitalizing downtown. To accommodate a wide variety of people interested in living Downtown, housing diversity is key. There are opportunities for higher density residential development, mixed-use development, infill development, and redevelopment. National trends show an increasing demand for "urban" living. Juneau's unique housing needs are based on seasonal changes, including housing for both legislative session and tourist season, which often overlap by several months. These groups are both in need of housing that is accessible to downtown. Despite demographic changes and the loss of State jobs, demand for workforce housing in downtown Juneau persists.

Housing Types in Downtown



Developing additional housing, particularly in the Downtown and Aak’w Kwaan/Glacier Avenue Commercial Districts, will provide the following benefits: built-in 18-hour customer base; additional tax revenue; increased vibrancy; increased revenue for property owners; opportunities for adaptive-use and other historic preservation; and new housing options. The Upstairs/Downtown Housing Inventory project inventoried a small area within the Downtown District with the goals of better understanding the downtown housing stock, finding opportunities where for housing development, and better understanding the barriers in order to guide future discussion and development of housing incentives. (map showing Upstairs/Downtown on BPDT)

Downtown housing accommodates an increasing and diverse residential population, requiring a wide range of housing types that are affordable to all incomes and abilities. The growth in the senior population as residents age in place suggests a need for more affordable, dense housing to support residents who no longer want to maintain single-family homes. The loss of the Bergmann Hotel and Gastineau Apartments displaced a few dozen lower income downtown residents. Accessory apartments have been successful in adding small, affordable units.

Additionally, local and national trends suggest that young professionals are increasingly interested in dense, walkable neighborhoods. Neighborhood revitalization creates jobs and benefits individual households by reducing transportation costs, while decreasing commute times and improving quality of life. Additional benefits of decreased commute times, and fewer vehicles on the roads are reduced street maintenance and emissions. Revitalization through placemaking drives investment – the Congress for the New Urbanism states that, “Decisions on where to invest, where to work, where to retire, and where to vacation are all made based on what a community looks like...In a world where capital is footloose, if you cannot differentiate [your town] from any other, you have no competitive advantage” (Congress for the New Urbanism, 2020).

source: <https://www.cnu.org/resources/economic-benefits>

Business vitality

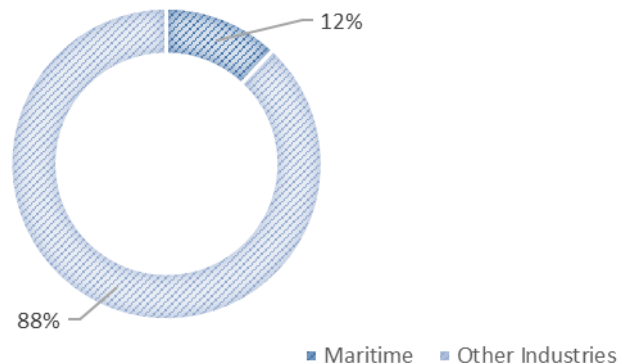
Nationwide, downtowns are struggling due to the prevalence of online shopping and the resulting challenges for brick and mortar businesses. Juneau’s downtown was once a full-service shopping area with businesses that supported all aspects of life in a remote community. With the development of the Mendenhall Valley and Lemon Creek as shopping centers and the growth of the tourism industry, Juneau’s downtown has transitioned from a full-service economy to a tourism economy. This change has benefits – businesses are well kept and attractive – but many buildings are shuttered during the off-season and some residents feel that downtown is no longer authentic – that by developing a tourist-friendly shopping area, the industry has “taken over” downtown Juneau.

In recent years, there has been an increase in adaptive reuse in the downtown districts. New restaurants, breweries, and a distillery create destinations for both residents and visitors. While South Franklin Street is largely tourism-related businesses, the area from Ferry Way to the Capitol Building is home to a variety of businesses that serve locals year-round. Proponents of developments at the Archipelago property and the Subport have both stated the intention of prioritizing local businesses. While shuttered businesses during the winter months are cause for concern, it is also important to consider how many businesses a community of Juneau’s size can realistically support. Great downtowns present a shared experience; people go downtown for an experience, rather than a single errand or purpose. Juneau may see more immediate benefits by focusing revitalization efforts toward areas where there is already local support and momentum while working to keep the South Franklin area safe in the off-season. CBJ and business groups should continue to explore opportunities for incentivizing year-round businesses, and seek creative ways to manage the impacts of businesses that are shuttered seasonally.

WORKING WATERFRONT

The waterfront comprises marine and upland activities associated with three functional areas: commercial, tourism, and recreation. The commercial activities have been termed as “working waterfront”, and include marine industrial or other non-tourism waterfront dependent/related uses. These include marine and bulk cargo and other industrial uses at the Rock Dump, the Coast Guard and NOAA near the Subport, and Taku Smokeries near the Tram. Additionally, the Harbors subarea includes commercial fishing support. The 2004 Waterfront Master Plan indicates the intent to maintain downtown Juneau’s working waterfront. The Harbors Upland Management Plan (Chapter 5) envisions expanding commercial fishing services. A concept articulated through the Visioning work is “authentic”. Maintaining and enhancing the working waterfront is one way of embodying authentic Juneau. However, cargo traffic generated at the Rock Dump is seen as conflicting with tourist traffic, and creates safety concerns. Recognizing the importance of receiving cargo, Blueprint supports the Rock Dump remaining an industrial area, until such time an alternative deep-water port is established. According to the Downtown Harbors Master Plan, the maritime industry is the second largest sector for workforce earnings, after government. Additionally, Juneau is Alaska’s top port for mid-sized vessels to larger vessels.

MARITIME INDUSTRY AS A % OF ALL JUNEAU EARNINGS



Source: Juneau Downtown Harbor Masters Plan, Bridge Park to Norway Point

JUNEAU’S MARITIME ECONOMY

- Total Maritime Jobs: 2,000
- Total Maritime Payroll: \$117.5 million
- 5-year change in jobs: +5%
- 5-year change in earnings: +8%

Source: Juneau Downtown Harbor Masters Plan, Bridge Park to Norway Point

ECONOMIC INITIATIVES

Although actions related to policies and processes in the Downtown can be important steps to spur new activity and development, it is also critical to have a holistic strategy to advertise those changes to partners. Providing clear and consistent messaging that highlights the actions of the City and partners, and shares the resulting success stories can be an essential part of promoting the Downtown. This effort can help attract and retain new residents and businesses, and encourage new development to support this growth. A successful image and branding campaign can also give the community a sense of pride in the Downtown as a destination and resource for the City as a whole. Branding could be accomplished through a Main Street program (discussed below and in Chapter 6).

Cities like New York and San Francisco are known as 24-hour cities with services, amenities and activity round-the clock. Smaller cities, such as Portland and Nashville are known as 18-hour cities, because they have downtowns that flourish outside the 9-5 workday. Downtown Juneau offers easy access to amenities, and has the potential to become an 18-hour city year round. As more housing is added, especially to the Downtown subdistrict, there will be a larger customer base for services, increased vibrancy, and potentially less vagrancy. It also may enable less reliance on automobiles. Added commercial and arts activities will also stimulate visits downtown by Juneau residents from outside downtown. The 2013 Comprehensive plan states that continued encouragement of businesses offering goods and services to local residents to locate downtown will improve its vibrancy and livability.

Juneau Economic Development Plan

In 2015 the CBJ adopted the Economic Development Plan, which is a 10-year economic development plan for the entire borough. The plan is discussed in detail in **appendix X**. All of the identified initiatives support downtown, but several impact the Blueprint planning area more directly, or can be focused to support downtown more directly. The eight potential initiatives identified in the plan are:

- Enhance Essential Infrastructure
- Build the Senior Economy
- Attract and Prepare the Next Generation Workforce
- Recognize and Expand Juneau's Position as a Research Center
- Build on our Strengths

- Protect and Enhance Juneau’s Role as the Capital City
- Revitalize Downtown
- Promote Housing Affordability and Availability.

Juneau Economic Development Council (JEDC)

JEDC, a private non-profit organization, is an economic development agency partially funded by the City and Borough of Juneau. JEDC’s annual work plan is developed to align with the Juneau Economic Development Plan and any special initiatives outlined in the annual grant from the CBJ. The JEDC Board has established five focus areas as follows:

- Help Make Juneau a Great (Capital City)
- Strengthen Key Regional Industries
- Develop Talent
- Promote Entrepreneurship and Small Business
- Deliver Economic Development Services

All of these focus areas support the economic vitality of Downtown Juneau. JEDC works with, and supports, the Downtown Business Association (DBA) and coordinates with the Chamber of Commerce. JEDC also worked with DBA in achieving Main Street accreditation, which is discussed below. JEDC’s FY2020 Status Report to the Assembly is found in [appendix X](#). A few examples of how JEDC supported economic vitality downtown are support in establishing a downtown Ambassador Program and the Umbrella Project as well as support the Visitor Products Cluster Working Group.

Main Street

In 2016, the Juneau Downtown Business Association contracted with the National Main Street Center to visit Juneau. This visit included, among other activities, a community visioning session and a workshop for businesses. The Technical Assistance Visit Report ([Appendix XX](#)) identifies Assets, Challenges, Opportunities and Priorities. The report also includes recommendations for next steps, a conceptual budget and opportunities for funding. In 2019, Juneau became Alaska’s first accredited Main Street Program. Main Street is also discussed in Chapters 3 and 6.

MAIN STREET FOUR-POINT APPROACH[®]

The Main Street Four-Point Approach[®] is a unique preservation-based economic development tool that enables communities to revitalize downtown and neighborhood business districts by leveraging local assets - from historic, cultural, and architectural resources to local enterprises and community pride. It is a comprehensive strategy that addresses the variety of issues and problems that challenge traditional commercial districts. More than 1,200 communities in 40 states have partnered with Main Street and used the Main Street Four-Point Approach to revitalize downtowns since the program was founded in 1980.

The success of the Main Street Approach[®] is based on its comprehensive nature. By carefully integrating four points into a practical downtown management strategy, a local Main Street program will produce fundamental changes in a community's economic base. The four points and eight guiding principles of the Main Street approach work together to build a sustainable and complete community revitalization effort.



Organization involves building a Main Street framework that is well represented by business and property owners, bankers, citizens, historic preservationists, entrepreneurs, public officials, chambers of commerce, and other local economic development organizations. Everyone must work together to renew downtown. A strong organization provides the structure and stability to build and maintain a long-term effort. It allows the Main Street revitalization program to provide effective, on-going management and advocacy for the area.

Promotion creates excitement and vibrancy downtown. Street festivals, cultural traditions parades, retail events, and image development campaigns are some of the ways Main Street provides education on what exists downtown, and encourages customer traffic. Promotion involves marketing an enticing image to shoppers, investors, and visitors and communicates the specialness of Downtown. Local businesses can market cooperatively.

Design enhances the look and feel of the commercial district. Historic

The Main Street Four Point Approach® is based on eight simple guiding principles. Main Street stresses self-reliance and builds on what is special about a downtown.

Comprehensive. A single project cannot revitalize a downtown or commercial neighborhood. An ongoing series of initiatives is vital to build community support and create lasting progress.

Incremental. Small projects make a big difference. They demonstrate that “things are happening” on Main Street and refine, the skills and confidence the program will need to tackle projects that are more complex.

Self-Help. Only local leadership can breed long-term success by fostering and demonstrating community involvement and commitment to the revitalization effort.

Public/Private Partnership. Every local Main Street program needs the support and expertise of both the public and private sectors. For an effective partnership, each must recognize the strengths and weaknesses of the other.

Identifying and Capitalizing on Existing Assets. Unique offerings and local assets provide the solid foundation for a successful Main Street initiative.

Quality. From storefront design to promotional campaigns to special events, quality must be instilled in the organization.

Change. Changing community attitudes and habits is essential to bring about a commercial district renaissance. A carefully planned Main Street program will help shift public perceptions and practices to support and sustain the revitalization process.

clean-up, landscaping, public art, street furniture, signage, visual merchandising, and lighting all improve the image of the downtown as a quality place to shop, work, walk, invest in, and live. Design improvements result in a reinvestment of public and private dollars to downtown.

Economic Vitality involves analyzing current market forces to develop long-term solutions. Recruiting new businesses, creatively converting unused space for new uses, and sharpening the competitiveness of Main Street's traditional merchants are examples of economic vitality activities. Supporting downtown housing is a key element of building Economic Vitality.

Main Street is a flexible program that can take many forms. As a part of the organization, Juneau can take advantage of the practical advice and assistance available. The technical visit report states having a Downtown Coordinator is the most important tool needed for Juneau to be successful in implementing a downtown revitalization. The 1997 Capital City Vision Project, 2013 Comprehensive Plan and the 2015 Economic Development Plan recommend this as well. Successful downtown development requires a person dedicated to coordinating activities and improvements. Many Main Street communities have an organization, often a 501c 3 Nonprofit, funded by methods such as grants, special taxation districts such as a Business Improvement District (BID), and donations. Some of these Main Street programs manage street clean ups, safety officers, programing, and façade improvements. Main Street is also discussed in Chapter 3 and Chapter 6. The Main Street American program is a preservation-based economic development strategy that operates out of the National Trust for Historic Preservation. Technical assistance offered by the program focuses on communities who are looking to revitalize older and historic commercial districts.

Juneau's participation in the Main Street program is in its infancy with ample opportunity to grow and develop. Developing funding streams is a critical component of getting the Main Street program to its full potential.

Capital Facilities (City/State/Federal)

Capital facilities typically include water, sewer, stormwater systems, streets, parks, and government buildings. Some of these facilities are covered in other sections of the Plan.

PUBLIC UTILITIES

Public utilities Downtown include water, sewer and stormwater systems. Utilities in the planning area were originally installed many years ago. As streets are reconstructed, water, sewer and stormwater systems are replaced. For example the current Capital Improvement Plan includes funding for improvements to Capital Avenue (Main Street to Gold Creek) which includes sewer replacement. This practice should continue as it provides efficiencies and minimizes impacts on adjacent property owners.

As electric vehicle (EV) use in Juneau grows consideration of EV charging infrastructure should be incorporated into street reconstruction where on street parking is available. Prior to installing on-street EV charging stations an EV parking permit program will be needed.

District heating for the downtown core has been identified in the 2018 Juneau Energy Strategy as a way of reducing heating costs and use of fossil fuel. The 2011 Willoughby District Plan states one of the area's assets is that it an excellent location for a District Heat and/or Energy Project, primarily because there are many large publicly owned facilities in a compact area. Efforts were made to install infrastructure for a future district heat system during the Egan Drive reconstruction. Unfortunately, the timing didn't work and the reconstruction project was completed without the added pipes.

Blueprint Downtown also includes the school district campus, containing Harborview Elementary School, Juneau Douglas High School: Yadaa At Kalé, Montessori Borealis School, Juneau Community Charter School, and Yaakoosgé Daakahídi Alternative High School and the district offices.

District Heat is a system for distributing heat from a central location through a network of pipes to individual buildings. Heat can be supplied by an array of fuel sources from traditional fossil fuels, traditional renewable energy, and even geothermal or seawater heat pumps.

PUBLIC BUILDINGS (*show as a map/graphic*)

As the state capital Juneau has many public buildings, most of which are located downtown. These public buildings house uses and activities that bring people downtown year-round.

The City owns or rents space in a number of buildings in the study area, including:

- City Hall - Owned
- Centennial Hall- Owned

- The JACC (former Coastguard Armory) – Owned but leased Juneau Arts and Humanities Council
- CBJ Museum (Veteran’s Memorial Building) - Owned
- Juneau-Douglas Wastewater Treatment Plant - Owned
- Port of Juneau Building - Owned
- Downtown Transit Center - Owned
- Downtown Library – Owned
- Downtown Fire Hall
- Marine View Building – ~2 floors leased
- Municipal Way Building – leased
- Sealaska Building – part of 1 floor leased
- Etc.

The State of Alaska also has a number of facilities in the area, including:

- State Office Building
- Capitol Building
- Dimond Courthouse
- Alaska Office Building
- Terry Miller Building
- Behrends House
- Community Building
- Court Plaza Building
- Facilities Center
- Permanent Fund Building
- Goldstein Building - ~ leased
- Etc.

The Federal Government has...

- Hurff A. Saunders Federal Building
- Coastguard Station
- NOAA facility
- Etc.

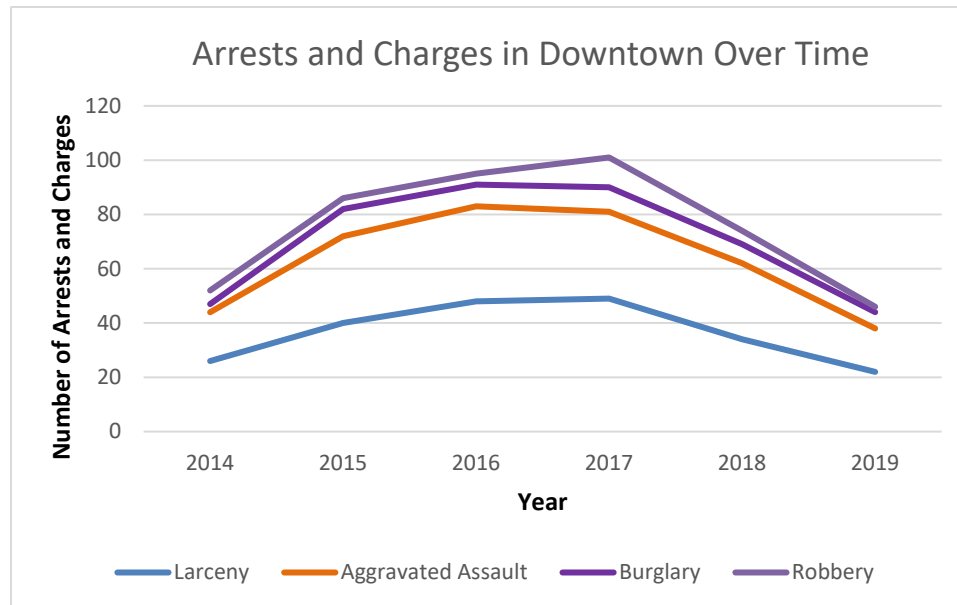
A Safe and Welcoming Downtown

Vision: Public safety and downtown vitality will improve hand in hand. The CBJ should continue to emphasize on-street neighborhood policing. This step, along with increased housing for the homeless, housing opportunities for residents and visitors, and year-round uses for buildings in the downtown core, will improve public safety, increase community pride, contribute to our community's health and wellness, and enhance economic opportunity.

To capitalize on the many cultural and entertainment options available Downtown, people must feel safe and comfortable. The cleanliness, comfort, and safety of Downtown are key to attracting residential, business, and tourism investment. Additionally, accessible tourist resources are essential to a positive visitor experience, and influence the likelihood of a future visit or positive recommendation. The perception of safety has an impact on the economic health and utilization of Downtown.

The City and its partners in mental health, homelessness, low-income housing, and other human services continue to work together to address broad societal issues that tend to manifest in an urban environment. Funding and construction of "Housing First," a facility dedicated to housing the chronically homeless, is the single largest effort to this end. Following the completion of Phase 1, Bartlett Hospital and JPD have seen reduction in service expenses for this population. Phase 2 is currently under construction. The Glory Hall, a homeless shelter, is working with a group of social service partners to co-locate on a site in the Mendenhall Valley. Additionally, in 2019 CBJ Capital City Fire and Rescue (CCFR) took over management of the CBJ Sleep-off Center and the CARES Program from Bartlett, which connects people to services and reduces dependence on emergency services downtown and throughout the borough. The Sleep-off Center is located in the St. Vincent de Paul complex near the future Glory Hall site. In 2017 and 2018, the CBJ operated a cold weather emergency shelter in the old public safety building on Willoughby Avenue near

Centennial Hall. In 2019, the building was demolished and St. Vincent de Paul took over management of the cold weather shelter, which is housed in their valley complex



Data shows that crime in the downtown area is trending down. In spite of this, public perception about crime does not reflect this reality. (Map for this data and BPDT boundaries will be provided similar but not quite the same.)

Public comment received during the visioning phase indicates that there is a strong public perception that downtown is negatively affected by homelessness and undesirable behaviors, despite declines in vagrancy and behavior issues. A challenge to both public safety, and the perception of public safety, is that those being housed by Housing First may not be the population responsible for on-going issues. Opioid addiction, and the issues that occur with it, are of growing concern. Additionally, officers who work downtown have reported that there is more opportunity for misconduct during the winter months, when more retail shops are closed and there is generally less activity downtown (update as needed post 2020).

Supporting community partnerships is a key economic development activity for local governments. CBJ has the unique capacity to interact in some way with each member of the web of social service providers, mental health organizations, and local business networks. Community partnerships are relationships with non-CBJ organizations to further a community goal or need. Partnerships are mutually beneficial and represent a collaboration to support sustainability of a program and help create citizen and business engagement around certain activities or projects. Over the coming years, it will be important to continue to deepen relationships with existing community partners and to grow relationships with new ones. Partnerships are particularly vital to linking CBJ's management and regulatory role with its human service role, ensuring that all community members have access to support services. Businesses – both individually and collectively – play an important role in ensuring downtown is clean and attractive, and in working with government and service agencies to report problems; this is especially critical for year-round businesses operating during the winter.

Housing and support services for vulnerable populations are foundational components of a safe and welcoming downtown, but safe downtowns also need a number of ingredients including a variety of housing types, year round businesses, attractive public spaces, and other amenities that make the area attractive for people to live and visit. Another important factor is low vacancy rates and redevelopment in existing buildings. Revitalization of vacant spaces and increased activity deters loitering. Without support services, reinvestment projects further displace residents experiencing homelessness, but with a robust service network a vibrant and prosperous downtown can be welcoming for all ages, incomes, and abilities.

Some communities have successfully developed safety and security programs. Elements of these plans include many items recommended throughout this plan, such as additional activity, and housing and improved lighting, they also include “community policing”. This is not necessarily increased police presence. In many communities, the safety program is a collaboration and complement to the police department, providing an extra set of eyes and ears, with paid or volunteer staff that provide services such as safety assistance, or addressing disorderly/ suspicious behavior, panhandling, public drinking/inebriates and suspicion of drug dealing/use. They may also address graffiti, trash removal, sidewalk cleaning and similar issues. This type of program could be incorporated into the Main Street organization.

CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED)

The Juneau Police Department (JPD) also helps contribute to the sense of safety Downtown by offering free services such as consultation to property and business owners on Crime Prevention through Environmental Design (CPTED) techniques. The goal of CPTED is to prevent crime by designing a physical environment that positively influences human behavior. The proper design and effective use of the built environment can lead to a decrease in crime and fear of crime, and can improve quality of life. Principles of CPTED include:

- Continue to maintain a clean, attractive Downtown streetscape that includes hanging flower baskets, landscaped flowerbeds, street trees, and potted plants.
- Encourage property owners to activate dead spaces and blank walls by adding exterior windows, removing tinting from windows, and improving the space in front of their buildings using Placemaking and CPTED tactics.
- Partner with Downtown business owners, property owners, and organizations to provide services to maintain and improve the cleanliness and environmental health of Downtown.
- Support initiatives to create a Downtown Business Improvement District to fund projects and provide services such as cleaning streets, providing security, making capital improvements, and marketing the area.

These actions could be coordinated through the implementation of a Main Street program, and by collaborating with downtown neighborhood associations. CPTED techniques and principles could be incorporated into design guidelines, incentivized or become requirements for redevelopment or new development. Until then, downtown developers should be encouraged to contact JPD for CPTED consultations at the planning stages of development. The safety program discussed above is supported by CPTED principles.

Capital city

Juneau status as Alaska's Capital City is a source of pride, central to the community's identity, and a unique asset. It is also the most significant source of economic activity. The status of state capital also brings a companion presence of the Federal government.

Juneau’s high concentration of state, federal, and local government activities, such as the Legislature, jobs, meetings and events contribute to the visibility and overall vitality of Downtown and the city as a whole.

Add data –state employees; total wages; percent of whole; trends in number of state employees in Juneau

Capital creep – a term used to describe incrementally moving legislative sessions, state jobs, etc. out of Juneau.

One of the eight initiatives of the 2015 Economic Development Plan is “Protect and Enhance Juneau’s Role as Capital City.” This plan identifies potential threats and opportunities to the initiative – Capital move, Legislature move, Capital creep, replacement of retiring state workers, and declining state revenues. Surveys done for this planning effort indicate strong community support for preserving Juneau as the state Capital. This plan recommends a list of action items to achieve this goal.

At one time CBJ plans advocated for developing a Capitol Complex. CBJ future land use maps feature “future capitol site” located on Telephone Hill. With recent renovations to the existing Capitol Building, a new Capitol Complex is unlikely in the near future. However, CBJ should continue to support efforts to retain state services in Juneau and improve facilities that support Juneau’s role as the Capital City. Each year the State Office of Management and Budget values the cost of moving the Capital, (insert most recent figure). Moving the Capital is cost prohibitive at this time. However, efforts to move the Capital happen in earnest every few years.

In response to the 2020 Covid 19 Pandemic some State of Alaska offices in the Anchorage area have extinguished their leases in favor of staff continuing to work remotely. This has not yet happened in Juneau.

Sustainability & Resiliency

One of the nine focus areas identified through the year-long visioning process is sustainability. Community sustainability is a broad concept that extends across all aspects of the Blueprint Downtown plan. Ultimately, a sustainable community is economically viable, environmentally sound and socially responsible. The Comprehensive Plan includes a chapter dedicated to Sustainability. The City and Borough of Juneau established the Juneau Commission on Sustainability to promote and educate the community and advise the Assembly on sustainability.

Vision: Juneau has the opportunity to showcase best sustainable practices, focusing on a transition from fossil fuels to renewable hydroelectricity for heating and transportation. Mitigating cruise industry impacts, with steps such as

increased shore-side power is a key element of this shared focus on enhancing renewable energy. Sustainable practices are critical to maintaining our area's intrinsic beauty, quality of our setting, and working with our local resources.

Many of the actions recommended by this plan support sustainability, such as mixed use buildings, redevelopment of existing buildings, increased walkability, and economic diversity.

During the course the Blueprint Downtown planning process the COVID 19 pandemic changed life as we know it and many of these changes will likely be with us moving to the future. Community success requires being resilient and adaptable when faced with unexpected challenges such as the pandemic. Many of the recommendations from past plans, and Blueprint, when implemented, will position Downtown to be economically and emotionally resilient. At the same time, the pandemic has opened up opportunities. One such opportunity is more of the work force is remote. Juneau can capitalize on this by attracting new residents, and entice past residents to return, with the unique quality of life that we offer.

Diverse year round economy

Outdoor social and dining spaces

Actions to be in table

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 subdistricts 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 subdistricts 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 exhibit an unusual imbalance. Perimeter neighborhoods, such as 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.”

Another of the nine focus areas is Identity and Culture. Accomplishment of this vision can be achieved through many actions recommended in this chapter.

“Juneau’s appeal flows from the richness of our diverse cultures, our status as Alaska’s Capital, and the opportunity to showcase our compelling history. The real connection between people, cultures, water, and land provides an authenticity that differentiates Juneau from other communities. Our unique story should be emphasized in all downtown design and planning, building and construction, street improvements, and public art installations.”

Appendix XX contains a summary of relevant plans as they relate to this chapter.

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

Related Plans

Land Use, Neighborhoods and Housing have been the subject of many plans over the last 20 years. These specific recommendations, if not already implemented, and any new recommendations are presented in this chapter.

Priority recommendations are listed in the table at the end of the chapter.

- 2013 Comprehensive Plan
- 2012 Willoughby District Plan
- 2004 Waterfront Management Plan
- 2002 Tourism Management Plan

	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 subdistrict. 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 Áak’w Kwaan subdistricts are 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 (ADOD) 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

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. Appendix XX provides an overview of the land use designations of the Comprehensive Plan.

Subdistricts

Downtown Juneau is an assortment of subdistricts. Some are strong, established neighborhoods that are the foundation of Juneau’s history and success; others are new and evolving, trying to take hold and create their own identity and character. Together they make downtown Juneau strong and vibrant. Each subdistrict contains a unique combination of features that will influence public and private decisions about future development location and intensity, planning, and public investment.

DOWNTOWN

Juneau’s downtown district forms the heart of Alaska’s capital city. The 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 subdistrict 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. The design standards could be updated to identify key architectural and site features to ensure historical integrity is maintained, without being overly prescriptive. The design standards are, among other things, intended to promote awareness of Juneau’s heritage, and should therefore include Native design traditions and forms that were popular during the period of significance for the Downtown Historic District.

History – The Downtown Subdistrict’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 when the territorial capital was moved from Sitak.

Housing – There are 784 housing units in the Downtown subdistrict. With the current zoning, except the 77 acres in Mixed Use (MU), there is a potential for up to 110 units. The MU zoning district does not have a limit on the number of units. The possible number of units in the MU district is limited by development constraints, such as off-street parking, or how high a building might be built. In 2019, the CBJ completed the Upstairs/Downtown Housing Inventory. (MAP –how does the study area relate to the subdistrict?) 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. 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.

Land Use This paragraph can be replaced with a map – Most of the subdistrict is zoned Mixed Use (MU), with a few D10 (10 dwelling units per 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 subdistrict. 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 subdistrict 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.

Placemaking – Many aspects of placemaking are already evident in the Downtown Subdistrict. 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.

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. The Alaska State Marine Highway ferry dock was downtown, prior to being relocated to Auke Bay. The now defunct AEL&P dock was originally a fuel dock.

Housing – There are approximately 78 of housing units in the subdistrict. With current zoning there is potential for approximately 2,200 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.

Placemaking Opportunities

- Make the area surrounding the Capitol more attractive
- Improve Telephone Hill park area with better lighting and signage, landscaping, benches and interpretative displays
- Cathedral Park improvement with gathering spaces and interpretative signage
- Marine Park as a “town center” type of development –the heart of downtown Juneau
- Archipelago lot during the winter
- Outdoor exercise, music, and pop up markets at Overstreet Park
- Flats - rainbow cross walks, Halloween, Free day
- Upgrade the two bus shelters in the Áak’w 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
- Landscaping and benches in the recreation corridor that connects to the Rock Dump
- Outdoor public patios and places to gather outside year round

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 Gastineau Channel, with the accompanying views and high walkability scores.

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

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.

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.

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 was not economically viable 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 Waterfront Plan included the AEL&P dock in this area. 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-foot maximum building height inland, and a 35-foot 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. The AEL&P dock may be eligible for grant fund from the EPA Brownfields Program, which provides grants and technical assistance to communities, states, tribes and others to assess, safely clean up and sustainably reuse contaminated properties.

The Alaska Ocean Center is a proposed development to be located at the Subport that would house marine research such as the University of Alaska and NOAA. It would also serve as a visitor destination, educating visitors about Juneau's Northern Pacific marine ecosystem. It could serve as an anchor, drawing interest to the area as well as the Áak'w Kwaan district across Egan Drive.

Development of the Subport should support the development of the arts and cultural district envisioned for the Áak'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 Overstreet 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.

Merchant's Wharf is included in "Area C" of the LRWP, with Marine Park. The LRWP calls for partial or full removal of Merchant's 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 subdistrict, 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.

ROCK DUMP

The area known as the “Rock Dump” is located at the southern end of the Blueprint Downtown planning area and is Juneau’s industrial deep water port. Most goods arriving in Juneau are offloaded at the Rock Dump and trucked to businesses throughout the Borough. In addition to marine industrial assets, the area also includes a private cruise ship dock, a diversity of businesses, warehouse space, boat condominiums, and several fitness facilities.

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, and 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. At such time as an alternate industrial area and deep water port is developed, it may be reasonable to revise the Comprehensive Plan Land Use Maps and rezone the area to allow housing. Until then industrial uses should continue to have priority.

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 tourism-related retail as a permissible use in this area. The plan supports tourism-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.

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, along the Seawalk, and along the envisioned recreation corridor.

ÁAK'W VILLAGE/GLACIER AVENUE

The Áak'w Village/Glacier Avenue Commercial District is defined by the recently adopted Áak'w Village District boundary and the commercial areas adjacent to Glacier Avenue. These commercial areas are anchored by the major grocery shopping center and by the cultural district. Bordering the Downtown core, the Áak'w Village District is a mix of businesses, including a hotel; state and tribal offices; cultural amenities such as the State of Alaska Archives, Library and Museum (SLAM) in the Andrew P. Kashevaroff building, Centennial Hall Convention Center, Elizabeth Peratrovich Hall, and the Juneau Arts and Cultural Center (JACC); and the Zach Gordon Youth Center. The Glacier Avenue commercial district, located between the Casey Shattuck neighborhood and Norway Point, is an educational hub, containing Harborview Elementary School, Juneau Douglas High School: Yadaa.at Kalé, Montessori Borealis School, Juneau Community Charter School, and Yaaꞑoosgé Daakahídi Alternative High School. It also contains the Augustus Brown Pool, and a mix of businesses. The Evergreen Cemetery separates the area from the Highlands neighborhood.

Juneau's Comprehensive Plan has long supported the development of a "cultural campus" in the Áak'w Village 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 Áak'w Village 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 westward 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 Áak'w Village District is zoned to allow X units per acre. There are now 697 dwelling units. 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 4 Economic Vitality) 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: Blueprint Downtown supports the recommendations of the Willoughby District Area Plan for adding additional residential units by increased density and mixed use development.

Land Use (This paragraph can be replaced with a map) – The Áak’w Village 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 18 dwelling units per acre) and a very small area of D5 (residential 5 dwelling units per acre) near the Highlands. MAP The Áak’w Village District is shown on Comprehensive Plan Map M. A majority of this subdistrict has a future land use designation of Traditional Town Center. The Willoughby Plan suggests other ways to implement this vision. The Blueprint Downtown plan supports and builds on the recommendations of the Willoughby Plan.

The Glacier Avenue commercial area has a future land use designation of Commercial (C). 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. The areas zoned D18 should be evaluated with consideration of supporting mixed use development and expanding the potential density of these sites.

The 2016 Housing Action Plan makes several recommendations that are relevant to the Áak’w Village 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.

Placemaking – Opportunities for placemaking abound in the Áak’w Village 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 enhances the event and provides revenue.

CHICKEN RIDGE/STARR HILL; FLATS; HIGHLANDS

Up the hill and to the east of downtown are historic neighborhoods known as Chicken Ridge and Starr Hill. The residences are built up the side of Mount Roberts and some of the streets are fairly vertical, including some “streets” that are really stairs.

One of Juneau's oldest neighborhoods, where much of the city's building boom took place during the Gold Rush, is Casey Shattuck. Locally known as “The Flats,” the neighborhood is populated by craftsman style homes with small yards. Its oldest buildings reflect the style of much of

the architecture from that time period in the western United States. They are short, simple, and lack ornamentation. The neighborhood borders the Áak'w Village/ Glacier Avenue Commercial District.

Past the Flats and along the coast of Gastineau Channel, Juneau's Highland neighborhood sits approximately one mile from the center of town. Starting up Highland Drive from the Juneau Douglas High school, the streets wind up the south side of Mount Juneau. On the lower street, many houses have flat roofs to accommodate the view plane. Near the top of the hill sit several large homes. These homes were built from 1950 to 1960, and the styles reflect that era. The Juneau Douglas High School and Harborview Elementary School are just down the hill from this neighborhood, next to Harris Harbor and Aurora Harbor.

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: Shattuck Mansion, the 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 1950s and 1960s.

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 14,000 housing units. The current zoning supports approximately 2,000 units. The neighborhoods are fully developed, and the majority of properties are well maintained, limiting the opportunity for redevelopment. These neighborhoods 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.

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.

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 State of Alaska Department of Transportation & Public Facilities right-of-way. The University of Alaska Southeast (UAS) and the Federal government are also landowners, and there are two small areas in private ownership. Aurora Basin and Harris Harbor provide moorage for much of Juneau’s commercial fishing fleet, as well as small to mid-size recreational vessels, a number of which are live-aboards. The area also includes the Juneau Yacht Club, the UAS Technical Education Center, and a variety of marine-related services.

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. Blueprint Downtown supports implementation of the Harbors Upland Master Plan.

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 U.S. Army Corps 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 U.S. Army Corps 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 onboard. There are currently no policies or limits 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.

CHAPTER 6. DOWNTOWN ACTIVITIES AND TOURISM

Successful downtowns celebrate the local culture; attract and retain museums, theaters, and other cultural venues; and capitalize on the location of civic buildings. Traditionally, downtowns are home to community civic, cultural, and entertainment amenities. Downtowns are also typically where community heritage and cultural pride are celebrated, and are often the focal point for tourism. Community events are a relatively low-cost opportunity to reintroduce residents to downtowns, to showcase their heritage resources, and to increase foot traffic for downtown businesses. Art walks, outdoor performances, and concerts are good examples of community event opportunities. The community visioning process revealed optimism about the opportunities available to enhance our unique and compelling identity as a community and as a tourist destination. Our status as Alaska’s Capital, our geography, our history and cultures, our picturesque setting, and the walkability of downtown all make Juneau an attractive port of call, and enhance Juneau’s unique and marketable identity.

Events and Activities include parades, races, festivals, fairs & markets, block parties, and district crawls. Current examples from Juneau are gallery walks, First Friday, movies in the park, and the Farmers Market at the JACC.

Community Visioning Results

The visioning process for “Identity and Culture” captured the community sentiment:

“Juneau’s appeal flows from the richness of our diverse cultures, our status as Alaska’s Capital, and the opportunity to showcase our compelling history. The real connection between people, cultures, water, and land provides an authenticity that differentiates Juneau from other communities. Our unique story should be emphasized in all downtown design and planning, building and construction, street improvements, and public art installations.”

Arts, Culture and Entertainment

Juneau should represent and celebrate the strengths of its diverse cultural influences. Projects like the Andrew P. Kashevaroff Alaska State Library, Archives and Museum (SLAM), and the Sealaska Heritage Institute’s Walter Soboleff Building have helped to establish Juneau’s cultural identity by embracing and showcasing arts and culture. There is broad support for local arts and culture initiatives, and a community desire to emphasize Juneau as the “Northwest Coast Arts Capital.” Opportunities exist for Juneau to capitalize on the economic potential of the arts industry, and the creative and entrepreneurial vitality of our artistic community.

The Willoughby District Plan presents a vision of the Aak’w Kwaan Village District (formerly the Willoughby District) as the heart of Juneau’s Civic, Arts and Cultural activities: the dynamic center for government and legislative functions; public and civic gatherings; art, cultural and entertainment events; and residential and commercial activity. Achieving this vision will require significant redevelopment in the Aak’w Kwaan area. Juneau’s Comprehensive Plan has long supported the development of a “cultural campus” in the Aak’w Kwaan 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 was adopted as an element of the Comprehensive Plan). This plan is discussed in greater detail in Chapter 5: Land Use, Neighborhoods, and Housing. Cultural anchors of the area include the SLAM, a potential renovated Centennial Hall and/or a new Juneau Arts and Culture Center, KTOO, and event space at Elizabeth Peratrovich Hall. Between these facilities are aging office buildings and a great deal of surface parking. Constructing a parking structure and redeveloping the area to incorporate green space would create a sense of connectivity between these cultural touchstones. This is discussed in more detail in Chapter 8: Transportation, Parking, and Streetscape. The proposed Ocean Center at the Subport, if brought to fruition, would link the waterfront and the Aak’w Kwaan District, and provide another anchor.

Related Plans

Arts, Culture and Entertainment have been considered in many plans over the last 20 years. These specific recommendations, if not already implemented, and any new recommendations are presented in this chapter.

Priority recommendations are listed in the table at the end of the chapter.

- 2013 Comprehensive Plan
- 2012 Willoughby District Plan
- 2004 Waterfront Management Plan
- 2002 Tourism Management Plan

In study after study, the arts have proven to promote social connectedness by building bridges between diverse populations, engaging students, and stimulating personal growth and community involvement. In addition, the arts contribute significantly to our local and regional economy. According to the 2014 Southeast Conference study, “The Arts Economy of Southeast Alaska,” the combined spending by artists, arts organizations, and arts audiences in Southeast Alaska totaled an estimated \$57.8 million in 2013.

The 2017 National Center for the Arts Research’s (NCAR) Arts Vibrancy Index Report ranked Juneau as 8th of the Top 10 Arts Vibrant Small Communities. This report identifies arts-vibrant communities across the U.S. using a set of data-informed indices. The 2017 report demonstrates the contributions that arts and culture make to social wellbeing - arts and culture are essential to creating more livable, safe, memorable, and connected communities. The NCAR study found that Juneau is lively with arts and culture. Juneau is ranked second in arts and culture organizations, second in overall Government Support and first on federal arts grants per capita.

In 2018, the Western States Arts Federation (WESTAF) released Creative Vitality™ Index (CVI) rankings from the Creative Vitality™ Suite data tool. Out of 930 communities nationwide, Juneau ranked 6th for its overall creative vitality. The CVI measures the creative activity concentration per capita. The index includes indicators from the for-profit and non-profit arts sectors. Sixty percent of the CVI measures arts participation from industry sales and nonprofit revenues. The remaining forty percent is attributable to creative occupation employment. The index provides an economic analysis that quantifies the arts and culture sector’s contribution to Juneau’s economy.

The Sealaska Heritage Institute (SHI) is actively promoting Juneau as the Northwest Coast (NWC) art capital of the world. SHI’s vision is to develop Juneau as a destination for art lovers, and to create global awareness of and appreciation for Northwest Coast art. While Alaska Native and NWC art currently enjoy international recognition, Juneau as a community can do much more to promote NWC art, and would benefit economically from doing so. According to the 2014 Southeast Conference study “The Arts Economy of Southeast Alaska,” NWC artists see the highest profits for their artwork compared to other artists included in the study. Additionally, the artists identify art as a way of sharing and perpetuating their culture and heritage, recognizing “art as a common language.”

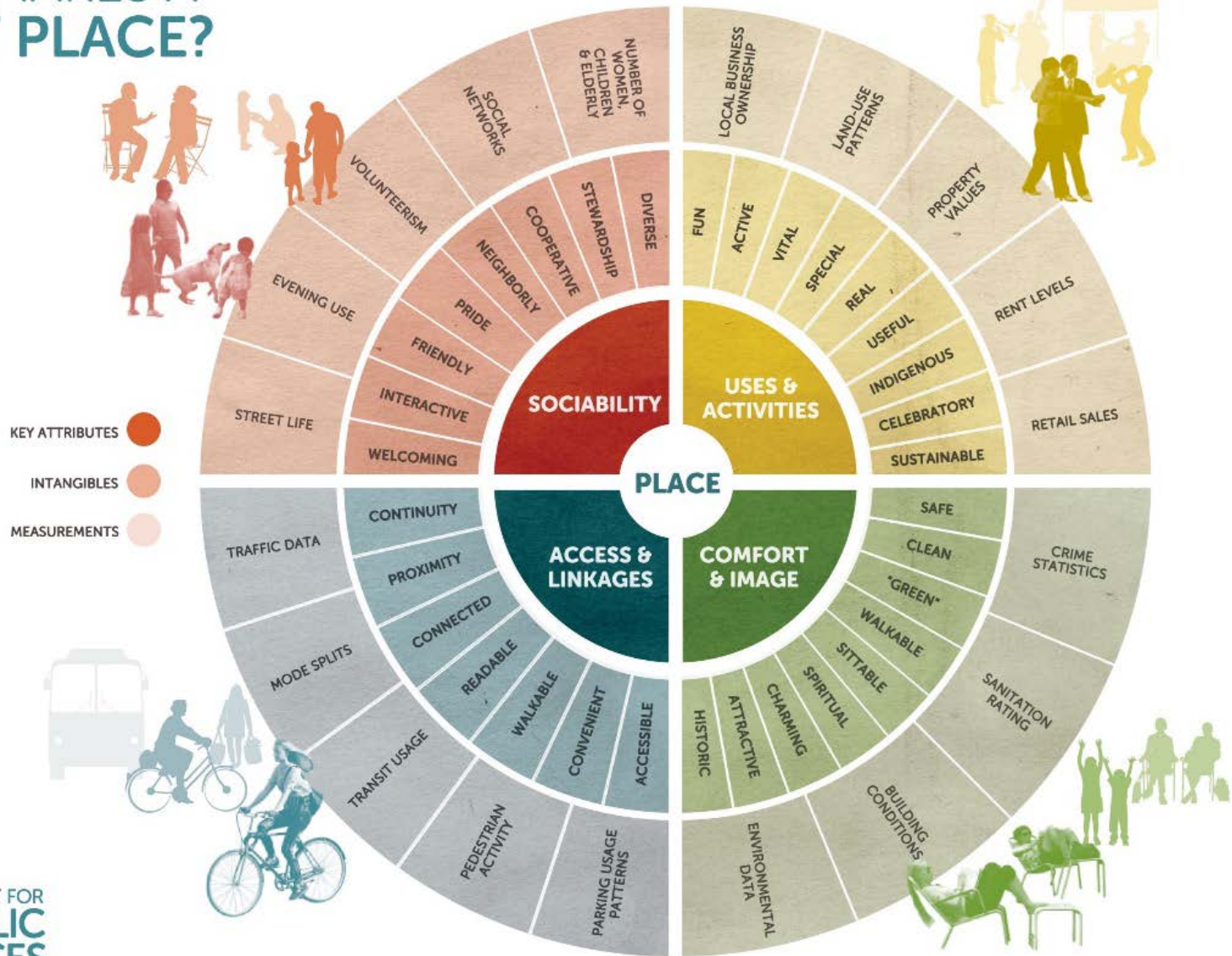
With world-class theaters, two opera companies, two ballet companies, a community orchestra, several chamber ensembles and choirs, and an abundance of arts groups, Juneau has a remarkable array for such a small town. Juneau is home to the Alaska State Museum, Alaska Folk Festival, Juneau Jazz & Classics, the Juneau Symphony, Juneau Lyric Opera Company, Juneau Dance Theatre, The Orpheus Project, Last Chance Mining Museum, Juneau Douglas City Museum, and Perseverance Theatre, which was founded as a theatre by, for and about Alaskans and is now the largest professional theatre in Alaska. The Canvas was founded in 2006 to serve

people of all ages and abilities, bridging the gap between members of the community with disabilities and the arts. The Juneau Arts and Culture Center (JACC) provides work and gallery space for local artists. It also offers programming in performance, visual, literary, and arts education along with concert space. The Juneau Arts and Humanities Council developed a 10-year strategic plan in 2011, updated in 2014, with a priority strategy to plan and develop a distinctive cultural district that anchors Juneau's downtown development.

Placemaking

Placemaking is the art of transforming public space into quality places in which people want to live, work, play, and learn. It is described in detail in [appendix X](#). Project for Public Spaces, a nonprofit organization devoted to helping communities create and sustain public spaces, has developed the following graphic to illustrate the components of great public spaces. Placemaking initiatives are multi-functional, and many overlap with CPTED principles discussed in Chapter 4, a number of the implementation tools for economic vitality, and recommendations for building and streetscape design.

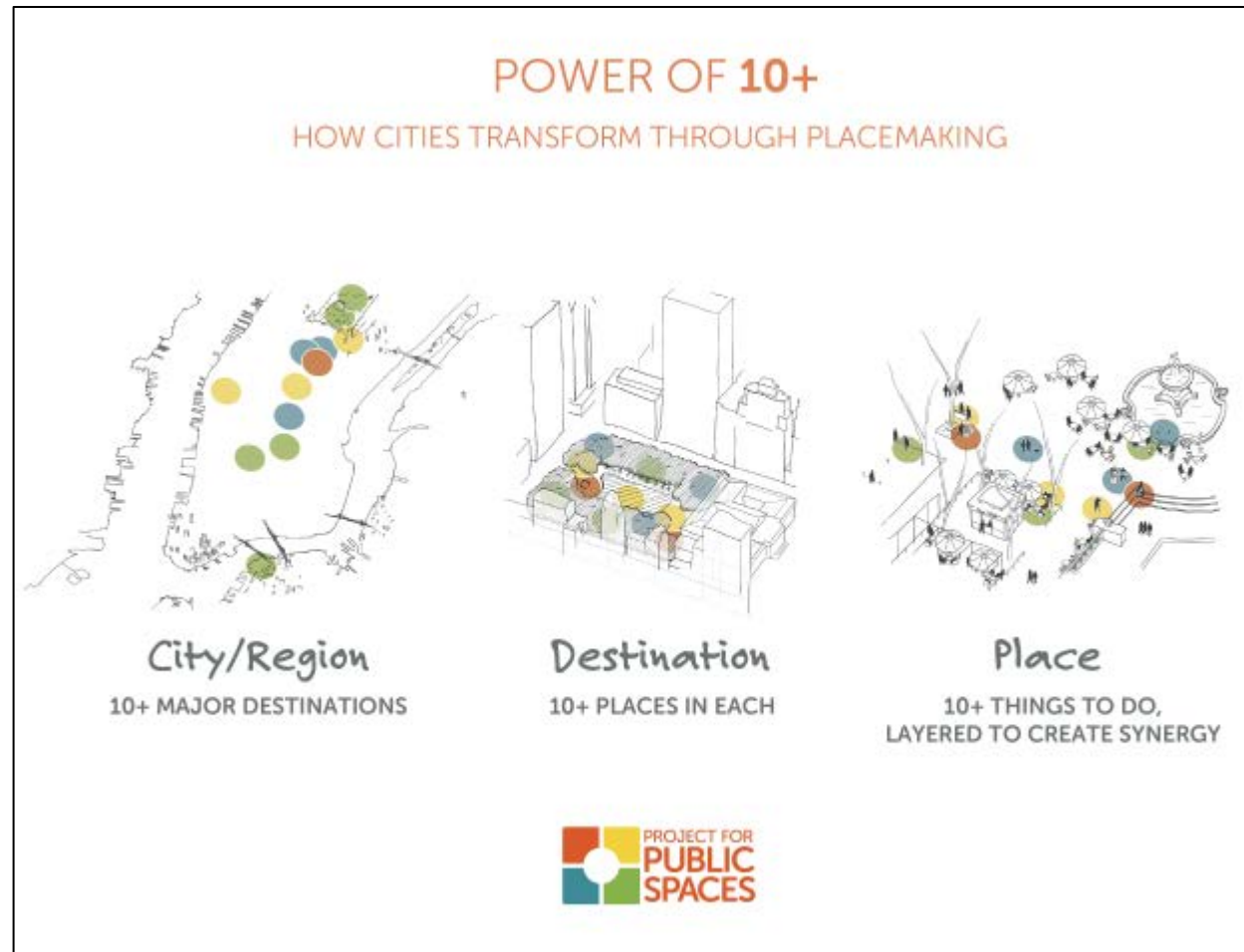
WHAT MAKES A GREAT PLACE?



Placemaking can be facilitated with long-range changes and medium-range changes, as well as events and programming that can take place immediately and continue indefinitely. Examples of long-range changes are zoning and density changes, developing streetscape and pedestrian design criteria (e.g. complete streets as described in Chapter 8), and building designs. Other long-range changes may include catalyst developments, such as museums, transit centers or civic centers.

Projects for Public Places created the term “Power of Ten,” which refers to the synergy that results from having a multitude of nearby places and activities and is described in detail in **appendix X**. Downtown Juneau will benefit from implementation of the “Power of Ten.” An inventory should be developed and mapped, perhaps beginning with a “Power of Three” or “Power of Five” with the goal of growing into the “Power of Ten” over time.

The Project for Public Spaces suggests that management is vital to the success of any public space. A successful place is dynamic and uses change daily, weekly, monthly and seasonally. Successful spaces are actively managed and consistently incorporate new and creative activations. Active and coordinated management of downtown is



recommended in the 1997 Capital City Vision Project, the 2013 Comprehensive Plan, and the 2015 Economic Development Plan. Finding and maintaining funding is an important aspect of active management of public spaces.

Plaza/Placemaking Opportunities

There are many Placemaking Opportunities available, ranging from inexpensive or temporary to long-term investments or implementation of design standards or guidelines.

Streets are Downtown's largest public spaces, yet much of their area is dedicated to moving and storing cars. The concept of “Streets as Places” suggests that, where appropriate, a more balanced sharing of space between vehicles and people adds interest and economic vitality to downtowns. Active streetscapes encourage people to walk to popular destinations, improve the safety and comfort of users, and encourage the growth of retail and community institutions. “Streets as Places” aligns closely with Complete Streets design concepts discussed in Chapter 8 Transportation, Parking and Streetscape. The Complete Streets design concepts prioritize safe access for all users, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities. Just like Placemaking, there is no prescriptive design for Complete Streets; each one is unique and responds to its community context. **add photo(s)**

Parklets provide additional public outdoor space by retrofitting on-street parking stalls, creating a quick and economical solution to the public desire for wider sidewalks and additional outdoor space. They can enhance the streetscape through the incorporation of landscaping, art, or other amenities, and provide a place for pedestrians to sit and enjoy their surroundings. Downtown Juneau should explore temporary or short term parklets a low cost way of testing their viability. Providing outdoor dining and socializing space has become significant during the summer of 2020.

A **parklet** is a sidewalk extension that provides more space and amenities for people using the street. Usually parklets are installed on parking lanes and use several parking spaces. Parklets typically extend out from the sidewalk at the level of the sidewalk to the width of the adjacent parking space. Parklets offer a place to stop, to sit, and to rest while taking in the activities of the street. A parklet may be thought of as permanent, but must be designed for quick and easy removal for emergencies or other reasons such as snow removal without damage to the curb or street.

Placemaking Opportunities (make a graphic)

- Building design – ground floor buildings that open on to the sidewalk, visual access between sidewalk and interior spaces. No blank walls or mirrored glass, create clear/welcoming entryways oriented to sidewalk, pedestrian lighting
- New parking structures should have active uses on the ground floor, be underground or wrapped with mixed use space
- Canopies, recessed entry ways, new buildings maximize sun penetration and wind protection (to extent possible) to create more comfortable spaces. Canopies/awnings should be designed to not shed snow/rain onto sidewalks –transparent roofs?
- Add amenities and visual attractions all year (not just summer) including restrooms 24/7/365 and cluster them where appropriate
- Reference local culture and natural setting in design of streets, open spaces/buildings
- Public seating opportunities clustered w/other amenities (lighting, trash cans, public art, landscaping)
- Dining areas outside (temp parklets?)
- Winter lighting
- Street level spaces for vendors (coordinated vendor permit process with consistent rules/expectations) landscaping, power outlets for winter light displays
- Integrate public art into all public projects
- Develop process for private development to display local art, use art to foster a sense of place and promote understanding of local culture, heritage, and natural setting,
- Ensure minimum pedestrian clear zone
- Seasonal art (what does that look like in Juneau?)
- Base level illumination standards for adequate, uniform lighting for sidewalks, streets, open spaces.
- Pedestrian scale fixtures cut off fixtures to minimize glare/light trespass.
- Encourage decorative seasonal lighting; light poles should accommodate banners and hanging flower baskets.
- Bring indoor illumination to the sidewalk with lighting from building interiors through windows.
- Wayfinding signage, Public events facilitation, consider removal bollards to prevent vehicular traffic in key public areas (where?)

- Promote distinct district characters with marketing, events and branding, promote Juneau’s rich cultural diversity and history, coordinate a marketing strategy, ID appropriate activities during shoulder season, year round, promote healthy cultural and recreational activities for youth, partnerships

Marine Park

Marine Park is the center of the Seawalk, and is the intersection of Seward Street and the waterfront. A full park master planning process is expected in the near future. The purpose of this park should be to serve as the nexus of the Seawalk and a central gathering place on the waterfront. It is the heart of Downtown Juneau. Appropriate uses promote the park’s function as a community hub for residents and visitors alike. The park master plan should recognize the importance of Marine Park and incorporate the principles of CPTED, Mainstreet, and Placemaking. Physical spaces should be planned to be safe and welcoming. Space for public performances and events should be prioritized. The plan should identify opportunities for programming and steps to accomplish them. Commercial use should be evaluated, as vendors create liveliness and safety. However, vendors should be managed so their footprint *and* impacts are minimized.

CBJ should re-evaluate providing access to free wi-fi in this area as it clusters large groups of people using electronics, thereby inhibiting the flow of people and the intent of the area serving as a focal point. CBJ Libraries currently offers free wi-fi in this area. If this service is going to be continued or expanded, internet and phone use should be considered in future park design. Commercial use should be evaluated for applicability and space for public performances, and events should be considered.

Downtown Tourism

Tourism is a significant element of downtown Juneau’s cultural identity. Many of the initiatives mentioned in this chapter represent efforts to offer visitors a more ‘authentic’ cultural experience, and create opportunities for local businesses to market local products and experiences. Juneau is consistently rated as a top destination by cruise industry groups; visitation has increased by an average of XX% annually over the past decade. However, the community’s hospitality is the industry’s product, and Juneau residents have consistently pressured CBJ to take an active role in managing the tourism industry and mitigating its impacts. Since the 1980s, CBJ

has convened a number of steering committees, consultant studies, task forces, and partnership efforts to this end. Progress is demonstrated by the results of community surveys showing that residents' perceptions of tourism impacts have not significantly increased despite the number of visitors nearly doubling over the same period. Notably, Tourism Best Management Practices (TBMP) is a voluntary program created out of these past efforts that is designed to minimize the impacts of tourism through a series of best management practices and an emphasis on public reporting. While TBMP has been successful – to the degree that it has been replicated in cruise ports throughout the world – it is most effective in concert with government regulation, management through infrastructure, and ongoing community dialogue.

The current approach to tourism management is a combination of industry best management practices, government agency permits and operations, and non-profit services. Several CBJ departments manage areas used by tourists and tour operators, including dock scheduling, waterfront management and maintenance, commercial use permitting, park management, land use permitting, and funding for programs operated by third parties.

In 2019, CBJ convened the Visitor Industry Task Force (VITF), which ran concurrent with the Blueprint Downtown planning effort and was developed in response to community concerns, including those articulated in the Blueprint visioning process. The key topics of the VITF, as relevant to this Plan, are discussed below. **Most notably, at the time of this planning effort, Norwegian Cruise Lines (NCL) had recently purchased the last vacant waterfront property downtown with the stated intention of building a cruise ship dock.** CBJ owns the tidelands where the dock would be constructed. The Juneau Waterfront Management Plan recommended rezoning this property to Mixed Use 2 and for future use as mixed residential and commercial development and a public marina. Docks for large cruise ships were considered, but ultimately not recommended. The VITF recommended construction of a cruise ship dock subject to limitations discussed below. Chapter 5, land use recommends that the uplands be developed as recommended in the 2004 Waterfront Master Plan.

An important component of new dock construction is shore power, or the ability for cruise ships to connect to Juneau's electrical grid instead of burning fossil fuels while in port, which raises community anxieties about air pollution. Currently, Juneau has two private docks and two CBJ-owned docks. The public docks do not have shore power, though their electrification is recommended by the 2018 Juneau Renewable Energy Strategy (JRES) and by numerous public comments both during the Blueprint visioning process and VITF public testimony. Electrifying both public docks and a future public or private dock at the NCL site will have implications for the community's electrical demand and will need to be coordinated with AEL&P.

Consistent improvements in public infrastructure are critical to continued management of tourism capacity. Waterfront infrastructure continues to be developed in accordance with the Juneau Waterfront Management Plan and the 2017 Docks and Harbors Marine Park to Taku Dock Urban Design Plan. Over the past two decades, a number of projects funded by marine passenger fees – taxes charged per cruise passenger to fund visitor industry related improvements – have improved dock infrastructure, traffic flow and parking, pedestrian flow, bus staging, and created attractive public spaces for residents and visitors. Infrastructure is a critical tool for managing large groups of people, particularly for a community with Juneau’s distinctive and challenging topography. Deckover projects have created bus staging space, pedestrian wayfinding and stanchions have created safer streets and facilitated traffic flow, and dock projects have created areas for passenger staging and security. An expanded Seawalk will further help disperse pedestrians. When the deckover (aka Brickyard Park) was initially built, it was envisioned as a place for events when it was not being used for bus staging. The Seawalk can also be used for events. Both have been used successfully for the Maritime Festival. Winter programming has been challenging, but the opportunity exists.

Upland of the waterfront, the visitor industry uses CBJ streets, parking and staging areas, and parks and trails for tour operations. Permitting is currently managed by the controlling CBJ department. The VITF recommended that permitting be centralized and expanded to include use of CBJ rights-of-way by cycle and walking tours. To facilitate permitting and manage the relationship between the community and the visitor industry, the VITF recommended a CBJ-funded tourism management function to guide implementation of the 2002 Tourism Management Plan where applicable. This Plan endorses the VITF’s recommendation. Additionally, CBJ should lobby the cruise industry to cease production of onboard shopping guides, and the practice of promoting and encouraging certain businesses.

The VITF also discussed opportunities to support and encourage year-round local business in the downtown core. This topic was deemed outside the scope of the VITF and was recommended for inclusion in this planning effort. Tools such as business improvement districts, historic preservation grants, tax incentives to encourage housing, and business development all contribute to generating more local activity downtown and create the customer base for thriving year-round businesses. These topics and recommended actions are discussed in depth in Chapter 4 and Chapter 5. A thriving year-round downtown will also benefit the tourist industry, and to that end, opportunities for the industry to support the development and implementation of initiatives to support local business should be explored.

Carrying Capacity

The Blueprint Visioning Report discusses limits on the number of visitors in terms of “carrying capacity.” This is a bit of a misnomer, because the community’s capacity for visitors is largely subjective. The Visioning report explains this by comparing survey responses from 2002 and 2019 to the identical question, “How do you think the volume of cruise ship tourism compares to Juneau’s capacity to handle cruise visitor volume?” Responses from 2002 and 2019 only differ by 6% or less. This demonstrates that the community’s perception of our capacity for tourism has changed very little in 17 years, despite the number of visitors nearly doubling. This suggests that proper management may facilitate increased capacity while mitigating negative impacts. Management can also help to limit growth. While it is legally questionable and logistically impracticable to limit the number of visitors through a hard “cap,” Juneau can limit visitation through infrastructure, ship scheduling, negotiation, and financial incentives or disincentives. The vision statement developed by the report:

Vision: Juneau must continue to balance the increasing demands of rapidly rising seasonal visitation with those of local residents. For Juneau to retain its enviable position as a top cruise destination, logistical challenges and impacts must be mitigated to retain the quality experienced by visitors. A key element of this success should focus on the authenticity of the experience in Juneau, and the sense of place.

The VITF’s memo to the Assembly states, “Whether or not to lease tidelands for a new dock (or docks) to accommodate larger cruise ships is the most pressing capacity question that Juneau will face in the foreseeable future. The CBJ Assembly should spend a significant amount of time studying this issue. A new dock could supplant the existing anchoring and lightering and may not result in significant ship visitation growth. However, that analysis is greatly over simplified.”

The VITF recommended that CBJ take a more active role in scheduling at the public docks. This function has traditionally been left to a third party. The task force also recommended that CBJ negotiate with the industry to schedule and locate ships in a way that manages congestion by staggering arrivals and departures and locating larger ships at the CBJ docks. Another recommendation was to negotiate with the industry to limit the number of ships to five large ships per day and discourage or prohibit lightering by large ships if an additional dock is constructed.

CHAPTER 7. PARKS, OPEN SPACE, AND RECREATION

For generations, access to nature and recreation have been integral components of the Juneau lifestyle. Throughout the community's history, indoor and outdoor recreational facilities and programs have helped residents thrive in Juneau's climate, while parks and trails have connected people to nature and created spaces for the community to gather.

Today, Downtown Juneau's parks and recreation system provides a diverse network of parks, trails, and facilities – important components of the quality of life that attracts and keeps people in Juneau. These programs and facilities are a major civic asset that enhances the community by increasing property values, improving neighborhoods, and improving public health and wellness, as residents are offered opportunities to build new skills, be physically active, and interact socially through shared experience. Parks and trails facilitate access to Juneau's vast natural areas for residents of all ages and abilities, and help Juneau to attract visitors and to maintain a vibrant business community. Downtown Juneau has a diversity of parks for active and passive recreation, and the Basin Road area, just above downtown, has several popular trail systems that are heavily used by both residents and visitors; while the Seawalk forms a link between the uplands and the water and will eventually create a pedestrian thoroughfare from the Juneau-Douglas Bridge to the Rock Dump. Augustus Brown Pool and Zach Gordon Youth Center provide programming for youth and seniors and are easily accessible from schools and downtown neighborhoods.

Community Visioning Results

The Blueprint Downtown visioning process identified Natural Environment: Recreation as one of the nine Downtown Focus Areas. The focus area vision states:

The location and scale of Juneau offers an unrivaled opportunity to emphasize our setting between the mountains and sea, showcasing our natural surroundings. A community and business focus on our setting, coupled with an authentic experience, can make Juneau a leading example of a community embracing residents and visitors ranging from "8 to 80" in a deeply beautiful place. A key community priority is the waterfront, with needed steps to enhance recreation assets and opportunities along the waterfront for both visitors and residents, including families.

Recommendations from the visioning public outreach generally restate the key themes of previous plans, focusing on opportunities for residents and visitors of all ages, Seawalk completion, and opportunities for public gathering spaces along the waterfront:

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An important step as part of moving the downtown area plan to completion would be some research on National recommendations concerning the “8 to 80” recreational target initiative. Juneau already has many of these features embedded in its planning goals, but a more careful analysis would be useful, and may refine steps for successful new projects.

An emphasis on Seawalk completion was central, of course, to this theme. However, it moves beyond just the completion of the Seawalk to add more texture and color. People are interested in the Seawalk achieving a true connection to the active sea edge, similar to what has been successfully started at Overstreet Park.

The ocean edge can include several more active components, including provisions for small hand-powered craft like kayaks and canoes, and special recreational venues, like covered shelters, picnic tables, and even performance venues. Imagine being able to participate in a Tlingit elder telling a story at sunset, with a water back-drop, or a Jazz & Classics string quartet playing in a small acoustic venue along the water and away from aviation noise.

Recreation Programming

Programming for parks and recreation assets can be defined by the elements that bring a park, trail, or facility to life. It can take the form of interactive equipment, events, or vendors. Programming for recreational facilities includes the classes, and activities offered at the facility. Recreational programming, from tennis courts, farmers markets, play equipment, concerts or performances in the park to trail running races and swim lessons, helps encourage facility use and keeps people at a park or facility for longer, discourages criminal activity, and creates a sense of vibrancy and community.

Commercial use of parks, trails, and recreation facilities takes a variety of forms, from food vending to tour operators to facility rentals. Borough-wide commercial use is being evaluated by the Parks & Recreation Department. The Blueprint Plan will consider the purpose of each park, and make a recommendation as to whether or how commercial activities fit that purpose. This will inform CBJ’s evaluation of its commercial use policies as well as what types of commercial use are appropriate for a given public space.

Related Plans

Many past plans have addressed Parks, Open Space and Recreation.

- Parks and Recreation Master Plan
- Long Range Waterfront Plan
- Willoughby District Land Use Plan
- Downtown Harbors to Uplands Master Plan – Norway Point to Bridge Park
- Marine Park to Taku Dock Urban Design Plan

Additionally, partnerships with businesses, nonprofits, or other entities for programming or improvements in public spaces can enhance community vibrancy and encourage use of those spaces.

Parks

Parks provide health, social, and economic benefits in an environmental context. Even though Juneau is surrounded by natural areas, urban parks create access to various active and passive recreational opportunities and serve as public congregation spaces. The Downtown area includes School District managed field space, four mini-parks, a neighborhood park, and a community park. Cope Park has a ballfield that is suitable for tee ball, but is primarily used as a dog park. While Chicken Yard and Capital School parks are in need of major upgrades, the downtown area is well served with park amenities. These existing amenities can be improved by evaluating the purpose of each and creating shared spaces that invite people to spend more time engaging in active or passive recreation, thus reducing crime and illicit activities in parks. Parks can be vibrant community assets or centers for criminal activity. Through thoughtful design and programming, parks can be welcome spaces for all.

It is important to consider maintenance impacts when planning improvements to park spaces. Parks should be constructed with longevity in mind – to look as good as possible for as long as possible. The same is true for elements such as signage and public art; these features should be clear, visible, and easy to maintain. (inventory below will become graphic)

BISHOP KENNY MEMORIAL PEACE PARK

- Location: 134 3rd Street
- Size: 0.07 acres
- Amenities: Picnic tables with chess boards, benches
- Description: Small urban pocket park located at the corner of Seward and Third Streets, consisting of paving stones, tables and benches. This hardscape pocket park is primarily used as a lunch location for people working in the office buildings nearby. The park was named for Bishop Michael Kenny who served from 1979 – 1995.
- Opportunities: This park would benefit from a low-cost, removable covered area. Programming could include outdoor concerts during the lunch hour.

CATHEDRAL PARK

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- Location: 340 5th St.
- Size: 0.1 acres
- Amenities: Picnic tables, benches
- Description: Downtown park located at the corner of Fifth and Gold Streets with benches and picnic tables. A slide and other play structures were removed, but the supports remain. The purpose of this park should be re-evaluated and future renovations should include removing the remnants of play structures.
- Opportunities: With its location near to downtown office buildings, on the way to Basin Road from the cruise ship port, and near to two playgrounds, the purpose of this park should be as a quiet and reflective area for people to stop for lunch, to rest on the way up steep Gold Street, or to enjoy some green space in the neighborhood. Appropriate uses include community garden space, interpretive signage with historical photos, public art, and a welcoming covered seating area.

CHICKEN YARD PARK

- Location: 635 6th St.
- Size: 0.2 acres
- Amenities: Playground, community garden, basketball hoop, bench, tables and chairs.
- Description: This mini park serves the Starr Hill community and consists of a basketball hoop, small play structure, and a community garden. The park is slated for a public process, re-design, and reconstruction in the coming months.
- Opportunities: **Park Master Plan to be completed this fall**

TELEPHONE HILL PARK

- Location: 124 Dixon Street
- Size: 0.23 acres
- Amenities: Benches, cedar pergola
- Description: This park sits on the hill above the Downtown Transit Center and offers views of Gastineau Channel. The park features benches and a cedar pergola. The park attracts illicit behavior and is difficult to enforce and maintain.

- Opportunities: To better manage this space, remove landscaping and seating, and convert the park area to a scenic viewpoint with historical photos, art, and interpretive signage explaining the history of Telephone Hill. This should be pursued prior to converting any of the area to additional parking space.

CAPITAL SCHOOL PARK

- Location: 521 Seward Street
- Size: 0.89 acres
- Amenities: Playground, tot lot, basketball court, picnic tables, Empty Chair Memorial, drinking fountain, seasonal portable restroom, paved parking
- Description: Capital School Park features picnic tables, open space, a gaga ball pit, a half-court basketball and a playground with a separate tot lot. The average Juneau resident visits this this park 15 times per year. Play equipment consists of belt swings, tot swings, a play structure and rubber fall surfacing. This park is also home to a public art piece called the “Empty Chair Project” which honors Juneau’s Japanese community, many of whom were forcibly removed and incarcerated in internment camps during World War II. This heavily used park is in need of major improvements. There is an existing park master plan created through a public process, which should be revisited and updated.
- Opportunities: Revisit the existing park master plan and reconstruct park.

COPE PARK

- Location: 1001 Calhoun Avenue
- Size: 9.5 acres
- Amenities: 2 tennis/pickleball courts, basketball court, bocce court, swing sets, climbing structure, 1 disc golf hole, ball field/fenced-in dog park, public restrooms, hiking trails, paved parking lot
- Description: Located in Evergreen Bowl along the banks of Gold Creek in Downtown Juneau, Cope Park is a large community park that features 2 tennis courts with pickleball lines, a basketball court, a ball field which doubles as a fenced dog park, picnic tables, grills, hiking trails and public restrooms. The play area includes tot swings, belt swings, a climbing structure and a combination of tile and rubber mulch play surfacing. The park was recently improved and there is community interest to develop a bike skills park area adjacent to the tennis/pickleball courts. There is an existing park master plan. Most of the work was completed in 2016 but some of the planned improvements were not funded. Recently, a bike pump track was

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added and additional bike skills features are planned. Cope Park is linked to the Flume Trail and the popular Basin Road recreation areas by the Christopher Trail. The average Juneau resident visits Cope Park 12 times per year.

- Opportunities: The Cope Park master plan includes a shelter and improved grandstand seating. These should be encouraged, though a simpler structure(s) may be more appropriate for the space and the use. Lighting on the toboggan hill may encourage additional winter use. Restrictions on tours in the area should remain but the park would benefit from better marketing to visitors, wayfinding maps, and improved directional and informational signage.

GUNAKADEIT PARK

- Location: 139 South Franklin
- Size: 0.07 acres
- Amenities: None
- Description: Gunakadeit Park was previously a small public space with benches and landscaping. The park infrastructure was removed when a fire leveled an adjoining building; the park has remained a vacant lot since. The site is currently rented, along with the adjacent property, to a local vendor for use as a food truck court.
- Opportunities: The park is functioning as a commercial space for small businesses, however the adjacent property is privately owned and the parkland only covers about a third of the existing food court. CBJ should keep the space on a year-to-year lease while exploring options for the park or combined lands with the adjacent landowner, while recognizing the value of open space downtown. Winter programming could include holiday events and activities.

MARINE PARK

- Location: 144 Egan Drive
- Size: 0.7 acres
- Amenities: Public rental pavilion, benches, electrical outlets
- Description: Located at the downtown waterfront, Marine Park consists of a pavilion, benches and picnic tables. The park is part of a larger complex that extends along the cruise ship docks and would connect to a future Seawalk extension. The park was previously programmed during the summer months, and is used by residents and visitors for passive recreation and picnicking. Food vendors operate in the park seasonally.

- Opportunities: Marine Park is the hub of the seawalk, and the intersection of Seward Street and the waterfront; it needs a full park master planning process. The purpose of this park should be to serve as a waterfront “town square.” Appropriate uses promote the park’s function as a gathering space for local residents, as well as visitors. Commercial use should be evaluated for applicability and space for public performances, and events should be considered.

MAYOR BILL OVERSTREET PARK

- Location: 1031 West 9th Street
- Size: 1.1 acres
- Amenities: Fountain, restroom, picnic shelter, benches and tables, paved walkways, educational signage
- Description: Located by the Juneau Douglas Bridge, Overstreet Park or “Whale Park” is popular with residents and visitors. The park serves as the beginning of the Seawalk, and prominently features “Tahku,” a life-size bronze humpback whale fountain.
- Opportunities: Overstreet Park is connected via the area under the Juneau Douglas Bridge to Docks and Harbors property that is planned for future development with restaurants and other amenities. This contiguous area could support a water taxi dock, kayak and paddleboard rentals, and other commercial opportunities. The park is a popular public gathering space and could be enhanced with additional play features, lawn game opportunities, and programming such as concerts, movie nights or artists markets. As the Seawalk is further developed, additional seating and spaces targeted at kids should be considered.

EVERGREEN CEMETERY

- Location: 601 Seater Street
- Size: 7.7 acres
- Amenities: Benches, cemetery
- Description: Evergreen cemetery includes historic gravesites in a large grassy space. The site is a commonly used recreation area for neighbors.
- Opportunities: Walking tours featuring the gravesites of historical figures.

Seawalk

A connected Seawalk along the downtown Juneau waterfront is a top community priority. The Seawalk currently extends from Overstreet Park to the intersection of Egan Drive and Glacier Ave, and from Marine Park to the Franklin Dock. The Juneau Waterfront Plan includes a vision for a fully developed Seawalk, which serves as a commuter route that allows pedestrians to avoid Egan Drive, a recreation area for residents and visitors, a water access, and a public art venue. Currently the north end of the Seawalk, anchored by Overstreet Park, is a recreation area with gathering spaces and stairs to the water for launching personal watercraft, extending to a walkway that is planned to continue to Marine Park. The south end crosses an active port with cruise ship docks, Taku Smokeries, and the Intermediate Vessel Float, while also functioning as a popular area for walking and picnicking, and as a venue for public art. While management of the Seawalk may fall to multiple CBJ departments, for planning purposes it should be considered public park space. Other planning and management considerations include access and uses. The Seawalk access area along Gold Creek between Egan Drive and Willoughby Avenue is an opportunity for placemaking by adding landscaping and visibly appealing fencing to an area with increased pedestrian traffic.

Opportunities: Connectivity, small performance venue at or near Marine Park, new art installations, maintain a path for pedestrians in the winter.

Access: Egan Drive improvements will create access to Glacier Avenue next to Gold Creek. This area would be enhanced by some minor works, including landscaping and fence replacement. Many residents and visitors use this access. Pedestrian access points should be signed, landscaped, and welcoming. The 2004 Long Range Waterfront Plan calls for a park at Gold Creek that would encompass this access area and the Seawalk. Installing a visually appealing fence and adding landscaping along Gold Creek on Glacier Avenue between Egan Drive and Willoughby Avenue would be a low cost placemaking initiative in the absence of the funds or political will for a larger Gold Creek park.

Allowable Uses: The Seawalk should be reserved for human-powered transportation, primarily walking and biking. Current use levels for pedi-cabs, e-bikes, and scooters are manageable, but the situation should be monitored and, if necessary, controls such as seasonal closures, hours of operation for certain uses, speed limits, or bike lanes should be considered.

Commercial Use: Parks and other infrastructure along the Seawalk may be considered pockets of permissible use for vendors, with commercial uses allowed and managed in certain areas but generally not allowed on the Seawalk itself. The Seawalk should form a recreation corridor that runs parallel to the shopping corridor on South Franklin. As the Seawalk develops, it will be important to define management boundaries between CBJ departments, while managing all areas cohesively with clearly defined limits on the types and locations for commercial use.

Trails

Trails provide access and opportunities for diverse recreational activities, fostering community involvement and an opportunity to interact with neighbors of varying backgrounds and experiences. According to the public survey conducted for the CBJ Parks & Recreation Master Plan, 89% of Juneau residents use trails. Trails facilitate access to nature for all ages and incomes, and provide healthy recreation opportunities to those who cannot afford expensive equipment or gym memberships. Trail-based activities such as walking, running, cycling, and cross country skiing are all relatively inexpensive, unstructured activities. Trails that connect neighborhoods enhance community life by enabling healthy, environmentally friendly transportation and creating commuter connections. Juneau's topography lends itself to pedestrian use, with many streets dead-ending in sets of stairs that complete the street grid and provide some homes with their only access. Trails and the healthy alternative modes of transportation they support also stimulate the economy by attracting visitors interested in nature-based activities and by contributing to quality of life for local workers, as well as increasing the value of nearby properties.

PERSEVERANCE/GRANITE CREEK TRAIL NETWORK

Perseverance Trail is a popular destination for hiking, cycling, and trail running, and serves as access to Granite Creek, Mount Juneau, Red Mill, and Mine Camp Ruins trails. This network, located on Basin Road, is easily accessible from all parts of Downtown via the Flume and Basin Road, as well as through Cope Park via the Christopher Trail. Perseverance is used by 49% of Juneau residents. These trails are becoming increasingly popular with seasonal tourists; on summer days there is a steady flow of tourists and residents using the area. The dynamic nature of the terrain and heavy public use in the area creates the need for frequent maintenance. Trail maintenance, including the replacement of bridges along the Perseverance corridor, should be planned over the coming years. Generally, more access points from Downtown to the trail networks in the Basin Road area will disperse use and increase trail-based recreation opportunities for downtown residents and workers, as well as visitors.

Opportunities: Develop parallel mountain bike trails, greater trail connectivity to the Downtown core.

FLUME TRAIL

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The Flume trail follows a historic and still active waterline that remains an important component of Juneau’s hydroelectric power generation. The trail is owned by AEL&P and was reconstructed in 2019. The Flume connects the Flats and Highlands neighborhoods to Basin Road, and also connects to the Christopher Trail, which runs from the Flume to Cope Park.

Opportunities: Improve the Christopher Trail as a multi-use connector and mitigate erosion issues.

MOUNT ROBERTS

Mount Roberts Trail is heavily trafficked between the trailhead on Basin Road and the top of the Mount Roberts Tramway. Above the Tramway, there are a number of interpretive trails frequented by visitors, and a hiking trail that accesses the ridges above.

Opportunities: Build connector trail to dock area.

Recreation Facilities Inventory

AUGUSTUS BROWN POOL

Located downtown, the Augustus Brown Swimming Pool opened in 1973 and includes a lap pool with an Aqua Climb climbing wall, a high (3-meter) and low (1-meter) dive, a warmer recreation pool, a dry sauna, and an exercise deck with fitness and stretching equipment. Partnerships with non-profit organizations provide free swim passes to low income youth. Through a partnership with the Juneau School District, learn-to-swim classes operated at Parks & Rec facilities are included in the school curriculum.

Alaska is the fastest aging state in the nation, and as Juneau’s population ages, it is important to consider enhancing seniors programming. Augustus Brown Pool is a critical piece of downtown infrastructure and culture, particularly for the area’s oldest and youngest residents. Augustus Brown offers programming for seniors and safe, year-round recreation for residents of all ages and abilities.

Opportunities: Expand seniors programming to include dryland fitness classes.

ZACH GORDON YOUTH CENTER

Built in 1968, the Zach Gordon Youth Center offers supervised drop-in youth activities including a climbing wall, indoor and outdoor basketball, pool tables, board games, activities, exercise equipment, outdoor gardens, and a commercial kitchen. The youth center

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also provides hot meals, referrals to necessary supports for youth or families in need, and is home base for Parks & Rec's youth-centered activities and programs. Zach Gordon operates as a free of charge drop-in facility and serves as the headquarters for Parks & Recreation's youth and social service programming.

Opportunities: Pursue grant funding for further expanded programming.

School District Assets

The Juneau School District assets described below are those currently used as public recreation venues. Downtown schools are addressed in Chapter 4.

HARBORVIEW ELEMENTARY SCHOOL

Harborview Elementary School has two playgrounds and a covered play shelter. These are available for public use outside of school hours. There is also a rectangular turf field between Harborview and Augustus Brown Pool. It is used by Juneau School District, Parks & Recreation, and local league and club activities, with School District use taking priority. This turf field is popular with neighborhood residents, and public use should continue.

MARIE DRAKE PLANETARIUM

Constructed in the 1960s, the Marie Drake Planetarium is operated and maintained by a local nonprofit, which regularly hosts astronomy talks and other public events.

JUNEAU DOUGLAS HIGH SCHOOL

The Juneau Douglas High School auditorium is available for school and community-based performances. The gym is also occasionally used for local club or league events, such as the Gold Medal Basketball Tournament.

Park and Landscape Maintenance

CBJ Parks and Recreation is responsible for maintaining the parks and landscaping in public spaces. In the Downtown area, this includes the waterfront and city streets. In the summer season, approximately 23 seasonal staff maintain all of the parks and much

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of the open space downtown as well as throughout Juneau. This includes picking up trash, cleaning picnic areas, regularly inspecting play equipment, planting, weeding, watering flowers and trees, hanging flower baskets along the street, hanging and maintaining banners, and fixing and maintaining areas damaged by vandalism. Landscaping and its role in placemaking is addressed in detail in Chapter 6.

DOWNTOWN HARBORS

Harris and Aurora Basin Harbors occupy the water side of Egan Drive from the Bridge to Norway Point. The harbors are home to much of Juneau’s commercial fishing fleet, live-aboard vessels, and pleasure-craft. Boating and fishing are central to Juneau’s culture and the harbors serve as an access point for these activities. The Juneau Yacht Club is situated on the Norway Point end of Aurora Basin harbor, and the boat launch ramp and grid facilities at Harris Harbor are used throughout the area. Docks & Harbors has plans to reconfigure the uplands area and add restaurant(s), a fish market, and a harbor works yard spaces to the area. The redeveloped area would connect via walkway to Overstreet Park. Harris and Aurora Basin Harbors are discussed in detail in Chapter 5, Land Use, Neighborhoods and Housing.

Opportunities: Water taxi dock, safe launch space for small, non-motorized craft.

GOLD CREEK

Gold Creek runs from Cope Park south through the Aak Kwaan subdistrict, under Egan Drive to Gastineau Channel. Except for the mouth, the creek has been contained in a concrete channel and is surrounded by a barbed wire fence. The Willoughby District Plan recommends Gold Creek be restored and rehabilitated to a more natural condition. Walking and picnic areas should be incorporated into the restoration where appropriate. The Juneau Watershed Partnership has indicated interest in partnering with the CBJ on a Gold Creek restoration project. Grant opportunities are available to support this type of restoration work.

Summary

With demographic shifts in Juneau’s resident population, increased visitation, and changes in recreational opportunities and preferences, it is important that recreational programming fits the changing user base. As the population ages, Juneau needs increased programming for seniors such as classes, facilities for low impact activities, and parks and trails accessible to individuals with mobility issues. Changes in recreational trends have created public demand for facilities for diverse activities, and user groups are increasingly working with CBJ to find and fund venues for these pursuits. Other such trends include interest in local food security

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and the move toward promoting community gardens, fruiting forests, and other opportunities for food production in public spaces. Residents of the Starr Hill neighborhood have already created a community garden site at Chicken Yard Park, and this trend should be encouraged. Changing uses and demographics also generate changes in user behavior, which should be managed and considered in new capital projects like the Seawalk and in park and trail improvements. Generally, parks and public spaces would benefit from community-driven programming and partnerships. Many of Juneau's most popular recreational events and infrastructure started as grassroots efforts, and CBJ and its partners can continue to leverage opportunities for collaboration on funding, programming, marketing, events, maintenance or improvements.

–moved to table

Editorial Suggestions to be considered with final document (FOR DISCUSSION):

- Move survey section to introduction
- Move P&R Master Plan guiding principles, mission, vision closer to beginning of chapter
- Move the visioning process outcomes closer to beginning of chapter

CHAPTER 8. TRANSPORTATION, STREETScape AND PARKING

Like many historic small downtowns throughout the US, downtown Juneau was not laid out with today's motor vehicle and pedestrian demands in mind. During the peak visitor period in the summer, the existing street layout leads to vehicle congestion, particularly along the South Franklin Street/Marine Way corridor. An additional summertime challenge is the high pedestrian density throughout the Downtown District. The street layout does offer benefits in terms of providing a relatively walkable downtown including the surrounding residential neighborhoods, albeit sometimes via steep streets and staircases. The narrow and sometimes winding streets, with on-street parking, provide perfect conditions for encouraging slow traffic speeds to further enhance downtown walkability. Some street grades are steeper than today's engineering standards would allow. While this limits future modifications to certain streets, it also contributes to the character of the study area.

In spite of these challenges, the streets of Downtown Juneau have come a long way from the wooden board streets of its past, some of which had to be elevated on wooden pilings to traverse the shoreline. Through the addition of rock fill, some expansion of the street network and right-of-way widths has been possible along the waterfront, notably on South Franklin Street, Egan Drive, and Willoughby Avenue, as well as the streets between them. As mentioned earlier in this plan, the Seawalk has provided a much-needed pedestrian route along the congested waterfront streets. The construction of Calhoun Avenue also opened up opportunities for newer subdivisions in the Flats.

As the use of motor vehicles has grown, so too has the demand for both on- and off-street parking. On-street parking has in turn led to narrower vehicle travel ways, which has ultimately necessitated a one-way street network in the Downtown District. Parking has been a constant topic of study and discussion over the last 50 years. During this time, the number of downtown employees has increased, with most of those employees living beyond reasonable walking and cycling distance. The response has been to use downtown land for both public and private parking structures and surface parking lots. However, on-street parking and narrower travel ways also serve as traffic calming (discussed below), slowing vehicle speeds and enhancing the pedestrian experience.

In addition to the significant amount of tourism-related mass transportation that occurs during the summer, public transit also has a presence in the planning area. Public transit services from elsewhere in the Borough converge and circulate around the Downtown District relatively frequently, entering and leaving via Willoughby Avenue. Transfers between Douglas and Valley bus services also occurs in the downtown.

In the last 20 years, a number of downtown streets (Main Street, Seward Street, South Franklin Street, and Front Street) have been reconstructed and demonstrate a commitment toward more pedestrian-friendly facilities. The incorporation of bump-outs, colors and textures, and in some places vegetation, and street furniture into street design provides cues to vehicle drivers that they are in a pedestrian-orientated environment and they should drive accordingly. An ideally designed street should not need to rely on a posted speed limit alone to ensure adherence to speed limits, and it follows that a street should be designed to reflect the context of the surrounding land uses it serves.

Visioning Report Results

The Blueprint Downtown Visioning report created nine focus areas, three of which are directly related to Transportation, Streetscape and Parking. The vision statements for these three focus areas are:

Vehicle Circulation and Parking, including Bicycles –

Juneau downtown vitality and growth is critically linked to improving the vehicular movement through the downtown core. Given the limited space for roadways, and competing needs for pedestrian and cyclist flow, innovative ways to provide passage for critical buses, trucks, and automobiles will need to be implemented. A “Circulator” system to easily move pedestrians across the downtown core is highly supported and a critical step to reduce the number of vehicles on the street, as well as downtown parking demand.

Pedestrian Access and Experience –

Pedestrian routes should continue to be improved to reduce summer congestion and flow smoothly and safely, linking the waterfront and various downtown destinations. Expanded canopies and improved streetscapes will enhance comfortable and safe routes in all weather conditions and times of the year. Pedestrian enhancements and congestion management should explore pedestrian only street areas for special activities and events. Greater ease of pedestrian links between the waterfront dock areas and downtown streets should be a focus.

Sustainability –

Juneau has the opportunity to showcase best sustainable practices, focuses on the transition from fossil fuels to renewable hydroelectricity for heating and transportation. Mitigating cruise ship industry impacts, with steps such as increased shore-side power, is a key element of this shared focus on enhancing renewable energy. Sustainable practices are critical to maintaining our area’s intrinsic beauty, quality of our setting, and working with local resources.

The Blueprint Downtown Vision Report identified a number of actions that were favored by the public related to transportation, parking, and street design. These are interspersed throughout the plan.

Related Plans

The topic of transportation has benefitted from many specific recommendations in plans over the last 20 years. These specific actions, if not already implemented, and any new recommendations are presented throughout this chapter. Priority recommendations are listed in the table at the end of the chapter.

Key plans and studies that are referenced in this chapter are:

- 2001 Area-wide Transportation Plan
- 2003 Downtown Tourism Transportation Study
- 2008 Capital Transit Development Plan
- 2009 Juneau Non-motorized Transportation Plan
- 2010 Downtown Parking Management Plan
- 2011 Downtown Circulator Shuttle Feasibility Study
- 2012 Willoughby District Plan
- 2012 Safe Routes to Schools
- 2013 Comprehensive Plan of the City and Borough of Juneau
- 2014 Capital Transit Development Plan
- 2015 Coordinated Human Services Transportation Plan
- 2015 Front & Franklin Street Reconstruction Public Outreach
- 2017 CBJ Docks and Harbors Bridge Park to Norway Point Master Plan
- **THERE WAS A MISSING PLAN IN THIS LIST**

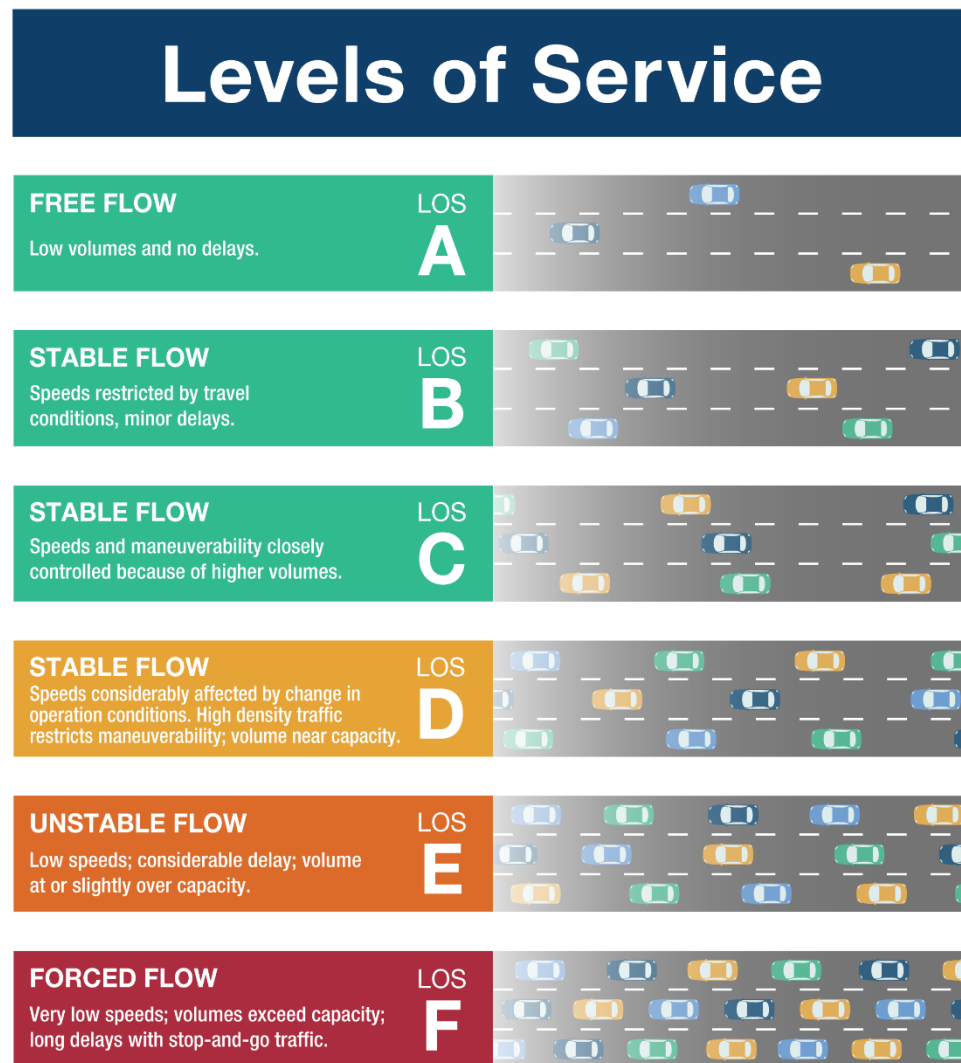
Motor vehicle traffic

SOUTH FRANKLIN/MARINE WAY SUMMER-TIME CONGESTION

Traffic delay Level Of Service (LOS) – The LOS is a measure of the average time delay in seconds of all traffic at an intersection. The delay time increases as the capacity of an intersection reaches its limit. There are 6 LOS categories.

Although no study has recently measured the level of delay at the Manilla Square intersection of South Franklin Street and Marine Way, there are times of the day when traffic delay has been anecdotally cited as unacceptable. The CBJ Comprehensive Plan indicates that Level of Service (LOS) D or worse is unacceptable. DOT&PF traffic count data is available for the Main Street intersection for a day in 2013 when cruise ships were docked. At Main Street and Egan Drive LOS A was observed during the AM and PM peak hours, although during the AM peak hour for vehicles turning left onto Egan Drive from Main Street was LOS D. The recent signal improvements at the Main Street and Egan Drive intersection are expected to improve the left turn LOS from D to B.

Every year DOT&PF collect traffic counts on Downtown Juneau streets using temporary counting equipment and from this generate an Annual Average Daily Traffic count. The data shows no clear pattern of traffic increase between 2013 and 2018 for the South Franklin Street corridor.



The causes of delays along the South Franklin Street/Marine Way corridor include:

- eight pedestrian crossings (sometimes controlled by crossing guards)
- vehicles dwelling in the travel way as they wait for gaps in oncoming traffic to enter parking lots at bus staging areas serving Cruise Ship Terminal and Alaska Steamship Docks
- vehicles waiting for gaps in traffic before entering the Manilla Square ‘tear drop’ turnaround

Year	Cruise ship passengers on a day
2013	5,971
2017	8,457
2019	14,000

The timing of the arrival of cruise ships heavily influences the level of vehicle conflict that occurs. Typically, the most intense amount of tour bus departures from dock staging areas occur within the first hour and half of a ships arrival since cruise ship passengers generally wish to depart on a tour as soon as they arrive into port. This coincides with the rush of passengers not participating in organized tours walking toward South Franklin Street. Scheduling of ship arrivals to smooth surges in passengers has been recommended by the Visitor Industry Task Force (VITF). Cruise Line Agencies of Alaska (CLAA) provide scheduling services for the cruise lines. CLAA’s preliminary schedules for 2021 show ship arrival times staggered by at least 30 minutes, which is expected to help alleviate passenger congestion. Another key recommendation of the VITF was to prioritize docking for larger ships at the city docks, particularly the Alaska Steamship Dock, which is past the South Franklin bottleneck. Constructing a new cruise ship dock at the Subport will also alleviate congestion on South Franklin.

Another challenge for downtown is the lack of delivery parking (loading zone) locations for businesses. When deliveries take place during business hours it can be problematic due to the limited right-of-way available.

Gastineau Avenue by-pass - The potential for congestion on the South Franklin Street portion of this corridor is recognized in the 2001 Area-wide Transportation Plan, the 2003 Tourism Transportation Study, and the 2004 Long Range Waterfront Plan. The general concept of a by-pass is recommended in the 2013 Comprehensive Plan. These plans recommend a new road connecting Thane Road to the intersection of Marine Way and South Franklin Street using routes through the former AJ Mill Site and the eastern end of Gastineau Avenue. Options for a circulation pattern include a one-way system with the existing South Franklin Street corridor or a bypass route. Consideration of the intersection design and the road profile would dictate how many lots would need to be purchased and how many buildings demolished. Since 2001, many of the lots that would be subject to the alignment have been developed; undertaking this project today would be more costly than when these plans recommended this alternative. A primitive access driveway already connects to the end of Gastineau Avenue from Thane Road through private property, and was used for construction and emergency service access to the residential portion of Gastineau Avenue when it was reconstructed. However, significant upgrades would be necessary to make this road suitable for public use, including relocation of utilities, excavation, and retaining walls. CBJ has not developed any estimates for construction of the by-pass road. While a portion of South Franklin Street would be relieved of some traffic, the by-pass traffic would still have to travel along Marine Way to access Egan Drive.

Removing traffic generated by Rock Dump Land Uses - One action recommended by the public during the Visioning work was to construct a deep-water port in West Douglas, with the aim of moving some of the water-dependent truck traffic generating land uses from the Rock Dump. This concept is identified in both the Area-wide Transportation Plan, and the Comprehensive Plan. Additionally, a West Douglas Conceptual Plan was adopted in 1997. The premise of the action identified by the public is that industrial traffic generated from the Rock Dump does not have a direct connection with the Downtown but does contribute to traffic at the key congestion point of South Franklin Street and Marine Way. The size of the vehicles is also considered inappropriate given the number of pedestrians on sidewalks directly adjacent to the vehicle travel way. It should be noted that the land uses in the Rock Dump area that generate the industrial traffic are not there because of their proximity to downtown, but due to the area's water-accessibility for barge traffic and large staging for shipping containers, fuel tanks etc. Moving industrial uses to a deep-water port in West Douglas would have additional benefit of reducing noise for downtown Douglas. To provide for traffic generated by a West Douglas development, a second crossing giving more direct connection with the Valley and Lemon Creek is also needed, as established by the 2004 Juneau Second Crossing Preliminary Scoping Report.

It is worth highlighting that based on the DOT&PF traffic data from 2013, only 3.4% of all vehicles heading outbound on Marine Way were classified as heavy vehicles, with 9% as buses; 82.7% of vehicles were classified as cars, and 3.8% were medium-duty vehicles.

Vehicle/pedestrian interaction - There are nine pedestrian crossings along the corridor between the Taku Smokeries and the Marine Way/Main Street intersection. Other than the crossing associated with the Main Street traffic signal, all of these crossings are unsignalized. Providing adequate crossing opportunities for the high volume of pedestrians between the Seawalk and docks is important. In recent years, CBJ has provided crossing guards at some of the busier crosswalks. Controlling pedestrian crossings in this way also allows the crossing guards to keep traffic flowing along the corridor. Not all of the unsignalized crossings are supervised by crossing guards. Because of limited resources, crossing guards are focused on the busiest locations during the busiest times. Sometimes, a single crossing guard is on duty, leaving one side of the road unsupervised. This can lead to errant crossing by pedestrians on the unsupervised side. Increased use of crossing guards, both in number and at more of the crossings, should be considered. Crossing guards are recommended in the Area-wide Transportation Plan.

As more cruise passengers arrive during the summers, the assumed increase in the number of pedestrians has raised concerns about pedestrians stepping from the sidewalk onto the travel way to pass other pedestrians. In 2019, CBJ implemented a recommendation of the 2003 Tourism Transportation Study for a pilot program installing bollards and chains along part of the South Franklin Street section of the corridor. The design of these barriers was reviewed and approved by the Historic Resources Advisory Commission to ensure they did not detract from the Historic Design Guidelines. As the manager of the right-of-way, DOT&PF also had to review and approve the design; it required an installation that allowed the bollards to release upon impact from a vehicle. The barriers must be removed during the winter to aid snow clearance. Anecdotally, this pilot appears to have worked well and is to be expanded along both sides of the corridor in the 2021 season. This will also aid in directing pedestrians to the appropriate crosswalk.

The Seawalk paralleling this corridor has provided an alternative pedestrian route. It has been effective at redirecting pedestrians walking from the Franklin Dock east of Taku Smokeries and AJ Dock at the Rock Dump. The completion of new berths at the Cruise Terminal dock and the Alaska Steamship Dock has allowed

access to sections of the boardwalk that were previously segregated for security purposes. The 2004 Tourism Transportation Study identifies strong connections between the Seawalk and the South Franklin Street/Marine Way corridor as important, especially so that the routes are not considered ‘one or the other’ options. In the Visioning report, the consultants also noted that a connection between the uplands and shoreline was important. The 2004 Waterfront Management Plan envisions the Seawalk extending along the shoreline all the way to the Douglas Juneau Bridge. Completion of the Seawalk will continue to provide an alternative pedestrian route throughout most of Downtown.

EGAN DRIVE

The main thoroughfare for traffic entering or leaving the Downtown District is Egan Drive. This State-managed road (officially designated AK-7) was constructed in the early 1970s on fill over what were then tide flats. Previously all traffic had to use Willoughby Avenue and Glacier Highway, so the increased capacity provided by the two-lane highway has provided obvious access advantages for the Downtown District. The development of the Outer Drive project (as it was known during construction) also created an intersection with the Juneau-Douglas Bridge, and then continued past Harris and Aurora Harbors to the boundary of the study area at Norway Point. While the improvement has been a great benefit for motor vehicle traffic, the Downtown stretch of Egan Drive acts like a barrier between the uplands and the waterfront. Both the Long Range Waterfront Plan and the Willoughby Plan in particular note the disconnection between the Aak’w Kwaan Village District and the waterfront. Recommendations for improved pedestrian connections across this stretch of Egan Drive are discussed in later sections.

In 2019, the State of Alaska Department of Transportation and Public Facilities (DOT&PF) began a major reconstruction of the stretch of Egan Drive between 10th Street and South Seward Street to improve vehicular and pedestrian flow.

10TH STREET INTERSECTION (JUNEAU-DOUGLAS BRIDGE)

This intersection is one of the busiest intersections in Juneau. Since only one bridge connects Douglas Island to the mainland, all Douglas traffic passes through this intersection. Based on the 2013 DOT&PF data, this intersection is LOS E in the PM peak hour (outbound traffic to Douglas has the worst delays – LOS F). Overall the intersection operates at LOS C during the AM Peak hour, which is an improvement from the LOS E or F level reported in the 2013 Comprehensive Plan.

DOT&PF has no immediate plans to upgrade the intersection. Short of restricting certain turning movements, there is little that can be done to improve the existing signalized intersection if current traffic levels prevail. A two-lane roundabout is a potential option, but would require additional rights-of-way. This could impact the proposal in the Bridge Park to Norway Point plan to have a separate access ‘road’ for the docks immediately adjacent to the existing intersection.

A need for a second crossing connecting North Douglas to somewhere on Egan Drive closer to the Valley was expressed during the Visioning process. With the development of a second crossing it is possible that some traffic from Douglas or the Valley would choose that route instead and lessen traffic at the bridge, but this unlikely to alleviate the long delay for those turning to Douglas from Downtown in the PM peak.

DOWNTOWN DISTRICT

Right-of-way width in the Downtown District is limited, varying between 50 feet on Front Street to as little as 35 feet on Seward Street. This creates a difficult balancing act between providing wide sidewalks and travel lane widths suitable for emergency vehicle access, while also providing parking on one or possibly both sides of the street. In order to accommodate these demands, a one-way circulation system has been implemented. This circulation system provides for a more comfortable walking environment for pedestrians, as they only have to look one-way when crossing. During the 2015 Front and Franklin Street public outreach regarding the reconstruction of some streets in the Downtown District, the idea of altering the existing one-way traffic pattern received very few comments. There were some general comments about the congestion in the Downtown District. Public outreach for the Blueprint Downtown Vision and the Front and Franklin St reconstruction revealed support for closing some downtown streets to vehicle traffic either on a permanent or temporary basis. This would conflict, however, with the need for increased on-street parking in the Downtown District. Shattuck Way, portions of Seward Street, and Front Street were all identified as suitable for pedestrianization. Occasional Front Street closures during First Friday events have been to good effect, although this requires support from Community Service Officers to barricade the street with a vehicle in case emergency access is needed to the street.

TRAFFIC CALMING

A number of plans refer to the need for traffic calming. Rather than referring to reduced speed limits, the concept of traffic calming recognizes that some streets in the study area do not deliver the appropriate visual cues to encourage adherence to the speed limit. Use of vegetation, narrower lanes, center medians, street furniture, lower height lighting, and on-street parking are all tools that can help reinforce lower speed limits. This does, however, complicate snow clearing and storage in winter months. Streets suitable for additional traffic calming, based on past plans and the visioning work, include Basin Road, Calhoun Avenue, Glacier Avenue, Egan Drive, and portions of W. 12th Street. The Willoughby Plan also provides specific recommendations on improving the pedestrian experience. Implementing these actions would improve traffic calming in the area. Aspects of traffic calming also serve as placemaking tools (Chapter 6) and enhance the overall feel and character of the area.

Parking

During the Visioning process, the topic of parking revealed polarized opinion. Juneau is not alone in experiencing the angst that results from community discussions regarding parking. As long as personal vehicles are the dominant method of travel, parking will remain an issue for any community. Over the years, many studies have addressed parking in the downtown area, although these have mostly been limited to the Downtown District and the Aak'w Kwaan district. As areas of the greater downtown are redeveloped, the lots that provide off-street parking will also need to be restructured. The hope is to someday achieve the perfect parking status quo.

The downtown one-way system has negative consequences for parking. Most Juneauites have experienced the downtown parking challenge: the possibility of a two-minute search for the ideal parking space immediately adjacent to the store, restaurant, office, etc. that they are visiting ends up as a 10-minute drive in ever-widening circuits before settling for a parking space that is a 3-5 minute walk from their destination. Going directly to a parking garage would have been a quicker solution, but the uncertainty that there will be a short-term space or that they have the correct (or any) cash acts as a deterrent.

On-street parking in residential areas is subject to all-day parking 'spill-over' from adjacent commercial uses. For example, workers from the downtown core park from Fifth Street to Chicken Ridge and Gastineau Avenue, and Federal Building workers park in the Casey Shattuck area. Residential Parking Zones have been recommended in the past to ensure residents have spaces, as well as management policies that require parking payment. Enforcement in the downtown core has also been recommended to ensure that all-day parkers do not relocate to unpaid parking spaces just outside the management zone. Parking management has a cost which may not always be completely covered by fees.

Past CBJ studies and plans have noted that it will be difficult to understand if there is indeed a parking shortage until the use of short-term on-street spaces is limited to downtown business patrons, rather than including long-term parkers shuffling around short-term spaces every 2 hours.

Occupancy data from the Marine Parking Garage structure and the Downtown Transit Center structure suggests that even though more parking passes are sold than there are spaces, there are currently available spaces between the two structures for the current demand.

The 2010 Downtown Parking Management Plan provides a summary of the history of parking management in the Downtown area.

- In the past, there was a period where there was no parking requirement for new buildings in downtown Juneau.
- Public parking has been significantly increased.
- Parking meters have come and gone.
- Perception that parking is hard to find still exists.
- Parking studies over the years identify ‘a misuse of existing spaces, and not a shortage of parking overall.’

The 2010 Parking Management Plan set the following goals:

- 1. Reduce the number of vehicles that are parked all day (long-term) in hourly (short-term) spaces.*
- 2. Ensure that both the Marine Park Parking Garage and the Downtown Transportation Center Parking Garage (under construction) are utilized at or near capacity year-round.*
- 3. Ensure that on-street parking spaces are available near all destinations at all times of the day for use by visitors who only need short-term parking.*

And three accompanying policies to help guide how the goals should be achieved:

- 1. Manage on- and off-street parking resources so as to ensure that both long- and short-term parkers can find parking suitable to their needs at all times.*

There are three overlay districts that affect the amount of off-street parking on private properties within the downtown area. The Downtown Parking District Map shows the existing Fee In Lieu of Parking Districts and the PD-1 and PD-2 Parking Districts. **GRAPHIC TO BE ADDED**

PD-1 and PD-2 Parking Districts - were adopted when zoning regulations were changed to apply parking requirements to the downtown area; previously, the downtown area was within a zoning district that had no off-street parking requirements. The PD-1 and PD-2 overlay zones were adopted to reduce the impact of this change on downtown properties. Within the PD-2 district, standard parking requirements are reduced by 30%. Within the PD-1 district, there is no parking requirement for any change of use of an existing structure, and the parking requirement for new construction is reduced by 60% from the normal requirement.

Fee In Lieu of Parking - property owners or developers may pay a one-time fee to the CBJ in lieu of providing required off-street parking for a development or use. This program was developed in order to facilitate development and redevelopment of small, underutilized parcels in the downtown area by developers who would not otherwise be able to meet their off-street parking requirements. Fees collected under this program are intended to be spent on projects that either increase parking supply within the Fee In Lieu of Parking District or reduce parking demand within the district.

Parking Waiver - Outside of the overlay district areas, the option of a parking waiver is available. The number of off-street parking spaces maybe reduced or waived if certain requirements are met.

II. Manage parking as a component of a multi-modal transportation system, recognizing that adequate parking cannot be supplied at any destination in the downtown area for peak demand, and that walking, bicycling, use of shuttles/buses, carpooling, and other transportation tools are part of the solution to any parking problem.

III. Parking management must be simple enough that parkers can easily know how long they may park in any given space, and what the fee for parking in that space (if any) is.

This plan was partially implemented, and for a time a pay parking system was installed downtown. Ultimately, the technology for payment and the enforcement system behind the payment system failed. The ‘temporary’ solution, in place since 2013, is:

- require cash payment into coin boxes for a limited number of short-term spaces,
- provide 2-hour free parking in on-street spaces in the downtown core,
- dedicate much of the MPG and DTC parking structures to permit holders who can apply for a weekly, monthly or yearly permit (although there is no guarantee that a space will be available to them).

In 2015, CBJ hired a consultant to recommend a replacement parking system design that would serve the downtown core. That study provided a number of management recommendations and ultimately noted that the 2010 concept and management approach was sound.

It should be recognized that surface parking is probably the cheapest to develop, but as a land use it offers limited tax revenue to the CBJ, and there is limited developable flat land in the downtown area. Surface parking is not desirable in creating a vibrant downtown. A cost of structured parking of \$50,000 per space is often used as a fair estimate based on the cost of the Downtown Transit Center and other engineering studies.

Land Use Code parking requirements – (update based on PC action) The CBJ Land Use Code provides minimum off-street parking requirements, with the number of spaces categorized by their use and the size of the development. Some reductions are provided to residential parking requirements in the Juneau Geographical area, which includes much of the Blueprint study area. In addition, various exceptions and overlay districts (PD1, PD2, and Fee-in-lieu) in the Downtown Core and Aak’w Kwaan Village district provide relief from the parking requirements that apply elsewhere in the Borough. The Parking Districts serve two purposes:

- Recognize that a number of factors downtown, in theory, contribute to reduced parking demand. These factors include CBJ transit concentrating on the downtown area; higher residential densities combined with higher density of businesses/shopping/dining etc. resulting in a higher proportion of residents being within walking or cycling distance; and the walkable nature of the downtown area.
- Provide a historic preservation incentive in the PD1 area, unless a building footprint is expanded; then, regardless of changes in use of the building and even if it would normally require additional parking, no additional parking is required. This means that reuse of historic buildings does not have the burden of providing the parking that a new building would.

Under current parking requirements, downtown developers have expressed concern that is difficult to build an economically viable project that meets parking requirements, even with the existing parking reductions and the fee-in-lieu option. If CBJ loosens parking requirements for development, it will also be important to address management by implementing the 2010 parking management plan or conducting a new study.

Public electric vehicle charging – Juneau has a growing number of electric vehicles. Juneau is attractive for electric vehicles because there is less concern regarding range anxiety, and the local climate is optimum for long term battery life. Juneau has relatively cheap electricity by Alaskan standards and it is nearly always generated from carbon-free sources like local hydropower. This latter aspect means it is in line with the intent of the 2011 Climate Action and Implementation Plan.

The growth in EVs was aided by a grant awarded to the CBJ and Juneau Community Foundation for public charging infrastructure. Funds from that grant enabled the installation of 14 charge ports at 11 locations, with the initial objective to allow a battery-only EV to make a round trip from any starting point on Juneau’s limited road system. CBJ has hosted and maintained stations in both the MPG and DTC. CIP funding is available for additional charging stations.

The Visioning report recommends increasing availability of vehicle charging in downtown. There is some demand for additional charging stations in neighborhoods that are reliant on on-street parking. The Juneau Renewable Energy Strategy identifies electrification of the transportation system as one of four strategies to shift community energy use to renewable sources. CBJ has set additional money aside as part of the funds earmarked to implement the Juneau Renewable Energy Strategy to develop a formal EV Charging Infrastructure Plan – this would include building the more piecemeal components that the Juneau Commission on Sustainability and CBJ Staff have already undertaken ([appendix X](#)), with input from the Juneau Electric Vehicle Association.

Pedestrians

During the Visioning work it was frequently noted that the study area is very walkable. This is a reflection of the small grid upon which the streets are laid out. Even in the Highlands, where the streets meander in switchbacks to accommodate the topography, relatively direct walking routes are still possible. In the original town site, there are many rights of way that are too steep to be suitable for motor vehicles but that are often used to provide connecting staircases, maintaining the connectivity of a grid layout for pedestrians.

The Comprehensive Plan, the Non-Motorized Transportation Plan, and the Climate Action and Implementation Plan all recognize the importance of providing a street environment that encourages walking. Having people walk through neighborhoods also helps develop a sense of community and provides ‘eyes on the street’ security. Additionally, pedestrian activity adds to the economic vitality of the business core, by putting potential customers in close proximity to local businesses, and improves the overall health of the community.

Design standards - The Non-motorized Transportation Plan and the Willoughby Plan promote ‘Complete Streets’ and ‘Context Sensitive Design’ concepts – these street design approaches to account for the desired users, providing dedicated facilities and design features for each, as well as the surrounding uses and built environment. This is often includes street design elements to ensure motor vehicle drivers ‘feel’ the speed they should be travelling rather than relying on

posted speed limits. This is usually accomplished by incorporating various elements of traffic calming, which is a departure from the past approach where streets were built to facilitate vehicle travel, treating non-motorized modes as afterthoughts.

The Non-motorized Transportation Plan notes the following key design considerations for pedestrian friendly design:

- **Safe crossings** at appropriate locations that are clearly marked for all users, and that ideally match the desired travel paths and do not divert pedestrians too far.
- **Continuous and direct routes** to reduce walking distances and keep pedestrians out of the vehicle travel way.
- **Mixed Land Uses** to allow people to live closer to destinations. Segregated land uses increase the distance between destinations, making walking less attractive.
- **Accessibility** considerations for all pedestrians, including those with mobility impairments, such as adequate sidewalk widths and sufficiently wide curb cuts, with no obstacles and that are well maintained.
- **Traffic separation** on higher speed streets with vegetated buffers.
- **Interesting places** and pedestrian-focused designs to improve the pedestrian experience, partly because their presence delivers traffic calming benefits.

STREET DESIGN FOR PEDESTRIANS

Street reconstruction in the Downtown District over the last 15 years has occurred with pedestrians in mind. Bulb-outs and refuge islands are frequently incorporated into the street design. Safer continental style crosswalks are used wherever it is legal to do so, and sidewalks have been widened where possible while striking a balance with lane width. Vegetation and paving features also provide visual cues to drivers for the appropriate speed limit. The Visioning report recommends providing seating opportunities throughout downtown. It is difficult to strike a balance between providing seating and restricting sidewalk width. One possible option is to encouraging businesses at suitable locations, such as where there are sidewalk bulb-outs or wider sections of sidewalk, to place daytime benches on to the sidewalk.

CANOPIES

The majority of sidewalks in the Downtown District have canopies that keep pedestrians dry and keep sidewalks free from snow. Unfortunately, as sidewalks have been widened, canopy depths have not been extended. The Tourism Transportation Study recommends that canopies should be extended to cover the full width of the sidewalk. Permits from CBJ or the State would be required to rectify this situation. The study recommends addressing this when buildings are reconstructed, although CBJ could consider other incentives to speed up this process. Currently in the Downtown Historic District, the Land Use Code requires canopies to be added for new construction, or where exterior work is being undertaken that exceeds \$25,000. Canopies are encouraged in all neighborhoods as a great way to keep pedestrians dry and keep sidewalks clear of snow. Despite these benefits, there are areas of the downtown core, outside the Historic

Districts, where there are no canopies. Instead of waiting until the building undergoes an exterior renovation, the CBJ could consider incentives to encourage property owners to install canopies at any time. Some communities offer interest free loans as expedited permits as incentives for this type of development. Canopy requirements could be extended beyond the Downtown Historic District to cover more of the Downtown and the Aak'w Kwaan/Glacier Avenue Districts (assuming the Historic District is not extended). Canopies are recommended in the Willoughby Plan but the Land Use Code does not require canopies for new developments in this area.

DOWNTOWN STAIRCASE CONNECTIONS

Staircases create a number of useful pedestrian connections (e.g. Chicken Ridge, Starr Hill, Gastineau Avenue, Calhoun Avenue, Distin Avenue, and Pine Street). These staircases undergo periodic maintenance but some are overgrown, which prevents existing lighting from working effectively; others are just poorly lit. Benches are sometimes provided on landings midway up the staircase (e.g. between Calhoun Avenue and Willoughby Avenue). These staircase connections provide access to properties that are not accessible by streets. Additionally, as discussed above, implement a compact street grid where topography is too steep to accommodate safe vehicular traffic. Continued maintenance and improvement should be a high priority.

Bicyclists

The needs of cyclists are different from those of pedestrians. The Non-motorized Transportation Plan highlights that national design guidelines acknowledge there are three types of cyclists:

- **Advanced:** Advanced riders are those who use their bicycle much the same way they use a car. Convenience, speed, and direct access to a destination with minimum detour or delay are main priorities. They are generally comfortable riding with traffic, but need to have sufficient operating space on the roadway or shoulder.
- **Basic:** Basic or less confident adult riders may also use their bicycles for transportation purposes but prefer to avoid roads with fast and busy motor vehicle traffic unless there is ample road width. Basic riders are comfortable riding on neighborhood streets and shared use paths and prefer designated facilities such as bike lanes or wide shoulder lanes on busier streets.
- **Children:** Children on their own or with adults may not travel as fast as their adult counterparts, but still require access to key community destinations and make up a major part of the non-motorized transportation use in Juneau. They often travel between neighborhoods, schools, parks, stores and recreation facilities. Residential streets with low traffic volume and speeds, linked to designated bike lanes along arterial streets and separated paths, can safely accommodate children without encouraging them to travel in heavy traffic.

In recognition of this, it is recommended that bicycle facilities cater to all three types of riders. This will encourage riders of all abilities to feel they can cycle to replace motor vehicle trips. The Comprehensive Plan and the Juneau Climate and Implementation Action Plan recognize the contribution that a shift to non-motorized transportation modes can make to Climate Action goals. The Visioning report identified a public desire to develop the cycling network, and greater availability of covered bike stands or lockers. The Cross-Juneau Bikeway, envisioned in the Non-motorized Transportation Plan, recommends a complete bike lane network that connects the entire borough largely following State road alignments. Although in the Downtown area this also includes some CBJ-maintained roads along Willoughby Avenue, Glacier Avenue, and part of 10th Street. Parts of this are yet to be implemented, although the Egan Drive reconstruction will complete a significant portion in the study area.

Public comments received during the visioning process also encouraged a bike sharing service. However, as previously noted, there is also the potential of increased number of cyclists conflicting with motor vehicles and pedestrians where bike lanes are not available. In recognition of the lack of street space downtown for 'dockless bike/scooter share' programs, the CBJ Assembly approved a moratorium on such operations borough-wide in 2019.

Safe Routes to Schools

All schools in Blueprint Downtown planning area are concentrated at the School District Campus along Glacier Avenue between West 12th Street and Highland Drive. In 2012, CBJ produced a Safe Routes to Schools Plan. The plan systematically assessed schools within the Borough and noted where improvements could be made. The Plan provided recommendations specifically for Harborview Elementary School, but with the relocation of Montessori Borealis and the Charter School to the Marie Drake Building, the plan is relevant for all schools in the area, including Juneau Douglas High School. The intention of the Safe Routes to School plan is to *'to create safe, convenient and fun opportunities for Juneau children to walk and bicycle to and from school and thus encourage more children to be physically active.'* CBJ continues to implement the Safe Routes to Schools Plan as it conducts street improvements within walking distance of schools.

Travel Demand Management

Instead of building additional capacity to solve peak road congestion or parking demand, a Travel Demand Management (TDM) program can be implemented. TDM is the development of policies and strategies to reduce travel demand or redistribute demand to use different modes, take different routes, or operate at different times. Specific programs are then developed to implement those policies.

The various parking plans reviewed above, the Area-wide Transportation Plan, the Willoughby Plan, the Climate Action and Implementation Plan, and the Comprehensive Plan all recognize the cost of trying to build additional infrastructure to solve congestion or parking shortage issues. All these plans recommend that a comprehensive TDM program be implemented. In most cases it is recommended to focus on the CBJ, State, and Federal employees.

Transit

The Capital Transit public transit service provides relatively good connection between the Downtown District and Douglas or The Valley, with buses running to either area at least every 30 minutes. A key recommendation of past plans focusing on Downtown parking has been greater investment in, and greater service provision from, the Capital Transit system as part of the Demand Management side of the solution. Bus frequency and coverage have both increased over the years, although the 2014 Transit Development Plan recommends further increases. The Downtown Transit Center (DTC) was completed in 2010 as part of the construction of a parking structure and new downtown police substation. It provides heated enclosed waiting facilities with space for a concession stand; the space is often used for sleeping and experiences anti-social behavior, which has led to it being underused by the general public. Actively using the concession space would reduce loitering and increase the sense of safety, implementing CPTED concepts discussed in Chapter 6. Providing transportation options to the rest of the borough beyond personal car ownership is another key step in reducing minimum parking space requirements for new developments. Minimum parking requirements can also act as deterrent to redevelopment of underused downtown properties for additional residential or commercial uses.

A number of construction projects in recent years (Capitol Building, Franklin Street reconstruction, Gastineau Hotel demolition, Egan Drive reconstruction) have affected the ability of Transit to run settled consistent routes through the downtown area.. Some buses that enter the Downtown District perform a loop past the downtown library and up South Franklin Street, passing the Capitol Building before terminating at the DTC. This loop has been available as a free 'hop-on' service for many years. This free service is easy to enforce because all transit users have to board the bus at the DTC. The hills in the downtown area sometimes require operation of 'winter routes' where services do not undertake the downtown loop entirely, skipping the Marine Way/South Franklin portion and instead going directly to the DTC.

PATTY NOTES THAT DTC WAITING SPACE SEVERLY UNDERUTILIZED - ADDRESS UNDERUTILIZATION OF THE DTC WAITING AREA.(make opportunity box w/link to CPTED)

The 2013 Comprehensive Plan supports a 'Transit First' policy with greater investment in and support for Capital Transit services. Most recommendations in the 2014 Transit Development Plan were outside of the Downtown area or were borough-wide improvements. Some borough-wide improvements are relevant to the downtown area are as follows:

- Continue to operate all services to/from the DTC – this is as much symbolic as well as operational for driver breaks etc.
- Maintain timed transfers between the Douglas and Valley routes at the Federal Building.
- Develop Park and Ride using existing parking lots such as UAS, the Nugget Mall, the Mendenhall Mall, and somewhere on the Douglas route.
- Earlier and later services to Downtown – make use of transit fit with downtown workers schedules.
- Provide Holiday service – this would benefit Downtown residents.
- Use of electronic timetabling – lets users navigate the myriad of service options to determine the most direct route and transfer locations. Paper timetabling is confusing and a barrier to first time or occasional users.
- Continued investment in bus stops - many bus stops in the downtown area and Downtown District do not have bus shelters.

- Bike lockers at high ridership locations – in downtown this could be at the DTC, Federal Building,

PARK AND RIDE (P&R)

Park and ride services have frequently been mentioned as part of the parking solution in Downtown parking plans or within transit plans. The premise of a Juneau P&R system would be for single occupancy vehicle drivers to undertake the first part of their journey by car and park at a designated parking area in Auke Bay, The Valley, Lemon Creek, Douglas or even the outskirts of the study area (e.g. Bill Ray Center or a new structure between W. Eight and Ninth Street) before using a bus to travel directly Downtown. While individuals may be doing this informally, using existing private parking lots in conjunction with Capital Transit, there is no formal organized P&R system. CBJ is in the process of constructing a Valley Transit Center (VTC), which will serve as a transfer hub for bus services circulating in the Valley and those heading to Downtown.

The reality is that the route to Downtown Juneau is not congested enough, and does not impose a significant enough time penalty, to make a High Occupancy Vehicle lane supporting transit and/or a dedicated P&R service a more attractive travel choice. P&R also imposes a time penalty on the user as they transfer from their car to transit; services with higher frequency are likely to be more attractive. The other key decision factors that would encourage use of a P&R service would be:

- Direct cost (e.g. fuel, and parking costs if free workplace parking is not provided)
- Time to search for parking and walk from parking to office (which may not be an issue if a guaranteed parking space is provided)
- Time to do other things while commuting
- Conscience related to vehicle emissions

For greater uptake, a P&R service would likely need to be free, or paid for by an employer on the condition that they released their parking privilege. In 2019, CBJ began to provide the option for employees to choose a Capital Transit monthly bus pass instead of a free parking pass – of 105 downtown CBJ employees receiving either pass, 8 have chosen to receive a bus pass. CBJ may wish to consider other options, including monetary, to make a P&R service more attractive than single occupancy vehicles but this is likely to be more publically acceptable if it were to incentivize P&R use rather than penalize single occupancy vehicles - a balance of both may be needed. A P&R on the periphery of Downtown that would coincide with a transit circulator to deliver them to their workplace would have to be frequent. The closer to their destination a driver is, the less willing they will be to add a transfer to their journey, especially if that transfer wait time is not short. An added benefit of P&R is reducing the number of vehicles trips, which will lessen traffic congestion and emissions.

TRANSIT CIRCULATOR

A Transit Circulator for the Downtown area was mentioned frequently throughout the Visioning work. A circulator is recommended in a number of past plans, including the Area-wide Transportation Plan, the Comprehensive Plan, and Juneau Parking Study, and was explored as part of both the 2008 Transit Development Plan (the same consultants provided a 2011 report on circular options to DBA) and the 2014 Transit Development Plan.

The Visioning results suggest that the public had two ideas for a circulator in mind:

- **Tourist circulator** - This would shuttle tourists to a staging area beyond the South Franklin Street/Marine Way corridor to a staging area elsewhere. Further study would need to be undertaken on this concept to understand what benefits it would deliver in terms of reduced vehicles in the corridor, logistical issues in terms of connecting with tour buses, costs, and options for alternate staging areas. A fixed route system (e.g. light rail) that would operate in the vehicle travel way with other traffic, moving all passengers to a staging area beyond the South Franklin Street/Marine Way corridor, is one possible concept.
- **Capital Transit circulator** – While primarily for residents, this service could also be available to tourists in summer months. This type of service is the one that has received most study in recent plans, and was implemented in 1984 and ceased in 1987 as funding was cut. Most alignments studied would link the Flats/Aak'w Kwaan Village District with the Downtown District via South Franklin Street.

To become graphic or box The 1984-1987 circulator utilized a dedicated circulator bus that filled in the headway gaps between standard Capital Transit routes connecting other parts of the Borough with Downtown. A fare-free zone was implemented for all services and extended from the Bill Ray Center. As mentioned above, the standard Capital Transit services performed a more intricate route through the Downtown District than they do today and included a turnaround at the site of the Cruise Terminal Dock (which was then the Ferry Terminal). To provide a more frequent headway a single bus was added that only performed a circulator route – this delivered a separation between all buses doing a downtown loop of between 7-13 minutes during off-peak hours. This circulator route was similar to the Downtown loop that today's Capital Transit service performs, except it would terminate and turnaround at the Bill Ray Center. Part of the purpose of the circulator was to increase the market for users of the Marine Park Garage parking structure, which was under construction at the time.

The 2008 Transit Development Plan summarizes a 1986 operational report on the success of the 1984-1987 Circulator. Surveys of users showed that 40% of users indicated they would not have made the trip had they not had the free circulator service. However, only 5% of those surveyed said they would have used a private car to undertake the trip. This indicates the majority of the trips made on the downtown shuttle were made by patrons who were either ride-dependent, or would have taken transit or another alternative mode (i.e., biking or walking) regardless of the presence of a fare-free zone and circulator shuttle.

The 2008 Transit Development Plan notes that there may be increased demand for a downtown circulator since population in the Downtown area had increased by 38% between 1990 and 2000. The circulator could also link parking structures (both existing and future) to add convenience to additional visitors to Downtown. This plan examined three different scenarios. The recommended alternative provided a 15-minute headway at an annual cost of approximately

\$886,140, approximately 85% of which would be covered by Federal Transit Agency pass-through funding. The 2008 Transit Development Plan examined using a Downtown Circulator as a standalone option from the rest of the Capital Transit service, but also as part of a service integrated into an 'optimum scenario' where a trunk route connected with a number of other loop services throughout the Borough.

In 2011, the 2008 Transit Development Plan consultants were asked to provide some new circulator alternatives that included extending a circulator service to the Franklin Dock or AJ Docks, running along Calhoun Avenue, and looping past Overstreet Park. This study presented similar costs as the 2008 study. A 10-minute headway was assumed; there would be no fare.

The 2014 Transit Development Plan stated that a Circulator service would cost approximately \$600,000 per year but gave no routing recommendations.

Discussions have been underway at a CBJ management level for 2-3 years about options to introduce a circulator. Older CBJ buses could be pressed into service immediately if funding and drivers were available, while other potentially attractive improvements, such as the much-requested electric system, are pursued.

ELECTRIC TRANSIT BUSES

As electric bus technology has improved, they have become more attractive and viable as an alternative for Capital Transit. CBJ has successfully pursued Federal grants to assist with the purchase of three electric buses and associated charging equipment. Electric buses typically cost twice as much as conventional diesel buses, but in theory have low maintenance and running costs. Concerns remain about their suitability for Juneau's climate and ability to deliver the required range, but it is hoped they are a success so Capital Transit can continue to invest in the technology as other buses reach the end of their useful life.

Street maintenance and snow clearance

The visioning work raised the issue of snow clearance on sidewalks in the Downtown District and residential neighborhoods. Streets are cleared on a prioritized basis. CBJ Streets Division uses smaller 'four-wheeler' ploughs to clear sidewalks in the Downtown District. Elsewhere, CBJ Parks and Recreation maintain sidewalks and parking lots around CBJ facilities, and Docks and Harbors provide some snow clearance on the Seawalk. The CBJ Municipal Code requires that individual property owners clear snow from sidewalks in front of their own buildings. This is poorly enforced, and there is often a patchwork of cleared and uncleared sidewalks. Narrow rights-of-way in most of the study area mean there is little space to store snow moved from the vehicle travel way by snow plows, and in places where there are small or non-existent front yards there is nowhere to move snow. Many will have participated in the disheartening battle of clearing a sidewalk by berming the snow on the edge of the sidewalk, only for a plow to push it right back. Speed of clearance and collection of snow from streets and sidewalks by CBJ is limited by available personnel and equipment. Trucking of snow also has emissions consequences. In addition, when designing streets, a balance needs to be found between providing all the elements that provide attractive and pedestrian-friendly streetscapes (e.g. street furniture, sidewalk bulb-outs, refuge islands, vegetation, and narrow travel lanes) and the ability to clear snow as quickly as possible with as little damage as possible. Curbs on the recently reconstructed sections of South Franklin Street and Front Street have already been damaged after only one or two winters. Some of this is related to tight return radius for bulb-outs, which is in part to retain as many parking spaces as possible. Improved training and additional clearance resources

would enable crews to clear snow in a less hasty manner. Planning for the envisioned streetscapes must include consideration of maintenance needs, such whether or not additional time, personnel, or equipment will be needed.

Street trees and vegetation identified in other plans should not be ruled out when street improvements occur on the basis that they slow down snow clearance – the design and species should be instead be appropriate. In recent years CBJ has dedicated increased resources to sidewalk clearing in areas of the Downtown subdistrict. This has improved wintertime walkability. Potentially, downtown property and business owners could contribute to a “co-op” for similar services.

Verify these are in the actions table and then remove from chapter

Focus Area A: Business Vitality

- Explore options, such as a West Douglas deep water port, to reduce industrial truck traffic crossing through Downtown.

The consultant recommendations do not go on to discuss the West Douglas concept.

Focus Area D: Vehicle Use and Parking including bicycles

- Create an electric downtown Circulator to move people between S. Franklin, Transit Center, Willoughby District, and remote parking.
- Use some of Downtown’s vacant lots to add more parking in aesthetically pleasing multi-level parking garages.
- Create Park and Ride lots in the Valley and Douglas for transit and carpools to and from Downtown; incentivize large employers to use.
- Stop investing in parking structures. Redevelop areas now used for surface parking lots, emphasizing transit, car pools, car-sharing, bicycling, and walking.
- Electrify both city buses and tour buses to reduce fumes in Downtown (and at the Glacier).
- Provide Downtown bike lockers, bike parking, a bike share program, more bike racks with tools, and dedicated interconnected lanes for bicycling to/from and around town.
- In the long term, relocate AML and industrial truck traffic to an area outside of the Downtown Franklin Street bottleneck.
- Improve Capital Transit bus stops/shelters to better meet year-round needs, including displays that show real time route status, security cameras, and better snow removal.
- Ban vehicles, except the Circulator, during tourist season in defined Downtown areas to allow people to move more freely and create a plaza atmosphere.

The consultant recommendations focus on the need for a circulator, but it is unclear who the circulator would serve – perhaps both tourists and locals alike. Some specific operating suggestions include ‘smaller semi-open slide-in vehicles’ that have no fare running on a continuous loop. Traffic law issues are identified.

Bike lanes are also discussed under the consultant recommendations. It is noted that given the limited right-of-way on some downtown streets, bike lanes may not be possible; unconventional solutions such as aerial walkways should be considered.

There is also some discussion on opposing views that were apparent in public feedback – some supported more downtown parking while others supported reduced parking and focusing on demand management solutions instead. The consultants note that some new structure in the Aak’w Kwaan Village area may be appropriate (possibly coupled with a circulator) while additional surface parking in the Downtown District is probably unnecessary.

Focus Area E: Pedestrian Access and Experience

- Complete the Seawalk from the AJ Dock to Overstreet Park.
- Provide adequate, safe, clean, and well-identified public restrooms.
- Improve and expand sidewalk canopies and ensure that walking routes are accessible and passable year-round.
- Create a pedestrian-only destination area(s) in the Downtown District.
- Add more historic info signage and Tlingit place-name signs along streets.
- Support the creation of more indoor/outdoor dining and shopping experiences.
- Provide seating throughout Downtown for pedestrians to comfortably rest and take in the scene.
- Build in more green space, art installations, and pedestrian amenities.

The Consultants’ recommendations highlight the importance of the Seawalk as both a functional and recreational pedestrian experience. Completion of the Seawalk should be a high priority to serve both tourist and local needs alike, including a direct connection of a waterfront downtown with the water, and a way to ease and escape the congested waterfront sidewalks.

The existing linkages between the uplands areas paralleling the waterfront and the Seawalk work well. In other areas beyond the existing Seawalk, the linkages need improvement.

It was noted that the public supported pedestrianization, or at least temporary pedestrian closures, of downtown streets. The consultants suggested that Front Street, portions of Seward Street, and/or Shattuck Way could be suitable.

Focus Area F: Sustainability

- Develop complete cycling infrastructures (e.g. bike lanes, lockers, covered stands) into a clear network that encourages cycling as a means of transportation.

Consultant recommendations provide some discussion of electric vehicle charging infrastructure and dock electrification for cruise ships.

Focus Area G: Carrying Capacity

- Encourage the installation of an electric downtown circulator to reduce congestion.

- Reduce congestion by developing more infrastructure like Seawalk and street improvements.
- Increase bus staging to locations outside the bottleneck.
- Connect Gastineau Avenue to Thane Road as a bypass.
- Relocate/Rezone Rock Dump industrial area to reduce through-traffic.
- Determine sustainable visitor capacity and set a limit on cruise ships and cruise ship passengers.

The consultants note a need to move visitors out of bottleneck areas (South Franklin Street/Marine Way). They recommended considering a circulator service that links with an off-site bus staging area with the Aak'w Kwaan Village district as a possible location. Another component of alleviating the bottleneck would be to provide a pedestrian connection to an alternate tour bus staging area; this would require construction of the Seawalk connection past the Merchants Wharf.

Use of bicycles on the Seawalk may also become a viable option once the Seawalk is completed.

Focus Area H: Natural Environment and Recreation

- Complete the Seawalk across the waterfront
- Electrify the public bus fleet, and incentivize tour groups to use electric vehicles.

The consultants also note that, given the limited area available and the number of competing land uses, using downtown land for surface parking is inappropriate. Areas in the study area that are outside of the Downtown District might provide suitable locations for additional surface parking lot or structure, especially if linked with a circulator.