

Willoughby District Land Use Plan

Juneau, Alaska



prepared by

**Sheinberg
Associates**

with

North Wind Architects

Walker Macy

Kittelson Associates

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Cover Photo courtesy Kerry Howard, spring 2010

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Norton Gregory
Rosemary Hagevig
Shari Partin
Justin Shearer
Tamara Rowcroft
Scott Ciambor, JEDC, Secretary

Project Team

City and Borough of Juneau

Project Manager	Engineering	Community Development	Parks and Recreation
Heather Marlow	Rorie Watt, Skye Stekoll	Benjamin Lyman, Dale Pernula	Marc Matsil

Alaska Mental Health Trust Land Office

Tim Spernak, Trust Land Manager

Alaska Department of Transportation and Public Facilities

Kim Mahoney, Project Manager

Sheinberg Associates Consultant Team

Sheinberg Associates ♦ Barbara J Sheinberg, AICP and Zoë Morrison, MCIP

Northwind Architects ♦ James Bibb, AIA and Dave Hurley

Walker Macy ♦ Doug Macy, FASLA and Ken Pirie, AICP

Kittelson Associates ♦ Gary Katsion, PE

Executive Summary

The actions of Juneau's residents and the adopted plans of the City and Borough of Juneau (CBJ) have recognized the Willoughby District as Juneau's Civic, Arts and Cultural area for at least 50 years.

In the 1960's, the City provided the land and Juneau citizens voted to support a one year, one percent sales tax to raise matching funds to build the Alaska State Museum here. Today, in addition to the nearby State Capitol and Alaska State Museum, the Willoughby District is home to major State offices, the Juneau Centennial Hall Convention and Visitors Center, the Central Council of Tlingit Haida Indian Tribes of Alaska's Andrew Hope Building with its meeting spaces and ANB/ANS Juneau camp home, the Juneau Arts and Culture Center (the JACC), Zach Gordon Youth Center, and Juneau's public broadcasting offices and studios.

The CBJ Comprehensive Plan establishes direction for growth in this area:

1. Support the establishment of a Cultural Campus;
2. Seek to strengthen and enhance the Capitol Complex; and
3. Provide for mixed use development that integrates residential, retail and office uses.

The Willoughby District Land Use Plan is a Long Range Plan. The projects in it will be accomplished over time by a series of near to long term public sector investments in park and plaza space, infrastructure, and parking; and through private sector investments as land owners are ready to improve their properties.

The Plan will be a blue print for development in this area for the next 20-25 years. It will be used by CBJ staff (and portions of the plan will be adopted into Juneau's Comprehensive Plan), public and private landowners, developers, and the general public. Portions of the CBJ Land Use Code (Title 49) will be amended to codify changes to the Mixed Use 2 zone to implement this Plan (such as reducing required parking and some building setbacks).

The Plan is being prepared in advance of significant investment that is anticipated over the next two to ten years. Projects include construction of a new State Library, Archives and Museum facility, improvements to Whittier Street, creation of a public plaza between the State Office Building and the new Museum as parking is relocated,

completion of Juneau's long-planned Seawalk nearby, and more. These investments will likely stimulate some private property owners in the area to reinvest in their property.

With the benefit of a community endorsed Willoughby District Land Use Plan to help guide, coordinate, and set clear rules for these investments, this area can be much more what a series of individual projects could create alone.

The Willoughby District will continue to be a place that welcomes all ages, income levels, and populations. Juneau's Civic, Arts and Cultural campus will thrive as the public and private sector both take actions to achieve the vision established in this Plan.

Development Themes

The Willoughby District Land Use Plan was developed by building upon direction found in other CBJ plans and following a process that included an inventory of current land uses and building conditions, traffic patterns and pedestrian facilities, employee numbers, existing parking spaces, community destinations, current CBJ Comprehensive Plan policies and zoning standards, and the District's assets and challenges. Collecting and reviewing photographs illustrating changes in the District over the last 50 years, and research into area history provided inspiration and fundamental plan concepts. Public and committee meetings provided focus as did meetings with landowners, and a web based survey that generated 250 comments from people that work, live or visit the area frequently. An early draft greatly benefited from multi-department internal CBJ review.

Planning and design principles were applied and combined with the work and input above to develop key themes that characterize the desired outcomes of the Willoughby District Land Use Plan (see Figure 6).

- ***The Willoughby District is the heart of Juneau's Civic, Arts and Cultural campus.***

It is a dynamic center for government and legislative activities; public and civic gathering; art, cultural and entertainment events; and residential and commercial activity. This area has thoughtful building design and dignified public spaces.

- ***There is great public space here.***

More public space, restored creeks and streams and pedestrian connections between public spaces and civic buildings characterize this area. Public investment in streets, wide sidewalks with colored bricks or concrete, landscaping, human-scale lighting, visible crosswalks and pedestrian connections to and through the area, public open space, and public art all showcase the area and help spur private sector development.

- ***The number of residential units in the Willoughby District triples over the next 20 years.***

Denser residential development is along Village Street, in mixed-use buildings by Gold Creek, and above the first floor along Willoughby Avenue. Residential units are a mix of market rate and affordable housing. They are townhouses, apartments, condos and loft style that serve populations including legislative staff, seasonal workers, and residents that no longer wish to own a large house or need smaller housing units (the elderly, “snowbirds”, single parents, etc).

Builders also benefit from bonus and financial incentives in the District that are available for building housing, 1st floor retail, transit oriented development features, or by providing a higher level of building design.

- ***Willoughby Avenue is the center of the commercial area.***

Lining Willoughby Avenue are stores, places to eat, and services; buildings are built to the sidewalk and have canopies to shelter walkers from the rain; attractive street front displays and wall murals make walking fun.

Developers benefit from reduced parking requirements that recognize that residents and employees in this walkable downtown area are close to services and transit and less reliant on cars for trips within and adjacent to the District. Those attending evening events park in spaces vacated when workers leave at the end of the workday. Offices and retail stores have nearby on-street parking, some surface parking tucked behind buildings, or parking in garages or below buildings.

- ***All of the above is possible because the area’s former super-blocks are now a grid of human-scaled streets and wide sidewalks, and parking has been relocated behind or under buildings and in garages.***

Together these improvements have created developable parcels that enable denser mixed-use buildings and residential development.

- ***All past and present resident and stakeholder input will be valued, consulted and incorporated into future planning endeavors.***

A neighborhood plan for this district will include substantial consultation with area residents and institutions in overseeing changes and supporting the vision for their neighborhood.

Willoughby District Land Use Plan

The Willoughby District Land Use Plan shows the Willoughby District as the area will look in the future when it is ‘built-out’ following identified development considerations, incentives and zoning rules, and sequenced investments.

Accomplishing the vision of the Willoughby District Plan will depend on partnerships between the public and private sector. The most common partnership is the informal one that exists because public sector investments often stimulate nearby private sector property upgrades.

This Plan suggests additional zoning bonuses and financial incentives that the public sector can offer in the Willoughby District to entice the private sector to build in ways that accomplish Juneau’s community goals for this area.

Implementation

Federal, State, City and private sector capital improvement or development projects proposed in the Willoughby District will be evaluated by CBJ staff, Planning Commissioners and/or others to see that it is consistent with the Willoughby District Land Use Plan’s planning and design principles, development themes, and 14 development considerations. The Future Development (Build-Out) Scenario (Figure 7) and the Public Improvement and Parking Plan (Figure 8) are a blue-print that together illustrate the capital improvements and types of land uses, buildings and investments needed to achieve Juneau’s community goals for this area.

Property owners and developers should use this Plan as a guideline to understand what the community desires to achieve in the Willoughby District (and what will thus be easier to permit). Proposed building sizes and footprints will differ from what is depicted in the Plan;

however, the overall emphasis is on mixed-use development and providing significantly more dwelling units that are a mix of market rate and affordable housing.

The Plan offers locations for types of uses that result in a cohesive and principled approach to balancing public and private space, building scale and massing proximate to open space, orientation of parking, and ensuring pedestrian and vehicle connections to, from and between buildings and areas. Most important is accomplishing development here that implements the Willoughby District Land Use Plan planning and design principles (section 5.1), development themes (section 5.2), and development considerations (section 5.3).

1.0 Introduction

The actions of Juneau's residents and the adopted plans of the City and Borough of Juneau (CBJ) have recognized the Willoughby District as Juneau's Civic, Arts and Cultural area for at least 50 years.

In the 1960's, the City provided the land and Juneau citizens voted to support a one year, one percent sales tax to raise matching funds to build the Alaska State Museum here. Today, in addition to the nearby State Capitol and Alaska State Museum, the Willoughby District is home to major State offices, the Juneau Centennial Hall Convention and Visitors Center, the Central Council of Tlingit Haida Indian Tribes of Alaska's Andrew Hope Building with its meeting spaces and ANB/ANS Juneau camp home, the Juneau Arts and Culture Center (the JACC), Zach Gordon Youth Center, and Juneau's public broadcasting offices and studios.

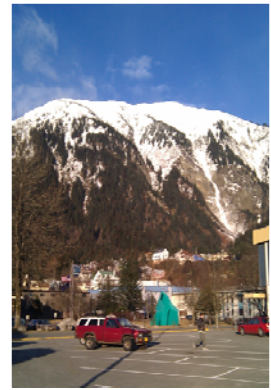
The CBJ Comprehensive Plan establishes direction for growth in this area:

1. Support the establishment of a Cultural Campus;
2. Seek to strengthen and enhance the Capitol Complex; and
3. Provide for mixed use development that integrates residential, retail and office uses.

Zoning reinforces this direction. The area's Mixed Use 2 zoning district calls for dense residential development in buildings where the 1st floors are occupied by stores, restaurants, offices and other places with activity. Top floors of mixed use buildings are filled with residential, office, or commercial uses and sometimes a mix of all three.

The Willoughby District Land Use Plan is a Long Range Plan. The projects in it will be accomplished over time by a series of near to long term public sector investments in park and plaza space, infrastructure, and parking; and through private sector investments as land owners are ready to improve their properties.

The Plan will be a blue print for development in this area for the next 20-25 years. It will be used by CBJ staff (and portions of the plan will be adopted into Juneau's Comprehensive Plan), public and private landowners, developers, and the general public.



The Willoughby District Land Use Plan was developed by building upon CBJ direction and following a process that included:

- An inventory of current land uses and building conditions, traffic patterns and pedestrian facilities, employee numbers, existing parking spaces, community destinations, and current CBJ Comprehensive Plan policies and zoning standards.
- Identifying the District's assets and challenges. Applying planning and design principles that offer ways to showcase assets and tackle challenges.
- Collecting and reviewing photographs illustrating changes in the District over the last 50 years, research into area history, and compiling and studying past area plans.
- Conversations with those having day to day local knowledge of the area - the people who work in the district – occurred while mapping and inventorying local conditions.
- A web-based survey was conducted to solicit opinions on goals, priorities, concerns, and to better understand how people access the area and why they visit. The survey generated over 250 comments. All public comments (survey, public meetings, email and by mail) are organized by theme and summarized in Appendix A.
- Meetings with landowners and residents, CBJ committees and staff, and State agencies took place. This included meetings that the Central Council of Tlingit Haida Indians of Alaska generously helped to organize and host to ensure that the voice of the area's Alaska Native residents was clearly heard.
- The consultant team hosted a public meeting in mid-November that about 45 people attended.

The Plan is being prepared in advance of significant investment that is anticipated over the next two to ten years. Projects include construction of a new State Library, Archives and Museum facility, improvements to Whittier Street, creation of a public plaza between the State Office Building and the new Museum as parking is relocated, completion of Juneau's long-planned Seawalk nearby, and more. These investments will likely stimulate some private property owners in the area to reinvest in their property.

With the benefit of a community endorsed Willoughby District Land Use Plan to help guide, coordinate, and set clear rules for these investments, this area can be much more than any one individual project could create alone.

The Willoughby District will continue to be a place that welcomes all ages, income levels, and populations. Juneau's Civic, Arts and Cultural campus will thrive as the public and private sector both take actions to achieve the vision established in this Plan. As this Plan is implemented, there will be:

- Public open space and plazas to showcase Juneau's civic, arts, and cultural assets.
- A better walking environment to and through the area that links new public spaces.
- More and easier crossings of Egan Drive that reconnects the waterfront and the Willoughby District.
- A connected grid of well-lit streets, with wide sidewalks and landscaping.
- Relocated, consolidated parking that is behind and under buildings, on-street, and in parking garages.
- As a result of the two items above, developable parcels are created that are suited to denser, mixed-use buildings with active ground floor uses, and, more housing, both market-rate and affordable.
- Public features and incentives to discourage single occupancy vehicle commuting and manage parking demand.



1.1 Willoughby District Boundary

The Willoughby District is the area bounded by Gold Creek, Egan Drive, Willoughby Avenue, and Village Street.

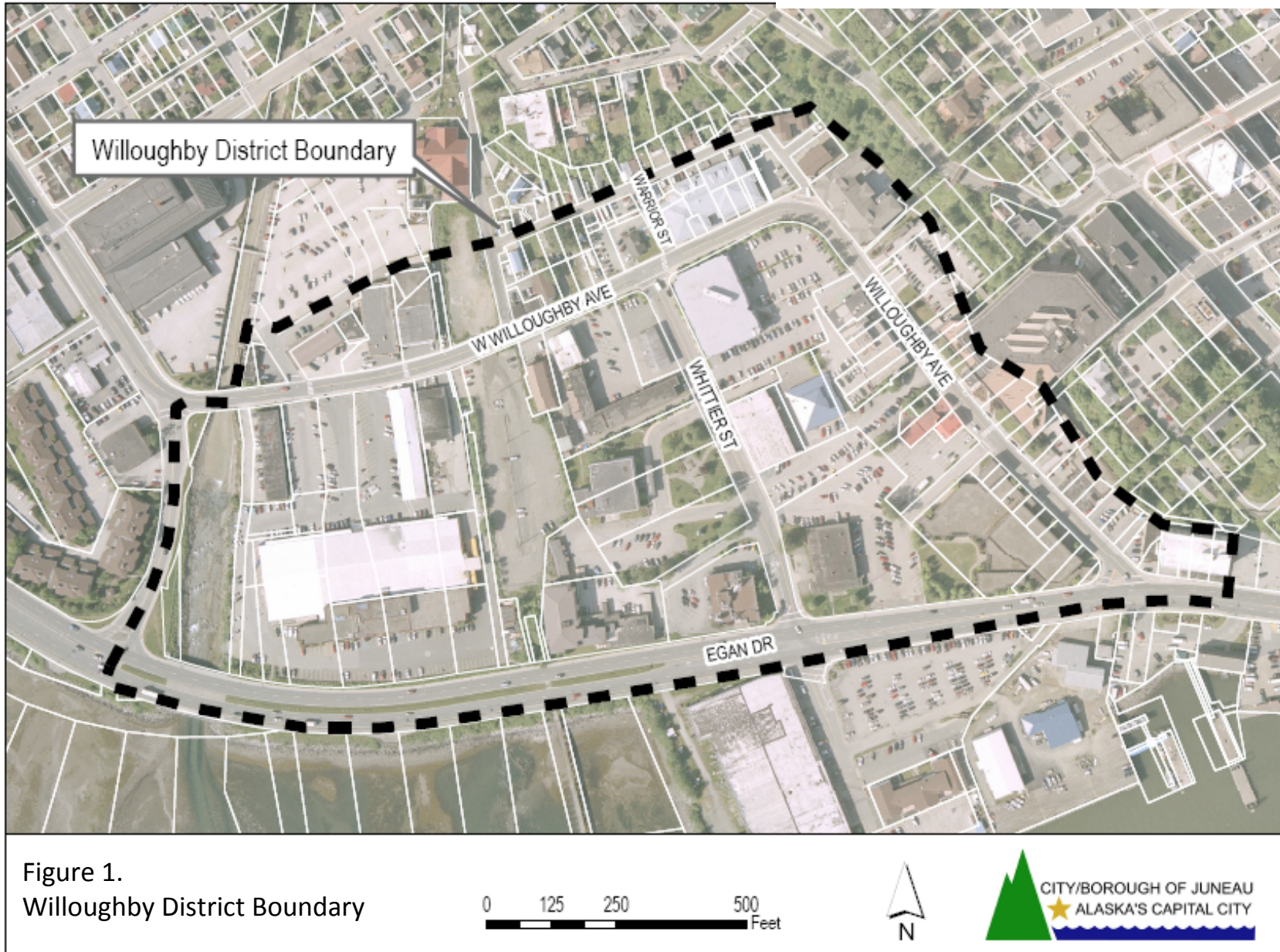


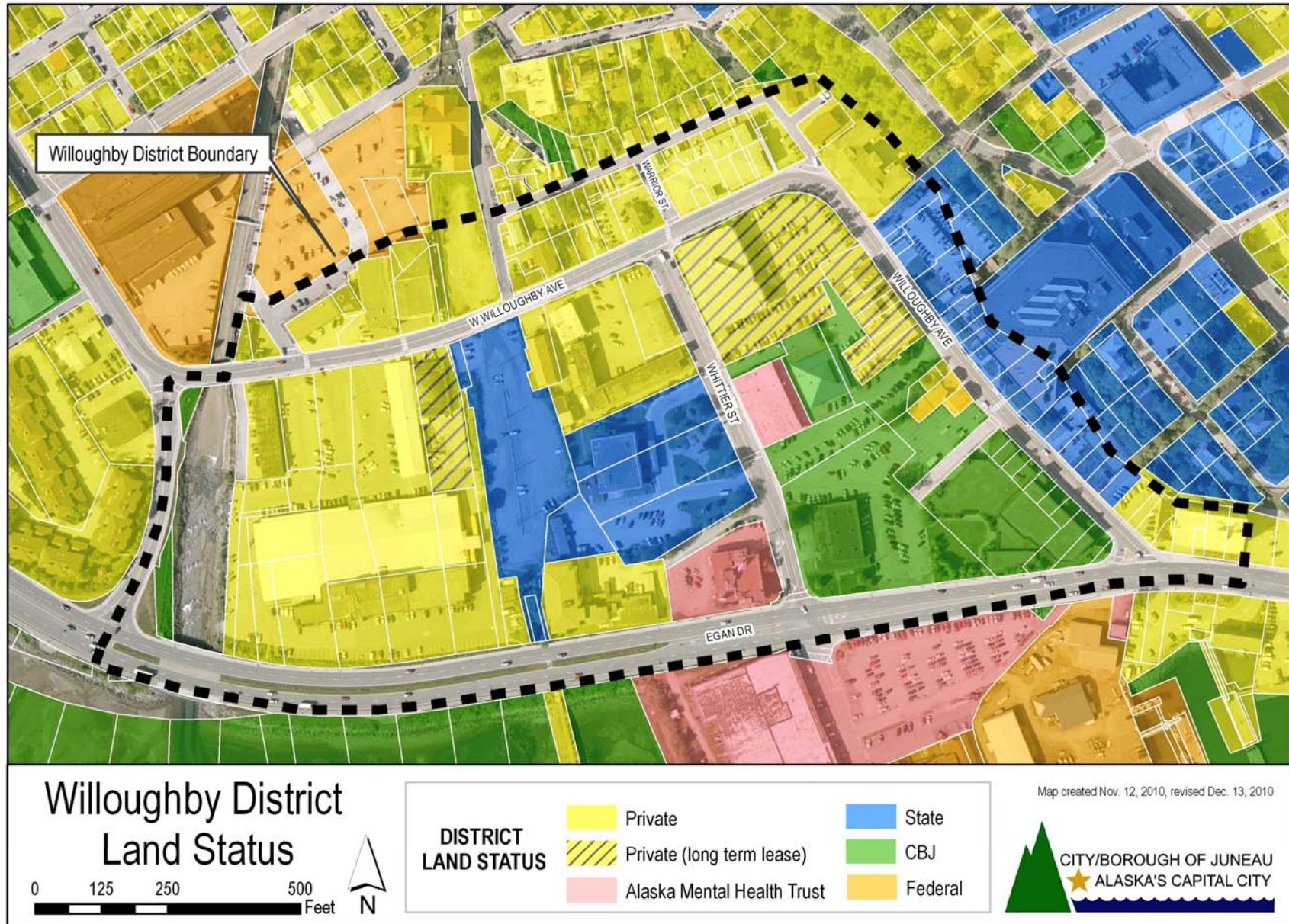
Figure 1.
Willoughby District Boundary

Aerial photo taken June 2006

Map created Oct. 20, 2010

1.2 Land Status

Land in the Willoughby District is split about evenly between approximately 27 private land owners and publicly owned land. Public land is owned by a combination of the City and Borough of Juneau, State of Alaska, and Alaska Mental Health Trust. Immediately northwest and southeast is land also owned by the federal government.



Aerial photo taken June 2006

2.0 Willoughby District History and Context

The Willoughby District was the open waters of Gastineau Channel until about 120 years ago. The shoreline was the bluff that now runs behind Village Street. For years this area was the site of seasonal fishing camps of the Auk Nu Tlingits whose primary winter village was located north of Juneau near what is now called Auke Bay. The Tlingit name for the Willoughby area was Dzántik'i Héeni (*river where the flounders gather*). These seasonal fishing camps were the main use of the area until western expansion brought prospectors at the end of the 19th century.



Auk Nu Indian Village, 1887. Present day Willoughby Ave is along the shoreline.

In 1880, Joseph Juneau and Richard Harris found promising gold results from Gold Creek and Silver Bow Basin. Prospectors rushed to the region and this area changed from a seasonal fishing settlement of the Auk Nu to a permanent 160-acre town site and mining community. The community first called Harrisburg, then Rockwell, was named Juneau at a miner's meeting in December 1881. The area was composed of tents and cabins constructed of trees which grew throughout the town site, and supplies and materials brought from Sitka.

Many Auk Nu people moved from their winter village to this area to work for wages and took up permanent residence in a segregated area along the waterfront from the mouth of Gold Creek along the beach to Telephone Hill at the edge of today's Willoughby District. The Indian Village residential area was connected in 1913-1914 by a waterfront boardwalk on pilings over the high tide line to the Juneau downtown commercial district. This boardwalk was developed into the current Willoughby Avenue.

Willoughby Avenue is named for Richard G. Willoughby, one of the best known and most colorful of the early miners. Several different birthplaces have been reported for "Uncle Dick" Willoughby. He was most likely born in Kansas. In the Cariboo in the early 1860's he was said to have "cleaned up" more than \$100,000 in a few weeks, and have "blowed" it almost as rapidly. He was on the Stikine and in the Cassiar and in 1875 was running a dance hall in Wrangell.



From there he went to Sitka where he ran a saloon during the winters and prospected in the summer. In 1880 he prospected in Glacier Bay and then reached the new camp of Harrisburg, where he mined around Gold Creek. He owned a cabin near the corner of Main

Willoughby Area, late 1800's, Mount Juneau in background

Street and Willoughby Avenue and spent most of his time in later years around Funter Bay. Known as a practical joker and a free-wheeling story teller and entertainer, Willoughby was also said to have been a pretty fair fiddle player and to have been much in demand at the miners' dances (The Centennial Gazetteer 1979).



Juneau was incorporated in 1900 and became Alaska's territorial capitol in 1906 when that title was transferred from Sitka. The city of Juneau grew as a regional industrial and political center. The Alaska State Capitol in downtown Juneau was originally built as the Federal and Territorial Building in 1931.

The enlargement of Juneau's waterfront commercial area in what is now the Willoughby District got started as the number of waterside wharfs multiplied, storage buildings were developed, and residential areas enlarged in the 1930's and 1940's.

Federal dock 1930's to service military, now the Subport wharf.

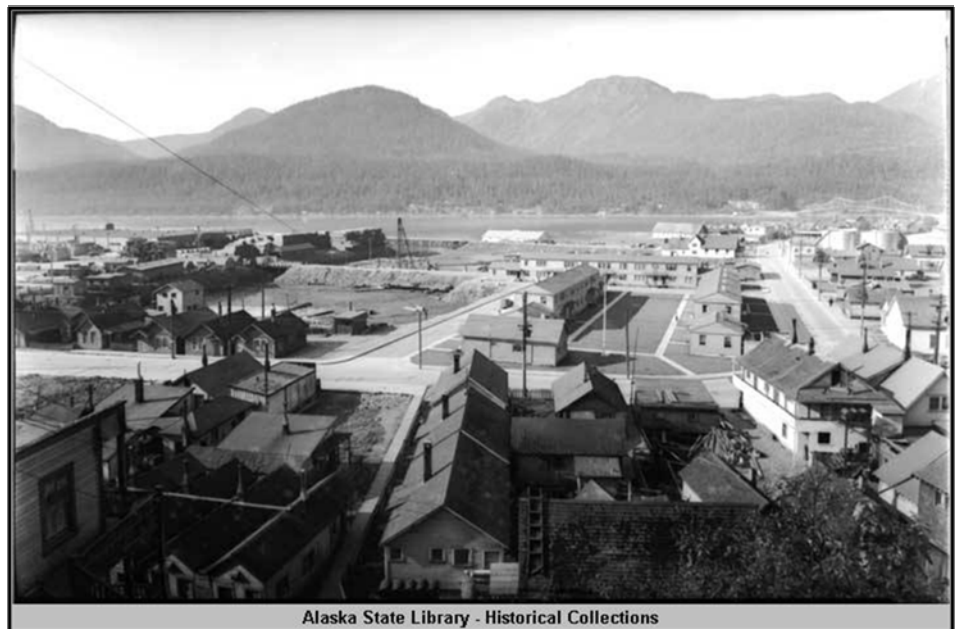
In the 1930's, the Federal Government began developing its own dock structures to service the military presence in Juneau. The dock, located at the edge of the Gold Creek tidelands in proximity to deep water, required pier development from the east defining the current location of the Subport area of Juneau and the southern border of today's neighborhood. The local newspaper announced that the government took possession of Femmer's Dock citing national security and the need to build a sub port of embarkation.

Over the next 30 years, the tideland area between Willoughby Avenue, Gold Creek and the Subport dock was filled in with waste rock from the Alaska Juneau Gold Mine, creating inexpensive, flat, developable land to house marine based storage yards. With Statehood in 1959 and Alaska's territorial purchase reaching its centennial celebration, Juneau experienced a rush of civic and cultural building, planning and construction in this area.

In the early 1950's AEL&P located a new electric generation plant at Gold Creek along with a fuel storage yard to supplement Juneau's energy needs. The military docks were transferred to the new Coast Guard Station Juneau and there were large-scale suburban style neighborhoods developed, such as the Casey-Shattuck neighborhood to the north to meet continued growth and housing needs. Public and private housing were located in the Willoughby Flats area and Willoughby Avenue began to support shopping and retail establishments.

Willoughby Avenue was no longer a waterfront street edge, but a vital main street connector to this new urban expansion.

In 1967 the 100 year anniversary of the purchase of Alaska was celebrated locally by several projects including sponsorship from the Gastineau Channel Centennial Committee (GCCC) of projects intended to be permanent fixtures in the community. The committee had two totem poles carved and presented to the community and they published a history book, *The Founding of Juneau*, written by Robert N. DeArmond.



Alaska State Library - Historical Collections

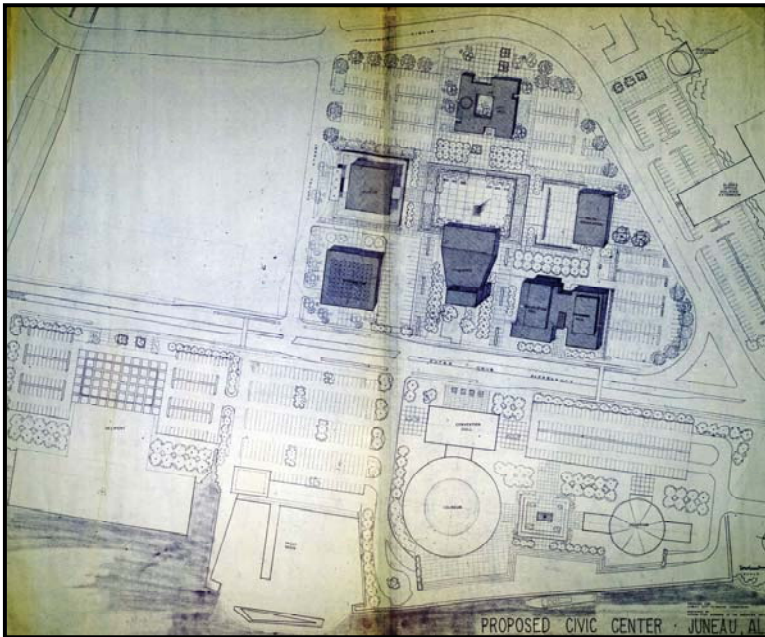
Photos Circa 1940's-50's. Top photo: Willoughby area land reclamation and infill. Bottom photo: Channel Apartments built on reclaimed land after WW II. Willoughby Ave now fully developed. Area to left of subport is army facility.

Many communities in Alaska had one large project or exhibit in addition to the locally sponsored initiatives. Juneau saw tourism as a growing industry in the 1960s, especially after the arrival of the first Alaska Marine Highway ferry in February 1963. Juneau's signature

Centennial project was construction of the new Alaska State Museum on Whittier Street, which was offered as a gift to visitors and Alaskan residents and helped capitalize on Juneau's place as a tourist destination. In August 1966 Juneau area voters went to the polls and overwhelmingly voted yes for a 1% sales tax increase to help fund construction of the Museum.

With continued growth, Juneau's Willoughby District experienced its first urban renewal projects in the late 1960's. While offices, civic buildings and the Parkshore Condominiums were constructed, this also included displacing large areas of housing and local businesses. This effort forced long-time residents out of their homes without replacement housing, resulting in the wide scale transfer of land from lower income people to commercial entities and higher income residents. Additionally, the promise of additional modern housing to be constructed in this area was never realized. These actions are clearly remembered by residents of today's remaining Indian Village and the Central Council of Tlingit Haida Indians of Alaska.

The Federal Government developed a new nine-story regional office building just outside and northwest of the district in the early 1960's.



Willoughby District Plans from 1960's showing Civic Center around central plaza.

The 1960's through the early 1980's experienced a newly found economic and symbolic optimism as the state was rich in oil resources. The city and state began looking ahead by developing civic and cultural master plans recognizing the need to bolster Juneau's identity as a State Capitol. Earlier urban expansion plans were implemented at the state and local level by the addition of a large, new state office building (1971). Other privately developed, leased office buildings were developed to help supplement the requirement of a growing state administration. Juneau's Centennial Hall conference center was built in 1983-84.

The Zach Gordon Youth Center, in downtown since the 1940's, was established at its current location in the Willoughby District in 1968. Zach Gordon who deeply believed in teenagers, envisioned a "home away from home" for Juneau's teens, and provided it until his death in 1977.

In the early 1970's a new four-lane arterial roadway, Egan Drive, was constructed connecting Juneau's suburban areas north of the city with

downtown Juneau. This created a hard boundary separating the Willoughby District from the waterfront. In 1970, Juneau was incorporated as a unified City and Borough, consolidating the City of Douglas, City of Juneau, and Greater Juneau Borough.

In summary, the history of the Willoughby District is of a neighborhood that has experienced all of Juneau's many economic, civil and cultural changes. Built history began as a traditional Auk Tlingit fishing site. Expansion and rapid development over the past 130 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 through the 1980's to the present day. This Plan intends to guide the direction of future redevelopment and investment in the District, to realize the ideal of being a capitol and civic district that showcases Juneau to residents, visitors and all Alaskans.

3.0 Direction from Adopted CBJ Plans

3.1 Adopted Plans Provide Relevant Direction

Juneau has planned and taken action to make this part of downtown the community's Civic, Arts and Cultural District, with a focus on a mix of uses that support the State Capital, since at least the 1960's. Relevant direction is found in Juneau's Comprehensive Plan, Non-Motorized Transportation Plan, Transit Development Plan and Title 49, the Land Use Code.

The CBJ 2008 Comprehensive Plan directs growth through Development Guidelines prepared for specific areas, through policies by topic (chapters), and through implementing actions (IA) or standard operating procedures (SOP) that tell how to accomplish the policies.

Comprehensive Plan Development Guidelines for downtown Juneau (Subarea 6), which includes the Willoughby District.

Two development guidelines provide specific direction:

Subarea 6, Development Guideline 3: "Strengthen and enhance the Capitol Complex in the Downtown Juneau area. Provide for orderly expansion of state government facilities in the vicinity of the State Capitol and the State Office Building."

Subarea 6, Development Guideline 8: "Support the establishment of a Cultural Campus anchored by the Alaska State Museum, the Alaska State Library in the State Office Building, the Convention Center and a new Performing Arts Center at the former National Guard Armory site, inclusive of the area bordered by Gold Creek, Willoughby Avenue, Main Street, and Egan Drive. With Centennial Hall serving as the visitor and convention center and two hotels located within these boundaries, the area is readily accessible both to residents and visitors, and has some stature as the heart of our State's culture. Adding a performing arts center to this "campus" would solidify its' position, drawing more people to the area and reinforcing the year-round health of the adjacent business district."

Comprehensive Plan - Economic Development

Policy 5.2 calls for cooperative city and state planning for this area, "It is the policy of the CBJ, through a cooperative effort with the State of Alaska, to plan for and support development of an attractive setting, facilities, and other services to enhance the State capital and to strive

to provide an atmosphere conducive to good leadership in the state, accessible to and supportive of all people of the State of Alaska.”

Implementing action (5.2.IA3) for this policy recommends, “Encourage coordinated or joint planning efforts to address the need for alternative transportation and parking opportunities for State workers and Legislative personnel. All government agencies should participate in a coordinated Downtown Transportation Management Program per the elements described in Chapter 8 of the Comprehensive Plan.”

Policy 5.4 directs, “It is the policy of the CBJ to encourage tourism, convention and other visitor-related activities through the development of appropriate facilities and services, while protecting Juneau’s natural, cultural and economic attractions for local residents and visitors alike, and to participate in the accommodation of the future growth of tourism in a manner that addresses both community and industry concerns.”

Implementing action (5.4.IA2) is to “Expand the Centennial Hall Convention and Civic Center facilities as needed in coordination with a combined or separate performing arts complex within a cultural campus area of Downtown Juneau generally bounded by Gold Creek, Willoughby Avenue and Egan Drive. This cultural campus would provide a much-needed venue for arts and cultural performances for residents and summer visitors to enjoy as well as additional exhibition and meeting space for events, conventions and meetings held at centennial hall and additional space for legislators, staff and visitors to the Capital City.”

Implementing action (5.3IA9) says to, “Facilitate the development of a cultural campus arts district by establishing zoning regulations that would support its development [also see 5.4. IA2].”

Comprehensive Plan - Land Use

Policy 10.13 also sets direction for the District: “It is the policy of the CBJ to provide for mixed use development that integrates residential, retail and office use in Downtown areas, shopping centers, along transit corridors, and in other suitable areas.”

Comprehensive Plan - Cultural, Arts and Humanities

Policy 15.1 states, “It is the policy of the CBJ to support the arts as a vital element of community life and to recognize the important role that the arts play in the cultural, social, and economic well being of the community. It is further the policy of the CBJ to strengthen its role as a regional cultural resource to the communities of Southeast Alaska.”

Standard operating procedure for this policy is to “Require that at least one percent of the construction, remodeling or renovation costs of a public facility be reserved for public art. Promote the purchase of durable art for the CBJ” (15.1 SOP 1).

Three implementing actions are:

- “Through the Capital Improvement Program, promote the expansion of facilities for a wide variety of cultural activities, including performing and visual arts and neighborhood cultural centers” (15.1 IA1).
- “Promote the development of a Juneau Performing Arts Center in downtown Juneau to provide venues for live performances, visual arts, receptions, public meetings, and convention-related presentations” (15.1 IA2).
- “Support the concentration of arts, entertainment, dining, museum and cultural activities and venues as a cultural campus that integrates such things as artists workshops, housing, and joint-use parking in the area of Downtown Juneau near the Capitol Complex” (15.1 IA3).

Comprehensive Plan - Housing

While not specific to downtown, direction on housing from the Comprehensive Plan provides an important context, and encouraging more residential development is a critical element of the Willoughby District Plan.

Policy 4.6 states that, “It is the policy of the CBJ to facilitate and assist in the development of affordable housing.”

Two implementing actions are:

“When feasible, provide property tax relief for housing developments that are owned and operated by non-profit corporations and in which the units are leased to senior (over the age of 65) and low-income households, provided these savings are passed-through to the tenants in the form of lower rental rates or housing costs. “ (4.6IA2).

The other suggests that, “The CBJ should conduct an analysis of inclusionary affordable housing zoning standards and requirements that could be suitable for application in the CBJ.” (4.6IA3)

Title 49 – Land Use Code

Zoning in the Willoughby District is Mixed Use 2. This zoning designation encourages a mix of commercial and residential uses, and in the Willoughby District, places an emphasis on residential development. Dense residential development of up to 60 dwelling units per acre is allowed here. The intent to have a significant number of housing units in the MU2 zone, or within the Willoughby District, has not been achieved and is one of the focuses of this Plan.

Non-Motorized Transportation Plan

The CBJ supports transit-oriented development, public transportation, and non-motorized transportation in the Comprehensive Plan. The 2009 Juneau Non-Motorized Transportation Plan lists 11 recommended infrastructure improvements in this area for pedestrians and cyclists:

1. Add a pedestrian signal, crosswalk markings, curb extensions, and decreased turning radius at the Egan Dr/Glacier Ave intersection.
2. Add curb extensions, decrease turning radius, improved refuge island, and crosswalk markings at the Egan Dr/10th St intersection.
3. Add crosswalk markings and a crosswalk sign at the Willoughby Ave/Capital Ave intersection.
4. Add a pedestrian activated signal and pavement markings at the Egan Dr/Willoughby Ave intersection.
5. Add curb extensions, decreased turning radius, improved refuge islands, and crosswalk markings at the Egan Dr/8th St intersection.
6. On Egan Dr between the Juneau-Douglas Bridge and Main Street add a vegetated buffer to improve conditions for pedestrians. Carry out traffic calming along this corridor.
7. Add a bike lane in both directions along Egan Dr from 10th St to Main St.
8. Add a bike lane in both directions along Willoughby St from Glacier Ave to Egan Dr. (“Sharrows” may be appropriate along this corridor as there is not much space.)
9. Complete the downtown Seawalk.
10. Add a separated path along Gold Creek from Egan Dr to Cope Park.
11. Add a sidewalk on one side of Capital Ave between Willoughby and 9th St.

Transit Development Plan

Juneau's brand new Transportation Center is next to the Goldbelt Hotel at the edge of the Willoughby District. Details regarding public transit are found in the 2008 Capital Transit Development Plan. The new Transportation Center's visibility, warm waiting room, high design and style, food kiosk, adjoining police substation, and restrooms all encourage using public transportation.

Providing incentives to use public transportation to and from the Willoughby District are one of the ways this Plan will be implemented. Transit-oriented development encourages walking and biking; carpools; car-sharing programs; providing covered, secure bicycle storage; priority parking for carpools and car-sharing.

3.2 Anticipated Investments and Improvements

There are currently both State and City projects underway in or adjacent to the Willoughby District. These planned public investments include the projects reviewed below.

The Alaska State Museum is being redeveloped to house the State Library, Archives, and Museum. This project is in the design phase and will construct a new building three times as large as the current museum to accommodate several new uses including serving as the State's archival facility for art objects and all historic documents. It will include a large landscaped front yard and add both underground and surface parking. The current State library and reading room on the 8th floor of the State Office Building will be relocated here, which will open up room for offices more directly dependent on the legislature and governor's needs. This project, estimated to cost approximately \$126 million will be a significant public investment in the center of the District. Construction is expected to begin in one or two years.

The State is also looking to construct about 100,000 sf of office space in one or more buildings in Juneau to both consolidate workers for efficiency and get employees out of rundown buildings. The CBJ would prefer to see these new offices in the Willoughby District, or nearby, to further create a State civic campus and to support the Capitol.

The CBJ is working on redesigning a part of the waterfront under the Douglas Bridge. Plans include extending the Seawalk from the Douglas Bridge to the Subport area and creating an 'Under the Bridge' Park. It is possible that a building to support harbor use will also be on this site.

Another CBJ project underway is the redesign of Marine Park, the adjacent waterfront area, and the cruise ship docks. This project will connect the Seawalk from Marine Park to the Subport and will provide dock space for two panamax-size cruise ships. These two CBJ projects are currently in the design phase; construction will likely be funded at least partly with Cruise Ship Passenger Fees.

In the longer term, the CBJ also desires to expand Centennial Hall Convention Center to increase meeting space, to relocate the City Museum into the District, and to rebuild or remodel the JACC to accommodate a theatre performance space and other facilities that support arts and culture activity.

4.0 Willoughby District Assets and Challenges

4.1 Capitalize on Area Assets

Good planning takes advantage of and builds upon an area's natural and cultural assets, and the Willoughby District presents several such opportunities.

The District is already home to many of Juneau's arts, cultural and civic uses, including the Alaska State Museum, major State offices, the City's Centennial Hall Convention and Visitors Center, the Central Council of Tlingit Haida Indian of Alaska's Andrew Hope Building with its meeting space and ANB/ANS Juneau camp home, the Juneau Arts and Culture Center, Zach Gordon Youth Center, and Juneau's home for public broadcasting. In addition, the Alaska State Capitol and Dimond Court House are just 'up the hill', and the Federal Building is across Gold Creek.

Planned expansions of several of these facilities was reviewed in the last chapter, with construction of the new State Library, Archives, and Museum anticipated to start in the next one to two years. The Willoughby District is the area where the CBJ encourages location of civic, arts, and cultural facilities and activity.



Juneau Arts and Culture Center ('the JACC') in Willoughby District

The Willoughby District is home to about 25 popular shops, service providers, restaurants, and indoor recreation facilities. Downtown's only major grocery and hardware store are here. Popular and well visited recreation destinations include the Zach Gordon Youth Center, Juneau Bowling Center, and JRC Alaska Club. There are several restaurants and three of downtown's five hotel/motels are located in the District too. Retail and commercial stores that offer services and goods bring activity and bustle to the District. The Willoughby District Plan calls for the 1st floor of most

new buildings, especially those on street corners and on Willoughby Street, to have retail and other activity-creating uses. These stores will be home to new, and in some cases relocated, commercial activity.

About 1,600 people work in the District and over 21,000 drive along Egan on a daily basis. There are approximately 1,600 full time employees in the District (including the State Office Building), of which about 20 percent are private sector. Several major office buildings are either within the area or less than a ¼ mile (5 minute) walk. These employees are a lot of the customers for local shops and restaurants. According to Alaska Department of Transportation and Public Facilities, the Average Daily Traffic on Egan Drive at the intersection with Willoughby Avenue is 21,477 (August 2009).

Close to 1,000,000 tourists are nearby every summer off the cruise ships. Many visit the Alaska State Museum and Visitor's Center in Centennial Hall by foot or by bus. As infrastructure and Museum improvements occur these tourist destinations will be more visible, and easier to reach by foot, tour bus, and transit.

The area has a rich past that is already celebrated in totem poles, a few interpretative signs, and in display cases inside the Alaska State Museum, Andrew Hope Building, Centennial Hall and nearby at the City Museum and State Historic Library. Much more could be done to explain the area's history and its cultural significance to visitors and residents. Everyone's experience will be enriched with a better understanding of this early summer home for the Auk Nu Tlingits, the mining boom in the early 1900's, Juneau's military support during WWII, and today's Alaska State Capital.

The waterfront is near and as improvements occur a connection will be re-established. Less than a century ago the Willoughby District was ocean lapping against the bluff behind Village Street. Today, the area is across Egan Drive from the waterfront. The Willoughby District will be reconnected with Juneau's waterfront as better pedestrian crossings of Egan Drive are established and linked to a finished Seawalk, the mouth of Gold Creek is restored to natural conditions, concrete and fences are removed, and as the speed that cars travel on this section of Egan are slowed.

Beautiful views. The area offers captivating views south down Gastineau Channel, of Mount Juneau to the east, and west across the channel to Mt Troy and other the mountains on Douglas Island. Development should maintain these views from Calhoun Avenue, the Governor's Mansion, the 8th floor State Office Building plaza, and from the future Capitol campus on Telephone Hill.

Cruise ship docks, downtown, the Capitol, and residential areas are nearby as is the new Transportation Center. The area is small enough that it can be crossed on foot in five minutes, which is good for transit oriented development and related incentives. Transit viability will be increased primarily through added density, improved access, traffic calming, community-serving facilities, compactness, mixed use and pedestrian amenities. These are the features that define the Willoughby District. Locating transit stops in front of the new State Library, Archives and Museum on Whittier will provide a central location with ample space to shelter patrons from the wind and rain. Bus pull-outs should be provided at all stops so traffic circulation is not disrupted.

The Willoughby District is an excellent location for a District Heat and/or Energy Project.

The Willoughby District is an excellent location for a district heating and energy distribution project as there are many large, publicly owned facilities in a compact and discrete area; more facilities are anticipated, requiring significant site preparation and earthwork; and heat sources are available. Larger private sector property owners may also wish to participate. Providing the opportunity to access lower cost heat/energy could be another way that CBJ encourages housing and other mixed-use developments in the district. The key steps would be to:

1. Conduct a feasibility analysis in the near term to review source options and life cycle costs (capital costs for this type of project tends to be high but the fuel costs are low and fixed);
2. Establish an agreement between facility owners (CBJ, State, Federal, CCTHITA, AEL&P) with regard to cost sharing; and
3. Sequence the construction of several major public projects simultaneously so that the installation of underground distribution pipes (depending on heat/energy source) occurs district wide in a cost efficient and coordinated manner, or in logical construction phases.

Knowledgeable sources on energy and heat production have variously suggested that a bio-mass based steam plant, a ground water, or ocean water, heat exchange system may be optimal. A co-generation facility (electricity and heat) could be owned and operated by AEL&P, a private energy producer (selling wholesale electricity to AEL&P), or even the CBJ, who would use the generated electricity to offset electrical consumption by CBJ facilities.

A district heating system could extend beyond the core Willoughby District to serve other CBJ, State and Federal facilities such as the Federal Building, JDHS, Bill Ray Center, the Capitol, the Courthouse

Building, Coast Guard Station Juneau and NOAA support buildings, as well as future development on Mental Health Trust property on the waterfront. Depending on placement, it may even be feasible to extend district heat to Bartlett Hospital, Juneau's largest energy consumer. This would also provide a local power generation site that would not be vulnerable to avalanches and other potential transmission line failures. The feasibility study would determine the most effective and efficient source and service area.

This type of distributed heat and/or energy system is common in Europe and in cold weather regions. In downtown Seattle a private utility provides district heat to approximately 200 buildings from five bio-mass boilers. In addition to purchasing thermal energy for heat, Seattle Steam's customers use it for other applications. For example, steam is used for humidity control at the Seattle Art Museum, where art installations have precise humidity and temperature requirements, and, several of Seattle's artisan food and beverage producers, such as Beecher's Cheese and the Pike Brewing Company, use steam in their production processes. The core downtown buildings in the City of Fairbanks are currently heated by excess heat from a co-generation facility.

Willoughby District Assets

- Home to many of Juneau's arts, cultural and civic uses.
- Popular shops, service providers, restaurants, and indoor recreation facilities here.
- About 1,600 people work in the District every day.
- Close to 1,000,000 tourists nearby every summer.
- Rich history.
- Close to waterfront and better connection to it planned.
- Beautiful views.
- New Transportation Center is 'next door' & District is perfect for transit-oriented and pedestrian-oriented development.
- The Willoughby District is an excellent location for a District Heat and/or Energy Project



Some of the challenges created by large 'super-blocks' – Landowners erect fences to mark property lines, pedestrians zig-zag to short cut through parking lots.

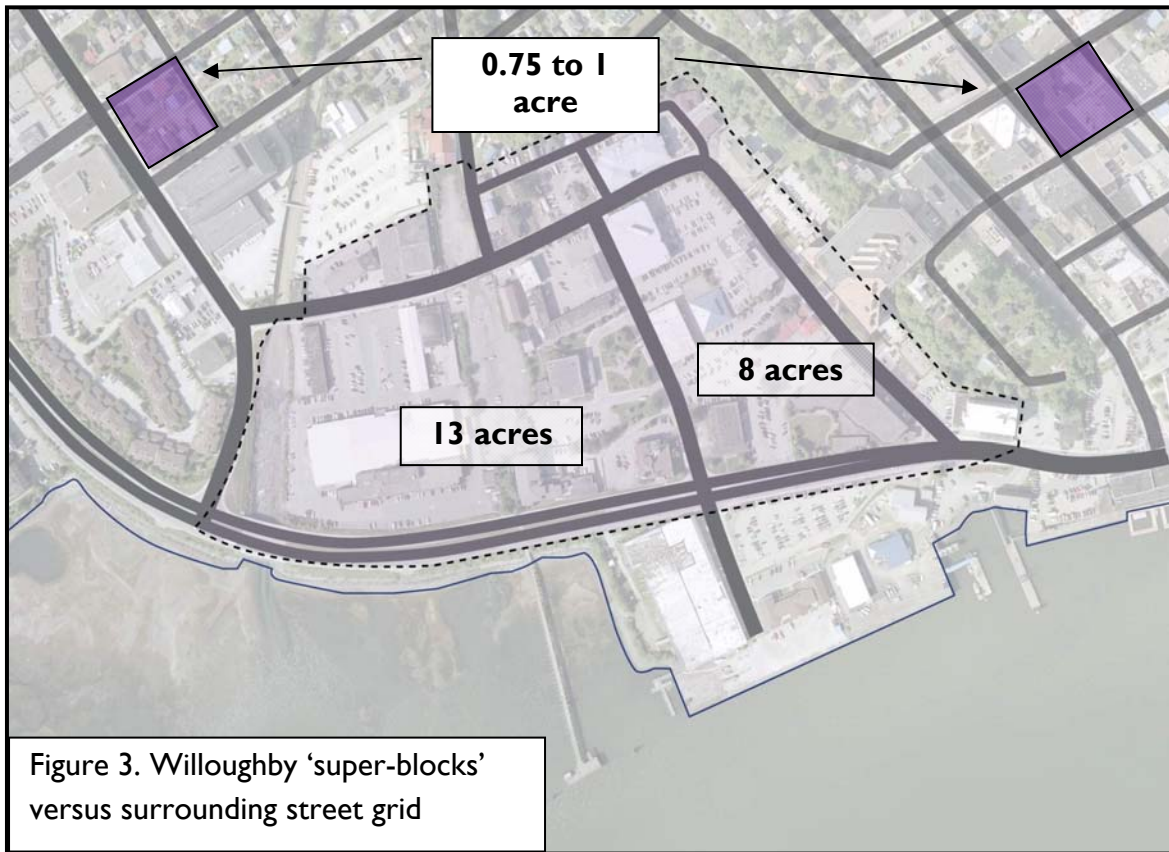
4.2 Address Area Challenges

Despite the assets described above the Willoughby District has not developed to its full potential. There are barriers and challenges that, if addressed and removed, will facilitate development and spark new vitality in the District.

The area's street and sidewalk grid is insufficient, resulting in 'super-blocks' and the challenges they create. When the grid of streets and sidewalks in the Willoughby District is compared to that of surrounding areas, such as downtown or nearby residential areas, it is immediately apparent that the scale is very different (see Figure 3). Both town and neighboring residential areas have streets and sidewalks in a comfortable, walkable, human-scaled grid.

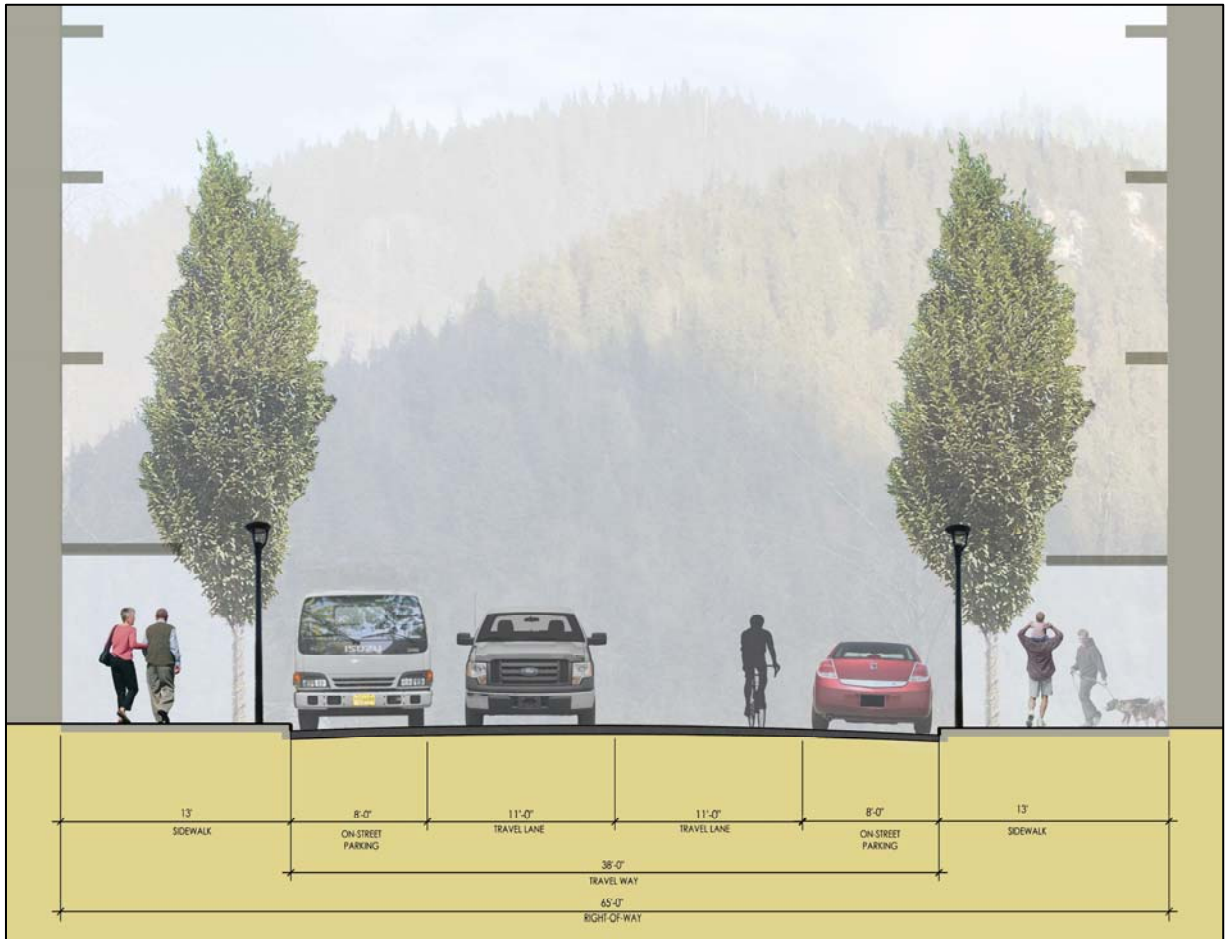
Rather than a connected grid of streets and sidewalks, the central part of the Willoughby District is divided into two blocks, one about 13 acres and the other about eight acres. Without streets and sidewalks breaking-up these large blocks:

- People tend to take short-cuts, zig-zagging among parked cars to get to their destinations;
- Property owners tend to put up fences to mark their property;
- Areas between buildings are taken up with surface parking (parking is needed but there are better ways to provide it in an urban area);
- Areas in between and around parking and buildings tend to collect litter and junk;
- Large spaces between buildings aren't readily visible and can attract undesirable activity; and
- Parcels are larger than is typical in an urban area making buyers harder to find and development more expensive.



To address these issues, the Willoughby District super-blocks are broken-up with new streets to create a walkable, human-scaled urban grid. The new streets and sidewalks will help form pleasant, shared spaces where much of the District’s public life takes place. The streets will be narrow 11 ft wide slow-speed travel lanes with spaces for on-street parking, which is important for customers of district retailers and helps create a buffer between the roadway and sidewalks. People walking to and from their cars also add to the activity on the sidewalks. Sidewalks will be from 8 to 13 ft wide, with pedestrian-scale lighting and benches. Street trees and benches will enhance both the street and wide sidewalks (see diagram next page).

Buildings in the Willoughby District will front directly onto sidewalks with active 1st floor storefronts, office windows and entries, all of which help add activity and liveliness for walkers passing by. Because the new network of streets will create smaller blocks, a finer grain of buildings and uses can be introduced to the



District and multiple ways for pedestrians to walk through are possible. The new streets will also create connections with the surrounding neighborhoods, further helping to knit the city together and reduce loading on single, wide streets such as Egan Drive.

The primary land use in the Willoughby District is surface parking lots, which accounts for about one-third of the current land use in the district. Most of the parking lots lack landscaping and some lots are unpaved and disorganized. These large parking lots make it difficult to get from one destination to another, are not attractive to look at, create dark, empty scary-feeling places at night, and take up space that could be used for mixed-use buildings, housing, and other activity (see Figure 4).

Several buildings in the Willoughby District – both publicly and privately owned – are at or nearing the end of their design life. These rundown buildings are unattractive and do not contribute to a Civic, Arts and Cultural District. There are seven commercial properties and 10 residential properties where the land is worth more than the building upon it, one indication that an appropriate time for redevelopment is nearing.



Figure 4. Existing Parking and Pedestrian Routes

Lack of housing. The District is zoned to allow 60 residential dwelling units per acre (dua), but there are now only 120 dwelling units in this 35 acre area, yielding an overall density of about 3.4 dua. Only one place within the District approaches the allowable density; Fireweed Place, a 5-story senior housing complex with 67 units and a density of 47 dua. The low number of housing units in the District means that after regular work hours, activity is generated only by the commercial destinations, restaurants, and indoor recreation uses. At night, once the stores and restaurants close, the area is practically deserted. The CBJ wants to see many more residential units in the Willoughby District, both affordable and market-rate.

One reason why the Willoughby District is so well suited for dense residential development is that this area is appealing to people less dependent on cars, compared to other places. The Willoughby District is a place to live where people without access to a car, including children, the elderly, and the disabled have more safety and independence in their world. Residential areas are now and will be even better connected by sidewalks and pedestrian paths to parks, nearby retail shopping areas, and public transit. Cultural destinations and performing arts are close. Walking is enjoyable here and the need for car travel is reduced. Already in downtown Juneau over 60% of residents walk to work and in the Willoughby District, nearly 45% walk to work. Additionally, the walking environment will become better as planned improvements occur.

Many people already walk to and through the Willoughby District, but commonly used routes can be unsafe. While there are sidewalks on at least one side of most streets, it is common in the Willoughby District to cut randomly through parking lots –it can be dangerous to follow informal but well used dark and muddy paths, like the one between the Prospector Hotel and Museum, and to walk and ride bikes while dodging cars along skinny Capital Avenue, which has no sidewalk or shoulder. Attendees at conferences and celebrations often are confused about how to get from one venue to the other without cutting through parking lots

Egan Drive is a pedestrian barrier and disconnects the District from the waterfront. The only pedestrian crossing of Egan Drive in the Willoughby District is at Whittier Street. This, combined with the high traffic speeds, makes Egan Drive a barrier separating Willoughby District pedestrians from the waterfront, employment areas by the Douglas Bridge, and current and future development at the Subport. It is common for those parking in the temporary lots at the Subport to cut across Egan Drive as they head to town rather than use the Whittier light.



Also a frequent sight at the intersection of Egan Drive and Willoughby are bicyclists and pedestrians trying to cross Egan. Non-motorized use data collected by the CBJ at the intersection of Egan and Willoughby during a January 2011 day documented one bicyclist and 91 pedestrians during the morning rush hour in extreme winter weather, and two bicyclists and 250 pedestrians during lunch time in poor winter weather. An early May 2011 count day documented the morning rush hour at this intersection with 13 bicyclists and 154 pedestrians and on that sunny day the afternoon count was 56 bicyclists, 553 pedestrians and 11 skateboarders. In the morning, at least 29 (17%) of the pedestrians crossed Egan Drive outside of a marked crosswalk (jay-walked) and in the afternoon, at least 51 (8%) pedestrians jay-walked.



During an all-day survey (7:30 AM to 5:30 PM) in May 2011 on a sunny day along Willoughby Avenue, between Gold Creek and Capital Avenue, surveyors counted 135 bicyclists and 2,243 pedestrians (an average of 243 pedestrians per hour); of the combined total, 23% of pedestrians and bicyclists were documented jay-walking,



Some places along Egan Drive where pedestrians and bicyclists currently desire to cross and struggle to do so.

The number of people trying to cross Egan Drive, from Gold Creek to Main Street, is going to increase significantly as the Subport area redevelops, residential and commercial in-fill occurs in the Willoughby District, and the Seawalk is finished.

Current design of Egan Drive does not fit planned multi-use developments and operating speeds are too high. The present design and functionality of Egan Drive in the Willoughby District needs to be evaluated to address the future multi-modal travel needs of the planned redevelopment surrounding it. Egan Drive is the only viable major vehicle corridor in the District and it will continue to serve as the primary vehicle route. It also provides the only direct vehicle connection to downtown, a through traffic route for residents to the south of town, and to worker, tourist, and freight vehicle traffic to and from the port facilities of Juneau.

With the planned transformation of the District into a vibrant 24/7 mixed use neighborhood that includes significantly more housing, the design of Egan Drive through this area will also need to evolve. The future Egan Drive design will need to balance mobility requirements to accommodate the large volume of daily commuter traffic destined for this employment and cultural center and a significant increase in pedestrian and bicycle activities that are expected.

The current posted speed limit on Egan Drive is 40 mph at 10th, 25 mph at Whittier Street, and 20 mph at Willoughby Street. However, because the character of roadway does not change drivers do not have any visual cues to slow down and traffic often travels above the speed limit. The lack of crosswalks and the high speed of traffic make the walking conditions along Egan unpleasant and unsafe

As full build out of new streets in the Willoughby District occurs, there will be more direct routes to destinations. New signals with crosswalks should be added at these intersections as well as Glacier Avenue and Willoughby Avenue (see Figure 8). There will also eventually be a new street between the Foodland property and the Museum to facilitate the increase in vehicle traffic and circulation needs. The employees working in the Willoughby District will be able to choose one of the new streets and signalized intersections rather than cueing up at the one or two entrances/exits to Egan that now exist. Currently these streets and intersections exceed capacity and fail to handle peak hour traffic. With thoughtful, coordinated planning, the same number of cars, or more, will be traveling but there will be more options for getting into and out of the area. The new signals are to be operated in a coordinated fashion to provide efficient traffic flows during the weekday commuter periods. Eventually new

development will be thwarted by the failure of the existing street/ intersection system to move traffic to Egan at peak hours. The new streets/Egan intersections become mandatory for successful redevelopment and investment to continue build out. The ‘pinch point’ however, at the 10th and Egan intersection, won’t be improved as a result of these actions.

Change in the character and functionality of state highways like this happens frequently throughout the country as urbanization occurs; this is one of the reasons the Federal Highway Administration and many state DOTs have adopted context sensitive approaches to roadway design and redesign.

A transportation system master plan should be developed for the District to identify the specific capital and operational needs to serve the area at full build-out. The study will build upon the concepts shown in this plan and should be a cooperative context-sensitive design effort between the ADOT&PF and CBJ.

Although this District is intended to be the community’s civic, arts and cultural district, there is very limited public space. And, the limited green space here is little more than remnant landscaping that is not connected. Many potential routes and assets, such as Gold Creek, are surrounded by fences and barbed wire.

Usable, year round public open space provides a place for people to connect, space for public events, and fosters a sense of community. Public plazas or malls are also typical of civic districts where they showcase important buildings and monuments. Well designed public space includes areas for both active and passive use, public art, and capitalizes on natural features and views. Making clear connections between public spaces, parks, pedestrian routes and important destinations will benefit residents and visitors.

A public plaza will be developed between the State Office Building, Centennial Hall, JACC and the new State Library, Archives, and Museum. This plaza will be connected by an east-west pedestrian path south of the Museum to Gold Creek, and from there an improved intersection across Egan will allow access to the Seawalk. The new plaza will provide a good visual and pedestrian connection between important civic buildings. It should be usable year round, accessible, well-lit, and include public art and space for outdoor performances, civic gatherings, markets or fairs. Native vegetation should be used for landscaping wherever practical.



Area creeks are in concrete and culverts. Gold Creek runs from Cope Park south through the District, however, it is currently in a concrete channel (except for mouth) and surrounded by barbed wire fence. Gold Creek, from its mouth to at least Willoughby Avenue and potentially through the federal building parking area, should be restored and rehabilitated to a natural condition with a walking area and picnic spot located along the upper bank.



A diverted flow from Gold Creek runs through the AEL&P back-up diesel substation in the area. This water flows to Gastineau Channel under culverts and below fenced boardwalks. It can't be seen and can barely be heard rushing below fenced in areas. Opening up and landscaping this spillway is another opportunity to create an attractive feature that will become a pleasant amenity in the area.

The Juneau Watershed Partnership has indicated its interest in partnering with the CBJ on both these restoration efforts. AEL&P would also be a necessary partner on the spillway project. The US Fish and Wildlife Service have provided information on several grant sources that support work on stream restoration (see Chapter 6).

Willoughby District Challenges

- The existing grid of streets and sidewalks is insufficient, resulting in 'super-blocks' that create obstacles to growth and access.
- Significant land in the Willoughby District is used for parking lots. This makes it difficult to get from one place to another for drivers and pedestrians, creates dark, empty places at night, and takes up space that could be used for mixed-use buildings, housing, and other activity.
- Several buildings – both publicly and privately owned – are rundown.
- Many more residential units are needed, both affordable and market-rate.
- Walking routes to and through the area are not well defined.
- Egan Drive is a pedestrian barrier and disconnects the area from the waterfront.
- Design and function of Egan Drive through the area needs to become more context-sensitive to the future development uses and densities.
- There is very little public open space.
- Area creeks and streams are in concrete or culverts.

5.0 Willoughby District Land Use Plan

Chapter 4.0 reviewed a series of improvements to take better advantage of area assets and specific ways to address and remedy land use obstacles and challenges in the Willoughby District. These concepts, together with public comments and information gained during other plan development steps, and a few important planning and design principles (reviewed below), were all combined to develop and refine the Willoughby District Land Use Plan.

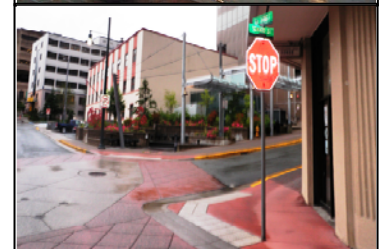
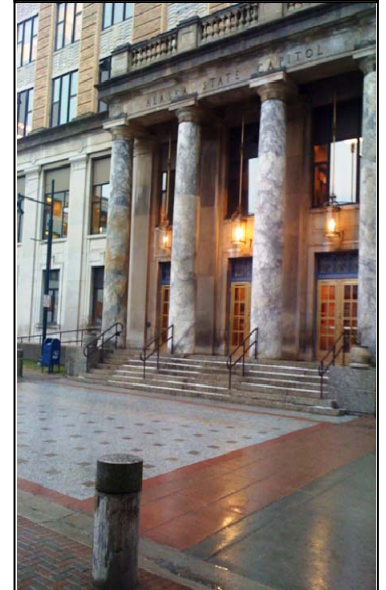
5.1 Planning and Design Principles

Building Design, Orientation and Construction

Build-To Line. Overly large setbacks are inconvenient and unpleasant for pedestrians because they increase walking distances from public sidewalks and prevent pedestrians on sidewalks from enjoying the building details and the activity within the building. In addition, they prevent the building from contributing to an intimate, pleasant, comfortable street wall, which harms the sense of place and makes the pedestrian feel as if she or he is in "no man's land." Buildings pulled up to the street sidewalk (0-10 ft setback) have more of a human scale, and are recommended all along Willoughby Avenue and some of the District's new streets.

Building Height of at Least Two Stories. "Low-slung" one-story buildings are more appropriate in low-density residential areas designed for motor vehicle travel. They reduce the density and intensity needed to make transit, walking, and bicycling viable, and typically are too low in profile to form the desirable, intimate, comfortable public realm that is possible when buildings face one another across the street. One-story buildings also reduce the opportunity to create mixed commercial and residential uses. Multi-story buildings that are two to five stories in height will be an important component of the compact, walkable Willoughby District. The building profile forms the desired street wall and the additional stories allow the establishment of the number of residents needed for a viable urban neighborhood.

Buildings Oriented to the Street, Not Turning Away. A successful commercial establishment is designed to provide convenience for customers by minimizing walking distances from sidewalks and nearby buildings. Rear or side entrances, or entrances oriented toward a parking lot, make travel inconvenient for pedestrians and transit users.



Colored concrete and brick, patterns, and attention to design all make crossings visible and signal that this is a special place. (from top: Main St sidewalks by new parking garage, crossing by Capitol, and Seward St intersection)

Example from S Franklin Street in Juneau of pleasant public realm and walkable scale created by narrow streets, on-street parking, and mixed use buildings that are oriented to the street and face one another with 0 ft sidewalk setbacks, and retail on 1st floor with mixed-uses on top stories.



Such a design also cuts the building off from street life. In addition, a building with its main entrance directed away from the primary sidewalk and street "turns its back" to the public realm, reduces urban vibrancy, and does not promote street life. When a building is located at an intersection, the most convenient entrance is usually abutting the public sidewalks at the corner of the intersection.

Ground-floor Retail, Offices and Residential Above. This form of mixed use enhances vibrancy and provides more affordable housing choices. It is important that such "vertical mixing" of uses not place residential on the first floor, since it is disruptive for residences when users of the office or retail must walk through residential areas. It is also important that mixed use buildings include retail or restaurants on the first floor so that more energy and interest is at the street level.

Building Facades Create Interest for Pedestrians and Enhance the Appearance of the Area. All buildings should be designed to provide interest for pedestrians and to add to the higher level of design in Juneau's Civic, Arts, and Cultural area.

Long expanses of blank walls tend to be boring and unattractive. In addition, windows attract pedestrians, who in turn act as a security system for the business. Buildings without such relief and interest tend to create a "massive scale" and make the public realm impersonal. Appearances like this are inconsistent with the civic nature and pedestrian-oriented character desired in the Willoughby District.

Parking Located at the Rear, Side or Under Building Instead of in Front. Parking areas located in front of buildings are inconvenient and unpleasant for pedestrians because they increase walking distances from the sidewalk, prevent pedestrians from enjoying the details and the activity within the building, are not attractive to look at, and increase safety problems since pedestrians must dodge cars in the parking area. In addition, they prevent the building from contributing to an intimate, pleasant, comfortable street wall, which harms the sense of place. Buildings pulled up to the street without intervening motor vehicle parking have more of a human scale, make the street more interesting and shops inside more successful.

Hidden Trash Receptacles, Loading Docks, Outdoor Mechanical and Electrical Equipment.

Trash receptacles and loading docks typically provide an unsightly appearance and an odor problem for pedestrians. In addition, improperly located and improperly screened receptacles and docks can cause noise problems for nearby land uses when the receptacles and packages are being loaded or unloaded. Therefore, they should be located as far from public sidewalks as possible and screened from view. Outdoor mechanical and electrical equipment when improperly located on a site or improperly screened, can also contribute to noise problems and create visual blight.



Building Heights and Key Willoughby District Viewsheds.

Consideration to the orientation and height of buildings is needed to maintain important views, avoid undesired building shadows, and provide for air circulation. Figure 5 depicts Willoughby District key viewsheds and recommends building heights to allow under the CBJ Title 49.

Willoughby District character is not aided by unsightly electrical boxes surrounded by equally unattractive fencing next to the public sidewalk. Instead it should be behind buildings or screened.

The key viewsheds to maintain in the Willoughby District are generally middle ground viewsheds, those that are from about half to two miles out. These include views of the Gastineau Channel and Douglas Island from the Calhoun Avenue lookout on the way to the Governor’s Mansion, from the 8th floor plaza of the State Office Building and from the current and future Capitol Buildings. Mixed use sites 1, 2, 3 and 4 (Figure 7) are proposed primarily for multi-story residential development and these middle-ground views also provide significant value to these buildings.

When driving to town on Egan Drive the key view to protect is the one of the Gastineau Channel and Mt. Roberts, visible when rounding the corner by Glacier Avenue. This ‘gateway view’ of downtown with the mountains behind is important to the sense of place that defines downtown Juneau and Alaska’s State Capital.

Viewshed is less important in the heart of the Willoughby District, allowing a large area where heights up to 65 feet maybe allowed. However, orientation of future renovation and design to site 9 (Figure 7) and to the JACC must take sunlight and building shadows into account to ensure that the immediately adjacent public plaza is not unduly deprived of sunlight.

As private landowners in the Indian Village consider renovations to their properties or development of new dwellings, the buildings along Village Street that ‘back’ into the bluff are encouraged to build up to 4 stories, or to the base of Dixon Street. These buildings will not block views from other development and will provide residents on top floors with great sun and views. Protecting the views and not casting shadows on housing is a reason why new or remodeled buildings in the one block between Village Street and Willoughby Avenue should consider two story developments only.

A Connected Grid of Landscaped Streets and Sidewalks are the ‘Bones’ that Create Great Neighborhoods

Connected and Complete Streets. These are streets designed to give safe access for all users. Pedestrians, bicyclists, transit riders and motorists of all ages and abilities are able to move safely along and across a *Complete Street*. The proposed grid of Willoughby District streets will provide motorists with more "real time" route choices, which is important at rush hour in this major government employment center. Connected streets distribute vehicle trips more evenly.

Narrow Streets, Wide Sidewalks, and On-Street Parking. Willoughby District streets are narrow, which forces cars to travel slowly through the neighborhood contributing to neighborhood safety, low noise levels, low traffic volumes and, therefore neighborhood livability.

Sidewalks, when properly dimensioned and maintained, provide pedestrians with a pleasant, safe, and convenient place to walk. Sidewalks that are too narrow are inconvenient, especially in areas with large volumes of pedestrians. New sidewalks in the Willoughby District will be a minimum of 8 feet, but more often 12 feet wide.

On-street parking buffers pedestrians from vehicle travel. It narrows the street which slows traffic to a safer, more livable speed. It provides convenient parking locations for nearby businesses, which is critical to retail success. It also allows businesses and residences to reduce the amount of surface parking lots which enhances urban vibrancy by improving the public realm.

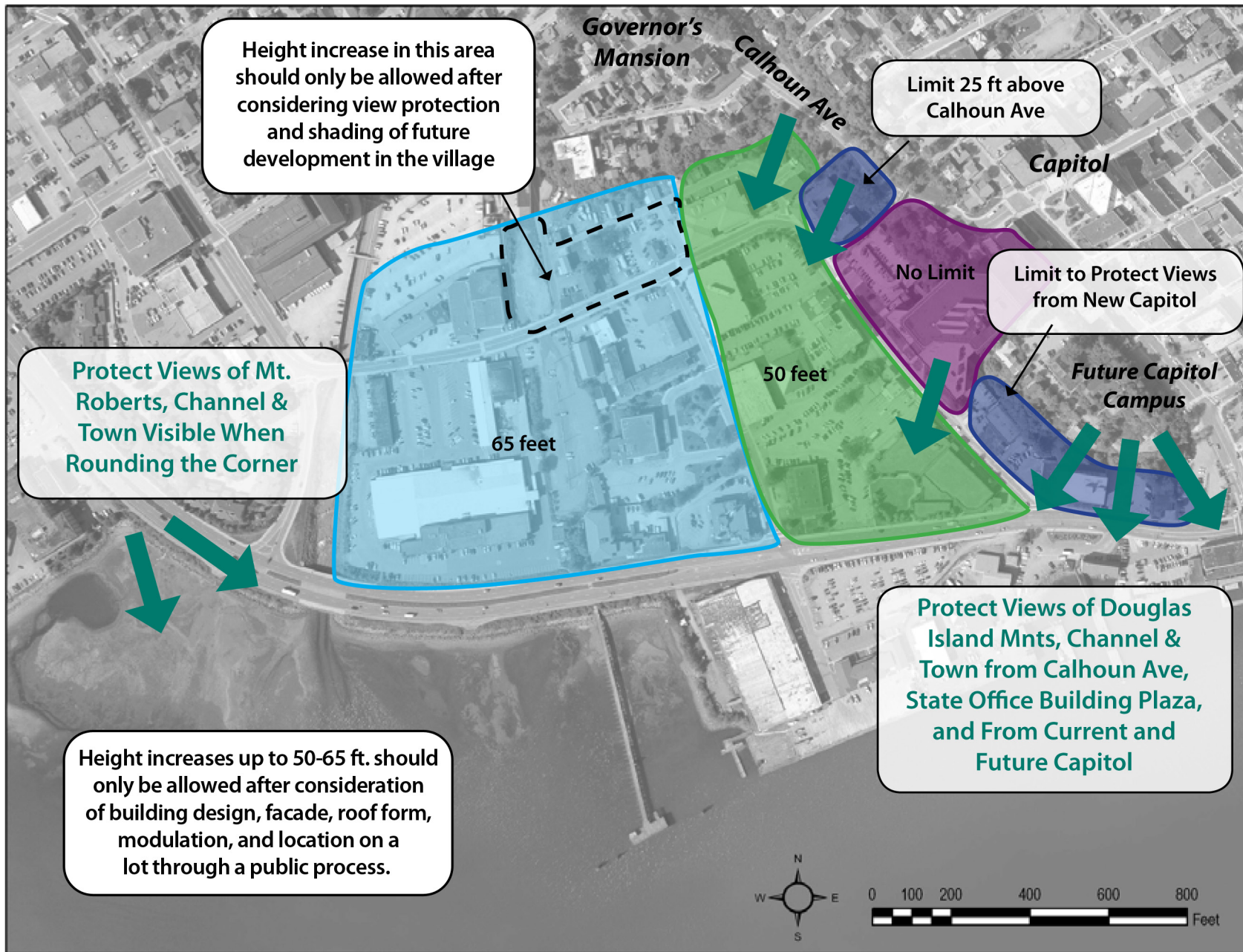
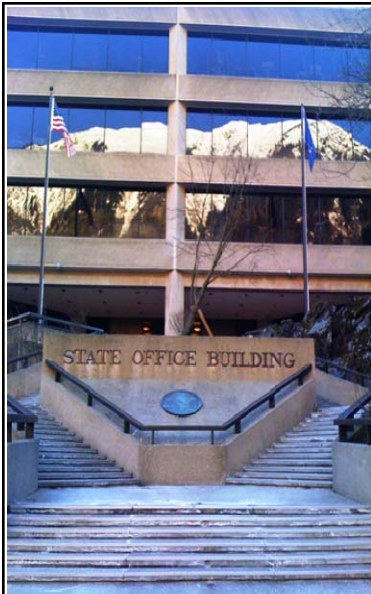


Figure 5. Building Heights and Viewsheds



Public plazas, grand building entrances, and public art are all typical in a Civic, Arts and Cultural District. Together they signal you are Somewhere Important and Significant.

Short, walkable block faces. In general, a neighborhood or commercial block face length should not exceed approximately 500 feet. Longer blocks tend to create inconvenient walking distances. When long blocks must be created, they should be shortened with cross-access walkways. Shorter blocks also create more corner properties, which are considered to be more ‘prime’ than mid-block properties.

Mixed Uses. This type of development reduces trip distances to the point where walking, bicycling, and bus trips are much more feasible for a number of different types of trips. Mixed use development adds to neighborhood and urban vibrancy by increasing the number of places people can meet -- such as a coffee shop, on the way to work or a civic event, a grocery store, a fitness center, etc.

Eyes on the Street Promotes Citizen Surveillance. More "eyes on the street" are promoted when buildings, windows, and entrances are near the street and sidewalk, and when neighborhood or commercial areas are designed for regular, frequent pedestrian activity. Areas without pedestrian activity are areas where illegal, inappropriate, or unsafe behavior can occur more easily since there is no one to observe the deed and report it or intervene.

Formal Landscaping. In pedestrian-oriented areas of a city, landscaping both softens the "hardness" of the urban area for pedestrians, and makes the pedestrian feel more comfortable by providing a separation from the street, blocking auto splashes, and helping to form public spaces, "outdoor rooms," and street corridor edges. Formal landscaping adds dignity to the area thereby inspiring a sense of civic pride.

Properly Scaled Lighting. Lighting can often detract from an intimate, pleasant, character in pedestrian-oriented areas. Lighting designed for cars tends to not be human-scaled. Pedestrian-oriented street lighting is shorter and has more numerous light fixtures and structures. This type of lighting is recommended on Whittier Street and Willoughby Avenue, at a minimum.

Terminated Vistas. “Terminated Vistas” is a concept in which a prominent building is placed at the "visual termination" of a street, or, in the case of the Museum, JACC, Centennial Hall, State Office Building, and site 10 (Figure 7), at the end of a large public plaza. This provides dignity and prominence to important civic buildings such as libraries, city halls/state offices, churches, convention centers, and performing arts centers. It sends the message that the building is an important place for the community. In addition, terminated vistas make walking more pleasant by giving the pedestrian a "goal" to walk

toward. The walk therefore does not seem endless. Such vistas also make trips more memorable by helping to orient a person to their location in the community.

Straight Sidewalks, not Curvilinear. It is important that sidewalks generally be straight, since pedestrians have a strong desire to walk the distance that provides the minimum trip length. Curving sidewalks promote the creation of "cow paths," as pedestrians take short cuts along their route. In general, curvilinear sidewalks are appropriate when needed to avoid a large tree or other important physical feature, or in an area in which most pedestrians are walking for optional recreation or exercise. This is generally not the case in an urban area, where almost all trips have a utilitarian purpose.

5.2 Willoughby District Development Themes

Key themes characterize the Willoughby District Land Use Plan and are depicted on Figure 6.

- **The Willoughby District is the heart of Juneau's Civic, Arts and Cultural campus.**

It is a dynamic center for government and legislative activities; public and civic gathering; art, cultural and entertainment events; and residential and commercial activity. This area has better building design and dignified public spaces.

- **There is great public space here.**

More public space, restored creeks and streams and pedestrian connections between public spaces and civic buildings characterize this area. Public investment in streets, wide sidewalks with colored bricks or concrete, landscaping, human-scale lighting, visible crosswalks and pedestrian connection to and through the area, public open space, and public art all showcase the area and help spur private sector development.

- **The number of residential units in the Willoughby District triples over the next 20 years.**

Denser residential development is along Village Street, in mixed-use buildings by Gold Creek, and above the first floor along Willoughby Avenue. Residential units are a mix of market rate and affordable housing. They are townhouses, apartments, condos and loft style and serve populations such as legislative staff, seasonal workers, and

residents that no longer wish to own a large house or need smaller housing units (the elderly, “snowbirds”, single parents, etc).

Builders also benefit from permissive regulations, zoning bonuses and financial incentives in the District that are available for building housing, 1st floor retail, transit oriented development features, or by providing a higher level of building design.

- **Willoughby Avenue is the center of the commercial area.**

Lining Willoughby Avenue are stores, places to eat, and services; buildings are built to the sidewalk and have canopies to shelter walkers from the rain; attractive street front displays and wall murals make walking fun.

Developers benefit from reduced parking requirements that recognize that residents in this walkable downtown area are close to services and transit and less reliant on cars. Those attending evening events park in spaces vacated when workers leave at the end of the workday. Offices and retail stores have nearby on-street parking, some surface parking tucked behind buildings, or parking in garages or below buildings.

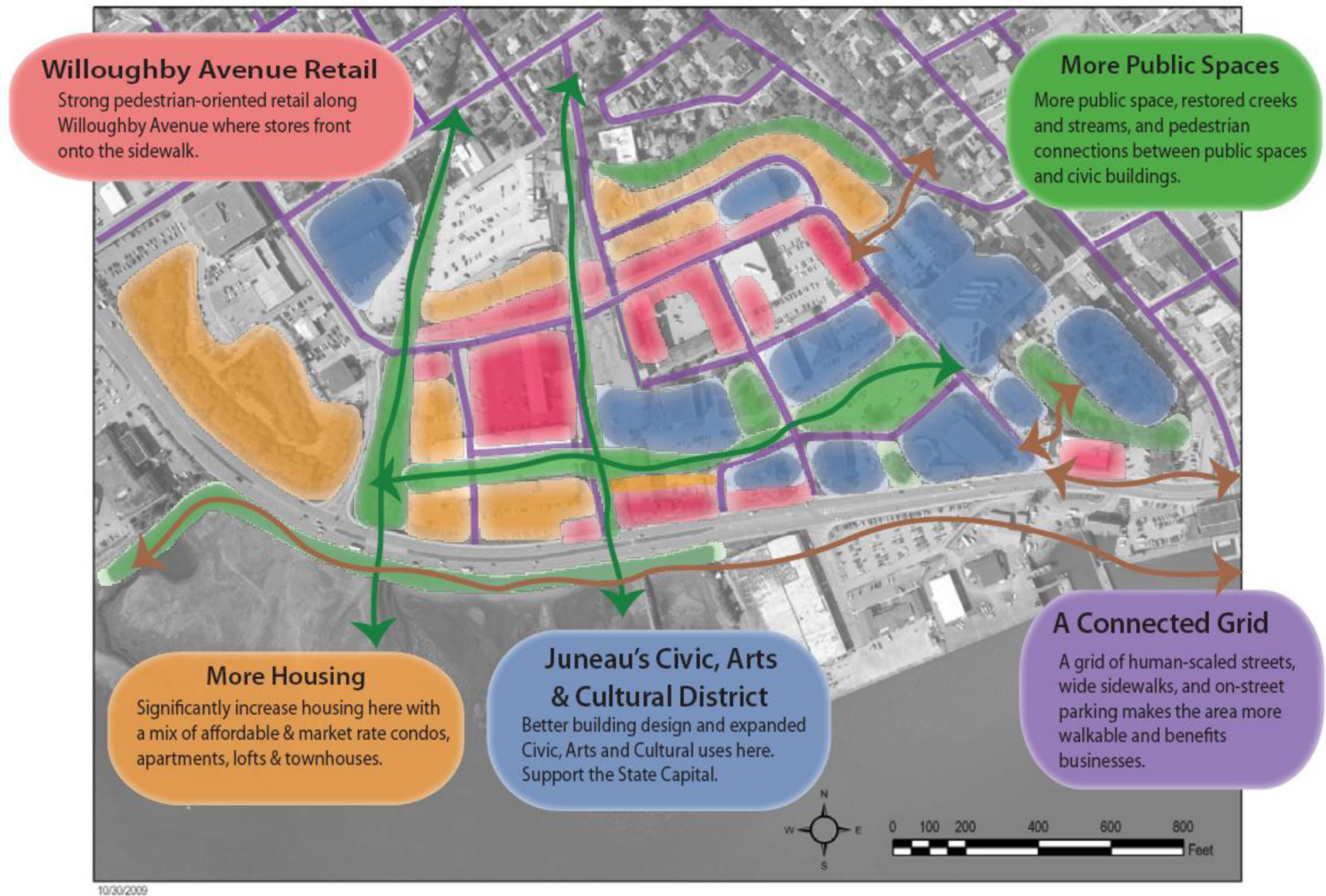
A pilot project to show how formal private-public partnerships with development agreements could work in Juneau is discussed to allow cost sharing for development that accomplishes the public goals/development guidelines described in this chapter.

- **All of the above is possible because the area’s former super-blocks are now a grid of human-scaled streets and wide sidewalks, and parking has been relocated behind or under buildings and in garages.**

Together these improvements have created developable parcels that enable denser mixed-use buildings and residential development.

- **All past and present resident and stake holder input will be valued, consulted and incorporated into future planning endeavors.**

A neighborhood plan for this district will include substantial consultation with area residents and institutions in overseeing changes and supporting the vision for their neighborhood.



Sheinberg Associates | Northwind Architects
Walker Macy | Kittelson Associates

Figure 6. Themes - Willoughby District

Juneau, Alaska | May, 2011

5.3 Willoughby District's 14 Development Considerations

The Willoughby District Land Use Plan's Figure 7 - Future Development (Build-Out Scenario for Technical Analysis) and Figure 8 - Public Improvements and Parking drawing shows the Willoughby District as the area may look in the future when it is 'built-out' following this Plan's Development Considerations, incentives and zoning rules, and sequenced investments.

The Willoughby District - Juneau's Civic, Arts and Cultural campus - will thrive as the public and private sector work together to achieve 14 CBJ Comprehensive Plan Development Considerations for the District.

Nature of Area

1. The Willoughby District is a place that anticipates and welcomes all ages, income levels, and populations.
2. Through thoughtful work with residents and landowners, the remaining Juneau Indian Village receives special attention and respect.
3. To showcase Juneau's Civic, Arts and Cultural District this area has thoughtful building, infrastructure, and landscape design.
4. Public art is installed to celebrate the area's deep Tlingit past, the area's history, and current cultural, arts, and civic purposes.

Public Infrastructure

5. The District's 'super blocks' are broken apart to facilitate human-scale, walkable, developable parcels. This is accomplished by creating a connected grid of landscaped, well-lit, streets, sidewalks and pedestrian corridors.
6. More public open space, both natural green space and plaza, is created for civic events and public enjoyment.
7. The District is easier and safer to walk to and through.
8. Egan Drive is redesigned using context sensitive design concepts. More signalized vehicle and pedestrian connections to the District and between the waterfront and Seawalk are developed. Vehicle mobility needs are balanced with human scale development and Egan Drive traffic is calmed along the District boundary.

Land Use and Development

9. New and redeveloped buildings are mixed-use with active 1st floor uses and residential, office, or commercial floors above. Single floor, as well as single use, buildings are generally discouraged, unless they are civic in nature.
10. Over time, at least 350 to 400 more residential dwelling units are built, including both affordable and market-rate development. Compared to the 2011 baseline, the number of apartment, condominium, townhouse, and loft style units in the Willoughby District significantly increases.
11. Safety in the District is enhanced by more 'pairs of eyes' since more people live in the area and street level shops cater to people coming and going during daytime and evening hours.
12. Locate State offices here to consolidate the civic campus, and better serve the Governor, Legislature, and employees.

Parking, Public Transportation, and Parking Demand Management

13. Parking needs are accommodated under and behind buildings, in garages, and with more on-street spaces.
14. The use of public transportation to and from the District is encouraged and promoted.
15. Bicycle parking at the levels below or greater:

Design standards to follow recommendations in the 1997 Juneau Non-Motorized

Residential

- Multi-family, general: 1 per unit, with 100% in a covered location
- Multi-family, senior or physical disability: 4 or 1 space per 5 units, whichever is greater, with 100% in a covered location

Commercial

- Retail sales, auto-oriented services, offices, groceries/supermarket, shopping center, financial institution: 2 or 0.33 space per 1000 sq ft, whichever is greater, with 50% in a covered location

Restaurant

- 1 per 1000 sq ft, with 25% in a covered location

Community and civic uses

- Theater/Auditorium: 1 per 30 seats, with 10% in a covered location
- Library/Museum: 2 or 1 space per 1000 sq ft, whichever is greater, with 25% in a covered location

Public parking garages

5% of auto spaces, with 100% in a covered location



Legend

- Civic, Arts or Cultural
- Commercial
- Residential
- Mixed Use
- Office
- Structured Parking
- Water Feature
- Seawalk
- Stairs
- Transit Stop
- Possible Public Art Locations
- Picnic or Pocket Park
- Signalized Intersections

Figure 7. Future Development (Build-Out Scenario for Technical Analysis - See Tables 1 and 6)



Legend

- Public Space and Plazas
- Pedestrian Routes
- Structured Parking
- Enhanced Crosswalk Treatment
- Seawalk
- Number of Parking Spaces sps
- Possible Public Art Locations
- Transit Stops
- Picnic or Pocket Park
- Signalized Intersections

Figure 8. Public Improvements and Parking (Build-Out Scenario for Technical Analysis - See Tables 1 and 6)

5.4 Investments in the Willoughby District

Over 20-25 years the improvements shown on the Willoughby District Land Use Plan represent significant investment.

The State is anticipated to invest approximately \$255 million, including \$126 million for the new State, Library, Archives and Museum facility. Other State costs are for new offices buildings, parking garages, and a number of motorized and non-motorized transportation improvements along Egan Drive.

The City's share is approximately \$69 million and of that, \$49 million would be for expansions to the JACC and Centennial Hall, projects for which it is reasonable to expect some cost sharing with foundation and private funders. The remaining CBJ expenditures are for new public plazas, restoring Gold Creek (major grant funding available), and new and improved streets and sidewalks. The City and State would share costs to install interpretative signage and prepare a downtown Egan Drive Master Plan.

The federal government investment of \$16 million is for a new parking garage at the Federal Building.

Private sector investments tally \$219 million; of this approximately half represents investment in new housing ranging from \$17 million in the Indian Village area, if individual property owners decide to build townhouse style (2-14 unit) buildings, and about \$75-100 million to build mixed use buildings that are primarily condos, apartments and lofts – but also include some retail and commercial space - in four new mixed-use developments around Gold Creek and on the current Foodland property. Using the current assessed property value for developed taxable gross footage, this could reasonably be expected to increase the assessed value of taxable property in the Willoughby District from \$66 million today to \$142 million in the future, a 115 percent increase (all 2011 dollars).

Table I compares current uses in the Willoughby District with the future when 'Build-Out' is achieved.

Table I - Willoughby District - Current and Future 'Build-Out' Concept

	Current	Future at Build Out	Percent Change	Notes
Buildings				
No. Residential Units	120	400 471,000 sf	230%	Apts, townhouses, condos, etc. Assumes sites 1, 2, 4 are 3-story; 16-17, 22-23 are 2 story, 18-21 are 2-3 story, 34-37 are 4 story. Total dwellings could be higher or lower depending on final bldg heights.
Civic, Arts, or Cultural Uses	115,933 sf	323,000 sf	180%	Expanded SLAM, JACC, Centennial Hall, renovated Salv Army Church. Assume 44,000 sf addition to JACC; 30,000 sf add. to CH; new 123,000 sf SLAM. City Museum would be in addition.
Office Space	420,689 sf	550,000 sf	30%	Sites 9, 10, 13, 32, 33, 38. Assume site 33 is 7 story add w 1-6 th story parking & 7 th floor is 40,500 sf offices
Commercial	260,419 sf	395,000 sf	50%	Sites 3, 5, 27, 28, 31, 39
1st floor Retail/ Services	123,764 sf	212,000 sf	70%	Stores, restaurants, and services or offices that people and bring activity to the area.
Parking				
No. Surface Parking Spaces	1,293	328	-295%	
No. On-Street Parking Spaces	45	159	250%	
No. Parking Garage or under Building Spaces	459	1,583	245%	Includes spaces in parking garages, under the public plaza and under buildings.
Total Parking Spaces	1,797	2,070	15%	
Walking Routes, Green Space/Park Space				
Public Plazas and Parks	26,300 sf	146,300 sf	460%	Existing parks include green area in front of State Museum and Centennial Hall. New areas are the public plaza between the SLAM and SOB, and the new park near Gold Creek.
Sidewalks and Separated Paths	10,252 lf	26,360 lf	160%	Includes all sidewalks and separated pedestrian pathways.
Value of Taxable Property				
2010 - CBJ Assessed Values of Taxable Property	\$66,151,300	Est. property tax at 10.51 mills: \$695,000		2010 based on 480,146 sf gross bldg area (gba) that is taxable.
2035 (build out) estimate:	\$142,087,906	\$1,490,000	115%	2035 est. based on 1,037,138 in taxable gba multiplied by 2010 \$/sf assessed value of \$137

Private-Public Partnerships

Accomplishing the vision of the Willoughby District Plan will depend on partnerships between the public and private sector. The most common partnership is the informal one that exists because public sector investments often stimulate nearby private sector property upgrades.

This Plan suggests additional regulatory changes, zoning bonuses and financial incentives that the public sector can offer in the Willoughby District to entice the private sector into building in ways that accomplish Juneau's community goals for this area.

The Willoughby District also presents an opportunity for the CBJ to undertake a demonstration project for a formal private-public partnership. These partnerships are standard operating procedure in many communities now, including those the size of Juneau. They happen when cities take an active role to attract and stimulate the type of activity or development that the community has set goals to achieve. The private sector participates because they get some combination of regulatory certainty and incentive in exchange for making the desired investment. These agreements typically happen through a formal negotiated development agreement. In some places now, particularly with the economic down turn, the public sector can be reluctant to spend funds on public improvements *without* getting some type of commitment in return for a related private sector investment.

Public Sector Investments

The Public Improvements and Parking Map (Figure 8) illustrates a technical layout of needed public improvements and provides parking details for the Willoughby District Land Use Plan. This figure is described in more detail and presented as a sequence of short to long range investments on Table 5 in chapter 6.

Public Open Space. There will be a new public plaza and a new Gold Creek Park; a wide pedestrian only path connecting them, and two new picnic areas/ pocket parks. Park and plaza space increases from 0.6 to approximately 3.4 acres.

Civic, Arts and Cultural Uses. The new State Library, Archives and Museum will showcase several State collections for Alaskan residents and visitors alike. It will be a centerpiece in the District and anchor one end of the new public plaza. An expanded Juneau Arts and Cultural Center (JACC) to accommodate a larger performance space

and help serve convention audiences and others have long been planned. The Centennial Hall convention and visitors center is also slated for upgrade and expansion to accommodate bigger events and audiences. A portion of any one of several buildings or sites surrounding the public plaza in the heart of the civic, arts and cultural area, would also be a good location for a relocated City Museum.

Willoughby Avenue. The nature of Willoughby Avenue will change as redevelopment and in-fill occurs. It will become a bustling pedestrian-oriented retail district where the front of buildings and their active 1st floor uses are built to the sidewalk allowing window displays to entice shoppers and walkers inside; an example would be Seward Street.

Parking that is appropriately located, new streets, and landscaped sidewalks and pedestrian-scaled lighting described below, will completely change the way the Willoughby District looks and feels. It will also facilitate reinvestment and development of housing and mixed use buildings.

New streets, sidewalks, paths. There will be a new connected grid of streets, most with two 11 ft lanes, on-street parking, 13 ft wide sidewalks, street trees, human-scaled lighting, street furniture, and crosswalks. This will make the Willoughby District more walkable, benefit local businesses, and reduce rush hour congestion. Lineal feet of sidewalks and pedestrian paths in the District will double, including a new 16 ft wide east-west running pedestrian path from Gold Creek Park to Whittier Street and new the civic plaza across the street.

Five new or improved walking connections to and from Willoughby District will be in place, including: (1) Stairs and walking path next to Goldbelt Hotel to future Capitol campus on Telephone Hill; (2) Stairs/walking path from Village Street up to Dixon St; (3) Traffic light and pedestrian crossing of Egan from new Seawalk to Gold Creek Park/Glacier Ave; (4) Sidewalk along one side of Capital Avenue from Village Street to West 9th; and (5) Walking path and overlook from Calhoun Ave (on way to Governor's Mansion) on the top floor (parallel with Calhoun) of a new State office/parking garage, presumably with easy public access to an elevator that connects Calhoun Avenue with Willoughby Avenue.

Wider sidewalks and pedestrian enhancements on Whittier Street better connect Juneau's Indian Village and celebrate the area's rich Tlingit history, further complimenting the Civic-Arts and Cultural District.



Pedestrian scale street lighting and furniture on Calhoun Avenue on the way to Governor's Mansion

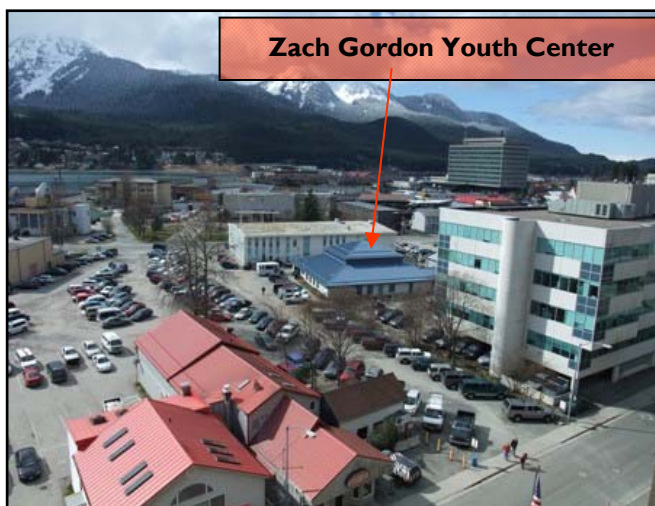
Parking. The total number of parking spots in the District will increase about 15% overtime, but the major change is that parking will be completely reorganized behind and under buildings, under the public plaza, on-street, and in parking garages. The majority of off-street surface parking will be replaced with active uses and structured parking.

Interpretive and Wayfinding Signage, Public Art. The Land Use Plan identifies several places to install public art. It will be important that 1% for public art and other funding be used to ensure that this happens. Monuments, sculptures, murals, and other art are typical in Civic, Cultural and Arts Districts; they signify, along with landscaping, plazas and good building design, the dignity and special nature of the area. Interpretative signage will be installed to explain this area's Tlingit, gold mining, military, and State history.

Zach Gordon Youth Center. One recreation facility in the district merits special attention. The Zach Gordon Youth Center has been in the downtown area since the 1940's and at its current location in the Willoughby District since 1968. Zach Gordon who deeply believed in teenagers, envisioned a "home away from home" for Juneau's teens, and provided it until his death in 1977. Today, the center provides a range of programs and services for underserved youth and enjoys 25,000-35,000 youth visits/year. A basketball court, a weight room, racquet ball, a climbing wall, young parents program, and tutoring services and are available on a drop-in basis. Special events and classes for youth are also available.



Youth visit the Center from all neighborhoods in the community and many use public transit to get to the center. A recent Rasmuson Foundation grant coupled with a voter bond initiative completed the new \$1 million covered basketball court, fire pit, courtyard area and



landscaping, and has allowed the Center to better use outdoor space and be more welcoming to families. The land is owned and operated by the CBJ and the facility, which is owned by a 501c3 nonprofit, has a 55 year lease that expires in 2022. Staff at the Center is employed by the CBJ Parks and Recreation Department.

Youth and staff feel passionate about this well-used "home away from home." The challenge is that as this area redevelops, the Center will likely either be sandwiched between taller buildings and parking garages, or, need to be incorporated into a new building (see Figure 7, Site 10). The Center is in a

highly desirable location for a larger 4-5 story building next to the future public plaza that will connect many civic and cultural buildings. One likely tenant for this site is the State as it consolidates the locations where its employees work over time. It may not be for 15 years, or it may be sooner, but this parcel of land will be in demand and is suitable for a larger scale building.

Discussion during a February 2011 meeting with staff at the Zach Gordon Youth Center suggested that if the Center must relocate, it should remain downtown, between its current location and Juneau-Douglas High School. Demand for services and recreation will increase in the Willoughby District as more housing is built. Four alternative locations that were discussed are: 1) within the future building on the same site (separate entrance and its own space); 2) on the corner facing the Andrew Hope Building (Site 7, Figure 7) within the future mixed-use/parking garage development at this location (again, separate entrance and its own space); 3) in Site 26 on Figure 7; or 4) outside the District but close to school sites, transit and the A&P grocery store. For example, the block where the Bill Ray Center is located is an underutilized area with buildings and surface parking lots that could be used for mixed-use, or more intense, purposes.

From a community planning point of view, the location of the Center should be adjacent to downtown residential areas, particularly if more housing units are slated over time, have green space that could be gardens, yard and other recreation space, and in a location that gets sun. Regardless of the timing, or the relocation or redesign of the Center, particular attention will be made to ensure continuity of service, to minimize disruptions to visitors and users, and to create an atmosphere that honors and continues to provide a "home away from home" for the users of the Zach Gordon Teen Center.

Attributes of the Center that are of particular significance to plan for include a kitchen, separate/defined entrance, a protected yard experience, athletic rooms, basketball facilities, and a grand room with break out rooms. Important process considerations are to include staff in the design and programming of the new space. Desirable tenants in a mixed use structure include complimentary services such as a health center, job service, UAS hub/skill center, headquarters for a non-profit center, emergency shelter (with a youth component), and a child care center (particularly if it would serve employees in the government center).



Attractive window displays in buildings next to the sidewalk make you want to take a look inside. (From top to bottom Tarentinos on 2nd St; Subway, Urban Eskimo, and Arts Photos on Seward St, Foggy Mountain on N. Franklin St; and M Street Grocery in Seattle)

Private Sector Investments

New Mixed-Use Buildings (commercial, office or residential above 1st floors). There will be 10-12 new (or renovated) 2 to 5 story mixed use buildings in the district that together provide over 800,000 sf of space for a combination of active 1st floor use (retail/commercial) and upper story residential, commercial or office. This is the type of development that the CBJ permit process will favor.

Commercial/Retail - Willoughby Avenue. Willoughby Avenue is the heart of the shopping district, with 1st floor stores, coffee shops, restaurants, and services. Buildings are built to the sidewalk and have canopies to shelter walkers from the rain; attractive street front displays and wall murals make walking fun. While activity is concentrated around Willoughby Avenue, it is present throughout the District. About 212,000 sf of 1st floor retail will be spread out over up to 10-12 mixed-use buildings, which mostly front Willoughby Avenue.

Developers benefit from reduced parking requirements that recognize that residents in this walkable downtown area are close to services and transit and less reliant on cars. However, there is still plenty of on-street, behind and under building parking to support business needs.

Commercial/Retail - Site 5 (Figure 7). This building is almost 40,000 sf per floor, and intended to house the new A&P (or other) major grocery store. Having a major grocery store in downtown is a public need and goal, especially appropriate for the centrally located, walkable Willoughby District. The second (and even a third) floor of this building is intended for retail/commercial use also. However, since most retail depends on a visible, walk-up 1st floor location, only certain types of businesses make sense here; this would include a fitness center (including relocation of The Alaska Club), a destination restaurant/brew pub type establishment, or offices.

Commercial/Retail - Hotels and Motels. Three of downtown's six significant hotel/motels are currently located in the Willoughby District (Sites 3, 8 and 31). This area is a natural location for hotel use for visiting state employees, legislators and staff, those coming in from around Southeast to attend a special production at the JACC, and those here to attend Celebration and conferences. These types of visitors desire to be located in this area as it is close to their destinations. These particular buildings are all still designated for commercial/retail use and it is hoped that over time one or more will upgrade to provide the Class A lodging that is missing in Juneau. Other

uses in these buildings may also occur depending on market conditions.

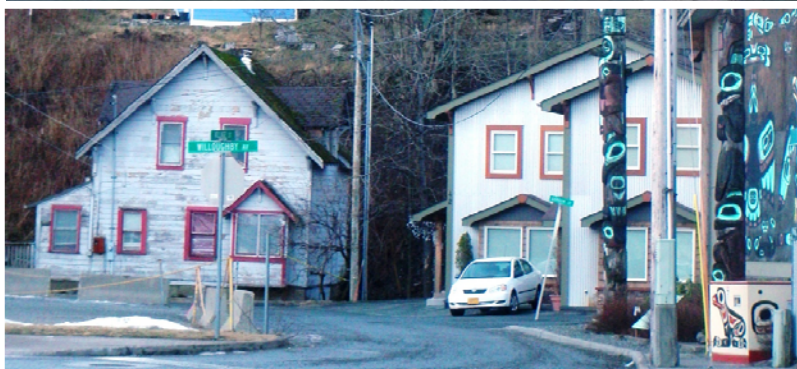
Offices. The dark blue colored buildings on Figure 7 (Sites 9, 10, 13, 32, and 33) are all intended primarily for office use, some with active 1st floor retail. Several are already State Office Buildings (there is approximately 420,000 sf of office space in the Willoughby District now). The State is currently looking for additional office space and Site 33 or 10 are both highly suitable locations. Provision of approximately 30% more office space, primarily in these two buildings, is called for in this Plan. Any of these buildings would also be a good location for the City Museum.

Housing. Housing is a critical element of the Willoughby District Plan. In the late 1960's an urban renewal effort at the boundary of this area and to the west forced out businesses, homes and many lower income residents. While the Parkshore Condominiums and several well used office and civic buildings were developed, the promise of replacement housing for those dislocated was never realized.

Development of significantly more housing in the District is a strong CBJ interest today. Over time the goal is to see construction of up to 400 dwelling units here, up from 120 today, that are a combination of affordable and market-rate. New housing units will be in the Indian Village area if individual property owners decide to build townhouse style with 2 to 14 units in buildings, and in condos, apartments and lofts in four new mixed-use buildings that are primarily residential around Gold Creek and where the Foodland Center is now located. Anticipated residents include small local households, legislators and staff, as well as seasonal workers.

The CBJ intends to offer and otherwise encourage financial incentives to stimulate accomplishment of this community goal.

Attention to Scale and Context
Attractive new 4-plex along Village Street with durable and stylish metal siding.



Look more carefully to notice the excellent example of Place Sensitive Design. The design and scale of this new 4-plex (right) almost matches the older Village St home (left).

5.5 Parking

For new residential, office, commercial or civic spaces to be successful, adequate parking must be provided within a reasonable walking distance. As a general rule, a five minute walk (1/4 mile) is the distance that people are willing to walk. Under the current CBJ code, parking for most non-residential uses must be provided within 500 feet of the proposed development.

There are approximately 1,600 employees in the Willoughby District today and 120 dwelling units. Parking counts show 1,797 parking spaces available. This is more than sufficient to meet the demand except for when there are large events at Centennial Hall or other meeting venues during the work day; at these times there is a parking deficit. The gravel lot off Willoughby Avenue behind the Museum, with 175 spaces that are open to the public, is typically 25% full. On-street parking on Whittier Street (28 spaces) is typically 30% occupied. On-street parking on Willoughby Avenue (17 spaces) is typically 59% occupied (CBJ April 2010 through April 2011 parking surveys). The temporary surface lot where the support warehouse used to be (just outside the District) rarely has more than a few cars parked there (and RVs in the summer).

Table 2 - Current and Future Parking

	Current Parking	Future Parking at Full Build-Out	Percent Change
On-Street Parking	45	159	250%
Structured Parking	459	1,583	245%
Surface Parking	1,293	328	-295%
TOTAL	1,797	2,070	15%

Planned parking in the future Willoughby District will provide 2,070 total spaces, but configured differently than is currently the case. It will be located in ½ to 1 story basements below buildings, below the public plaza, in surface lots tucked behind buildings, on-street, or in parking garages. The Fireweed Place, 400 Willoughby Building, and Prospector Hotel all currently have underground or 1st floor parking. Relocating parking in this manner will make space available for housing and mixed-use development as well as a public plaza and more open space. It also makes the area more attractive and allows buildings, rather than parking lots, to be next to sidewalks and at street corners which provides a much more interesting and lively retail atmosphere.

There are three issues related to the change in parking over time. First, what is a realistic sequence of actions so that demand doesn't

arise without places to meet it; second what is the right amount of required parking; and third, what actions can the City and State take to manage demand and encourage use of public transportation?

Development Sequence to Meet Parking Needs

The two (temporary) surface parking areas on the subport property accommodate approximately 350 cars and are never both full. Until these lots are redeveloped for higher use, and as long as the landowner is willing, the parking available here can accommodate Willoughby District demand as transitions occur. For example, when the CBJ ends the parking lease that accommodates about 130 cars to create the public plaza adjacent to Centennial Hall and the JACC, those 'displaced' parkers can use the subport property across the street. As the State Library, Archives and Museum develops the gravel surface lot, those 'displaced' parkers can also use the subport property. If the State chooses to remodel the north parking garage next to the State Office Building to accommodate a combination of more parking and offices on top, this facility takes care of its own parking needs as well as some of the parking displaced by the public plaza once completed.

Even with a parking demand management program, the need for a new parking garage will be triggered when the subport area redevelops (the CBJ does not want to accommodate a garage or extensive surface parking on the waterfront in the long term). When a new large State (or other) office building in the Willoughby District is constructed (Site 10, figure 7) the need for additional structured parking will also be triggered.

As shown, a 5-story office building with ground floor retail at site 10 would replace the current DEC, DNR and Public Safety office locations, the Zach Gordon Center, and about 160 surface parking spaces. The new site 10 would add 60,000 sf more office space that currently exists in the buildings it would be replacing and an additional 28,000 sf for 1st floor retail or cultural uses. Required parking for site 10 under the current code is 671 parking spots or, under the proposed parking reduction (PD-1) for this area, 268 spots.

The proposed parking garage across the street (site 7) would house 360 spaces (enough to meet demand and provide some space for day time event attendees at Andrew Hope, JACC, or Centennial Hall). Other options are the 160 space parking garage proposed for under the adjacent new public plaza, or Phase 2 of the new CBJ parking garage at Egan and Main Street. Phase 2 could be accessed from

Willoughby Ave in the vicinity of the current Archives Building or from one of the Goldbelt Hotel parking areas.

The other Willoughby District area with some tricky transitional parking needs is the Foodland Center. There are currently 322 parking spaces in this area supporting about 86,500 sf of retail/commercial use and 11,000 sf of residential. This exceeds the required parking for the area. In the summer the lot can get crowded, though it is seldom completely full. As shown on figures 7 & 8, the area is redeveloped with new mixed-use residential buildings (Sites 1, 2 and 4, Figure 7) and a commercial building with a large ground floor grocery (Site 5), the total future parking available would be 345 spaces. Of this total parking 190 spaces are under the three primarily residential buildings (Sites 1, 2 and 4). The remaining 155 parking spaces are in one surface lot and on-street. The 80,000 sf of commercial will require 265 parking spaces under the current code, or 106 parking spaces under the proposed PD-1 parking reduction. Accommodating parking during the substantial changes in the way this area works will have to be carefully thought-out and actively managed during peak usage times.

Required Parking

The CBJ now offers three reductions to required parking in downtown, Parking District (PD) 1, which reduces required parking by 60%, PD-2, which reduces it by 30%, and the fee in-lieu of parking spaces option, which, under certain circumstances, allows the parking requirement for new and existing developments to be waived for a one time fee.

The PD-1 requirements are recommended for all land uses in the District. The CBJ Comprehensive Plan (pages 18-19) notes reductions as high as one parking space for every four residential units may be appropriate for transit oriented development. These reductions could be considered through a Bonus System (see section 5.7). Reduced parking is appropriate here because:

- Existing parking is not fully utilized now except during events (like Centennial Hall conventions and Celebration);
- Some areas are already functioning with reduced parking. For example, the 400 Willoughby Building, DEC Building, Public Safety Building, and Zach Gordon Youth Center should have about 410 parking spaces under the current parking code; instead there are 250, a 60% reduction. Centennial Hall and the JACC should have about 150 spaces, instead there are approximately 40, a 75% reduction;

- For off hour events there is ample parking available in the district through shared use;
- The 2000 U.S. census shows that from 45 to 60% of residents in downtown walk to work and are less reliant on cars;
- The proximity of this area to public transit;
- The fact that services and goods are within walking distance; and
- The intent is to emphasize parking demand management and transit oriented development in the Willoughby District.

Table 3 shows the minimum number of spaces that would be required under PD-I for the Willoughby District; the actual number of spaces provided at full build-out is 2,070.

Table 3 - Total Parking Spaces in Future Willoughby District (Build-out scenario)

Estimated Parking Required at Build-Out per Willoughby District Land Use Plan	Number of required Spaces	Notes
Under Current Zoning	4,693	Based on proposed land uses, assumes 2 BR residential units
Under Proposed Willoughby District PD-I	1,874	60% reduction

Actions to Discourage Single Occupancy Vehicle Commuting and Manage Parking Demand.

The Willoughby District presents an opportunity for the CBJ, through permitting and collaborative work with the State and others, to actively reduce single occupant vehicle usage in the area. The expected benefits to the community would be a reduction in daily parking demand, reduction in the land and infrastructure costs to provide required parking, reduced congestion, improved air quality, reduction in carbon emissions, and a reduction of the cost for workers to commute.

As private sector mixed-use buildings are proposed, the State will be moving forward with remodeling or construction of new offices, and the federal government will proceed to build a parking garage to meet its employee’s needs. By taking a District-wide approach, the required parking for each individual project can be reduced and other development requirements influenced by providing:

- State (and other employer) enactment of a van pooling program including purchase of one or more vans for ride-sharing to and from Douglas, the east and west Mendenhall Valley, and Auke Bay to the major state office buildings in downtown. The program would also assist employees in identifying and forming van pools, and the vans would receive priority parking spaces in garages or surface parking lots.
- State (and other employer) enactment of a car pooling program for ride-sharing to and from Douglas, the east and west Mendenhall Valley, and Auke Bay to the major state office buildings in downtown. The program would also assist employees in identifying and forming car pools, and the cars would receive priority parking spaces in garages or surface parking lots.
- Providing an adequate number of covered, secure, bicycle parking spots, and inclusion of shower facilities and possibly locker space in at least one men's and women's bathroom per building.
- Offering discounted bus passes for commuters (State or other employer pays difference to Capital Transit) and an incentive/reward program for using the bus, such as cash in place of an employer issued parking pass.
- Active use of flex work start and end times (e.g. 7:30, 8:00, 8:30 am work start times with relative leave times) to manage traffic congestion. This would significantly benefit wait times and level of service at the 10th and Egan bridge intersection and throughout town.
- Devising a program that the CBJ and JACC/Centennial Hall event organizers help fund that directs an increment of extra funding to Capital Transit, or a private bus service provider, to support a "JACC your Ride" program with event-timed bus service to and from JACC and Centennial Hall. Four buses leave from Douglas, the east and west Mendenhall Valley, and Auke Bay timed to arrive for event, and same buses are waiting at JACC immediately after the event to return.
- CBJ should identify and work with select landowners in the east and west valley, downtown Douglas and Auke Bay to secure outlying currently underutilized parking lots (including portions of Mall parking lots) to establish parking for a 'Park and Ride' system. Perhaps the lots owners receive a reduced property tax assessment or a lease payment for facilitating accomplishment of this public goal.

During project permitting the developer would document their specific single occupancy vehicle reduction program and its effect on reducing peak period vehicle and parking demand. The CBJ would then identify any reduction to the parking demand requirements for the project.

5.6 Adoption into CBJ Comprehensive Plan

Process

The CBJ Assembly, Planning Commission, other CBJ boards and commissions, staff, the general public, Central Council Tlingit Haida Indians of Alaska, landowners, and others reviewed and refined this Plan as it moved from draft to final adoption. Portions of the Plan are adopted into the CBJ Comprehensive Plan as identified below.

49.05.200 Comprehensive Plan Amendment.

49.05.200 (b)(1) Plan adopted. There is adopted as the comprehensive plan of the City and Borough of Juneau, that publication titled "The Comprehensive Plan of the City and Borough of Juneau, Alaska, 2008 Update," including the following additions:

- (A) The Juneau Coastal Management Plan, dated 1986, as amended through December 1990;
- (B) The Downtown Historic District Development Plan, dated December 1981; provided that the proposed district boundaries shall be those established by the assembly under a separate ordinance;
- (C) The Long Range Waterfront Plan for the City and Borough of Juneau, dated January 22, 2004, as amended;
- (D) The Last Chance Basin Land Management Plan, dated May 1978, updated November 1994;
- (E) Watershed Control Program - Salmon Creek Source, dated April 1992;
- (F) Watershed Control and Wellhead Protection Program - Gold Creek Source, dated November 1994;
- (G) Chapter 6 and Plate 1 of the West Douglas Conceptual Plan, dated May 1997;
- (H) Juneau Non-Motorized Transportation Plan, dated November 2009; and

5.7 Using this Plan for CBJ Regulatory Purposes by CBJ Staff and Planning Commission

This Plan defines the type of development that the City and Borough of Juneau desires and will encourage for the Willoughby District. It identifies a sequence of public improvements that will facilitate private sector investment and shows several developable lots where either new or remodeled mixed-use buildings are desired. Chapter 5 also identifies the general building and development rules that should apply and need to be codified in CBJ Title 49. Procedures established in Title 49 will be followed for both private and public sector development reviews in the Willoughby District.

The Future Development (Build-Out) Scenario (Figure 7) and the Public Improvement and Parking Plan (Figure 8) are a blue-print that together illustrate the capital improvements and types of land uses, buildings and investments needed to achieve Juneau community goals for this area. Data on Table 6 estimates construction costs and investment timing.

Each Federal, State, City and private sector capital improvement or development project proposed in the Willoughby District will be evaluated by CBJ staff, Planning Commissioners and others to see that it is consistent with the Willoughby District Land Use Plan Chapter 5.

Figures 7 and 8, however, do not ‘lock-in’ the details. As Figures 7 and 8 were developed many detailed assumptions about building size, the portion of 1st floors dedicated to active uses, building uses and heights, and other factors were made. This was critical in order to develop a future plan and build-out scenario that works. The amount of required parking, number of parking spaces provided, parking space location relative to buildings, pedestrian circulation, Egan Drive ingress and egress, traffic circulation, number of residential dwelling units, location of different types of uses, possible building heights relative to key viewsheds and light access, and other development details all are internally consistent and meet CBJ codes (per MU2 zoning code changes proposed herein). This level of detailed assumption-making was also needed to identify individual projects and estimate costs. Figures 7 and 8 present a coordinated and cohesive future development scenario that achieves community needs and goals.

However, flexibility is required in applying the Plan over time to future project and permit reviews in order to reflect current conditions and the desires of individual property owners. Individual projects will surely vary from exactly what is depicted on Figures 7 and 8.

Property owners and developers should use this Plan as a guideline to understand what the community desires to achieve in the Willoughby District (and what will thus be easier to permit).

Proposed building sizes and footprints will differ somewhat from what is depicted on Figures 7 and 8. For example, the percent of a proposed buildings 1st floor that is dedicated to active uses and exactly where it is located will not be exactly as on Figure 7; what is important is that buildings be multi-story, be mixed-use and have some street-facing active 1st floor uses. The upper floors in new mixed-use buildings may be a combination of residential, office or hotel uses that are different from what is assumed on Figure 7 (and Tables 1 and 6) in the Plan; what is important is an overall emphasis on mixed-use development and providing significantly more dwelling units that are a mix of market rate and affordable housing.

Building uses that vary from what is depicted on Figures 7 and 8 can be considered as long as the use is permitted in the MU2 zoning district. For example, a hotel might be proposed in all or a part of a mixed use apartment and condo building. Figures 7 and 8 offers locations for types of uses that result in a cohesive and principled approach to balancing public and private space, building scale and massing proximate to open space, orientation of parking, and ensuring pedestrian and vehicle connections to, from and between building and areas. Most important is accomplishing development here that implement's the Willoughby District Land Use Plan Chapter 5.

It is anticipated that this Plan's adoption process will be complimented by amendments to the CBJ Land Use Code (Title 49) that are generally described here and will be codified. This will help ensure that the 14 Comprehensive Plan Development Considerations for the Willoughby District, which identify the public purposes to be achieved here, are accomplished.

- A. The following changes are proposed for the MU2 (mixed use) zoning district, which corresponds with the boundary of the Willoughby District Plan.
 - 1. Buildings are to be located adjacent to wide sidewalks so that active 1st floor uses are on display to encourage a retail environment with shopping, browsing, eating, visiting and other commerce taking place; and
 - 2. Parking requirements are reduced due to the walkable nature of the area, the high percentage of walkers that have been documented, the shared parking opportunities, the new paths and connections, and the emphasis on transit use and demand management that the bonus system, public improvements, and public policy will provide.
- B. A bonus system maybe applicable within the Willoughby District to allow higher building heights in exchange for:
 - 1. A higher level of building and landscaping design,
 - 2. Provision of public amenities and art, and
 - 3. Incorporating parking into and behind structures.
- C. Financial incentives will be made available to encourage construction of housing.

Table 4 - Willoughby District MU2 Zoning

Current CBJ MU2 & other Zoning/Regulations in Effect		Summary of Proposed Changes for MU2 Zoning Requirements
Parking	Residential <ul style="list-style-type: none"> • 1 per 1 bedroom • 1.5 per 2 bedroom • 2 per 3 or 4 bedrooms Retail/Commercial <ul style="list-style-type: none"> • 1 per 300 sq ft gba office • 1 per 300 sq ft gba libraries /museums • 1 per 600 sq ft gba Theaters <ul style="list-style-type: none"> • 1 per 4 seats Hotels <ul style="list-style-type: none"> • 1 per 4 units 	All Land Uses PDI 60% reduction
Building Heights	35 ft (up to 45 ft with height bonus)	35 ft <ul style="list-style-type: none"> • Up to 65 ft with height bonus from Whittier St/Warrior St to Gold Creek • Up to 50 ft with height bonus from Willoughby Ave to Whittier St
Setbacks	Front Yard – 5 ft Side Yard – 5 ft Rear Yard – 5 ft (front yard subject to pedestrian amenities bonus; which is not defined in code)	0-10 ft along with the establishment of a build-to line
Lot Coverage	5%	No change
Minimum Lot Size	Minimum depth: 80 ft Minimum width: 50 ft	No change
Building Design, Modulation, Facades, Roof Line	Bonus pts for awnings/canopies	Adopt Provisions
Maximum Density	60 units per acre (with bonus up to 10% or by-right use)	No change
Minimum Density	None	None
Parking Demand Management & Public Transport	None	Parking reductions possible utilizing Willoughby District Bonus system (reserved for future policy development and application)
Landscaping	Bonus pts available	Adopt Provisions
Public Art & Interpretive Signage	None	Adopt Provisions

6.0 Implementation

6.1 Financial Incentives for Housing Construction in the Willoughby District

Public Purpose

In the Willoughby District and surrounding area, a late 1960's Urban Renewal Program acquired and demolished housing in this area forcing out many low income residents. The goal of replacement housing has not been accomplished.

More recently the CBJ has documented a significant shortage of affordable housing throughout the community. Businesses, the Chamber of Commerce, and others have called the shortage of housing for workers a major impediment to business activity and economic development in Juneau.

In response, CBJ established the Affordable Housing Commission to address this shortage in the community. The Affordable Housing Commission has developed a Juneau Affordable Housing Fund Program (JAHF). The purpose of the JAHF program is to provide low-interest rate loans and grants to non-profit organizations, public housing authorities, and profit-motivated entities for the creation and rehabilitation of affordable housing, or housing-related services.

The Willoughby District is zoned Mixed-Use 2, which allows up to 60 dwelling units per acre, yet the overall residential density of the District in 2011 is about 3.4 dwelling units per acre. Referencing current assessor records, there are now only 120 dwelling units in this 35 acre area and only one place within the District approaches the allowable density - Fireweed Place - a 5-story senior housing complex with 67 units, which translates to a density of 47 dwelling units per acre. The low number of housing units in the District means that after regular work hours, activity is generated by the commercial destinations, restaurants, and indoor recreation uses. At night, once the stores and restaurants close, the area is practically deserted.

Additionally, increased density promotes public safety in the District as more residential and commercial development occurs and buildings are relocated out to the sidewalk, all of which put "eyes on the street" and promote "citizen surveillance" of public places where neighbors watch over their collective security, and where crime is reduced, as are public law enforcement costs.

Pleasing, Permanently Affordable Housing in Juneau

Juneau Housing Trust's permanently affordable housing on Douglas Island. An 8-plex, each unit with 3BR, 2BA, W/D, covered parking. Last one sold for about \$175,000



A 4-plex with affordable housing for rent in a downtown Juneau residential neighborhood

The Willoughby District Land Use Plan seeks to encourage development of 350 to 400 dwelling units that are a combination of affordable and market rate housing. CBJ will assist with financial incentives to help stimulate the development of affordable and other housing in the Willoughby District. Actions like this have occurred before and are already occurring now.

In 1996, the CBJ Assembly initiated a funding program intended to encourage private developers to construct affordable multi-family housing. The program received \$500,000 from several sources, including Community Development Block Grant Funds and loan receipts from low income housing projects that were originally funded with grant money available to CBJ. Under the 1996 program, the Gruening Park and Orca Point projects each received a \$200,000 loan, interest free, with 10 year

deferred repayment.

In 2010, CBJ initiated the Juneau Affordable Housing Fund (JAHF) to promote the creation of affordable housing. The fund received \$400,000, including unexpended money from the 1996 program and loan receipts from the Gruening Park and Orca Point projects. The primary purpose for the program is to leverage JAHF dollars with outside resources to assist with the development of more affordable

housing. The first round of project funding will occur in 2011. CBJ is pursuing additional funding sources to augment the JAHF balance.

Mechanisms and Process

To stimulate private builders, and non-profit or public agencies to construct residential dwellings in the Willoughby District the CBJ will consider establishment of several financial incentive options, such as those on Table 5. Different incentives will be more appropriate for those building four to 12-plexes versus those building 3-5 story mixed-use buildings with apartments, condos and lofts.

Table 5 – Optional CBJ Financial Incentives to Stimulate Housing Construction

Financial Incentive	CBJ Funding Sources	Criteria to Qualify and More
1. Low interest loan <ul style="list-style-type: none"> Possibly one rate for affordable housing and another rate for market-rate 	Redevelopment Bonds using general property tax to repay.	Incentives could be offered for both affordable and market rate housing construction, though the terms and criteria to qualify would be different.
2. Low interest loan with delayed repayment schedule <ul style="list-style-type: none"> Possibly one rate for affordable housing and another rate for market-rate 	Redevelopment Bonds using tax increment financing from Willoughby District to repay. Legislative Appropriation	Incentives should be available for both rental and for-sale housing. Work needed with CBJ Lands Office, Finance Dept, Affordable Housing Commission, private builders, and bankers experienced with housing loan programs to determine for each of the 4 types of programs (rental-affordable, rental market-rate, affordable for-sale, market rate for-sale): <ul style="list-style-type: none"> Who may qualify Criteria to qualify Terms to be offered Who will administer and enforce
3. Grant		
4. 10-year property tax reduction	Lost revenue	
5. Cost share such as for subdividing, platting, relocation of utilities (as needed), road and sidewalk construction, and other; waiving permitting or inspection fees	Creation of Service Area Funds (Streets, Parks and Recreation, Downtown Improvement District), CBJ Lands Fund, Enterprise Funds (if water, sewer improvements needed) or any of the sources above	Another key policy question will be if the CBJ wishes to require that a certain minimum percentage or number of units in all housing developments in the Willoughby District must be affordable. This promotes a mix that some communities encourage.

6.2 “Working” Public and Private Improvement Schedule with Costs Estimates and Possible Funding Sources

This section is titled ‘working’ because there are many factors at play that will determine the exact sequence of investments that occur in the Willoughby District. Timing and location of a new State Office Building in Juneau is an example of one decision that could change the sequence of other investments. “Working” is also in the title because the CBJ has no control over when the private sector chooses to upgrade and reinvest in its properties; these decisions are largely market driven. The CBJ is however, attempting to influence some of these decisions by offering financial and regulatory incentives for investment that accomplishes public goals.

Possible Funding Sources

City and Borough of Juneau

Following adoption of this Comprehensive Plan amendment, each public sector element will be better defined and sequentially placed in a queue for funding. Depending upon the project, possible funding sources include the:

- CBJ Capital Improvement Project Funding
- CBJ Temporary 1% Sales Tax Revenue, 1% Areawide Sales Tax Revenues for Street Capital Projects, or 3% CBJ Sales Tax Revenues for General Capital Projects. Each 1% generates approximately \$8 million per year.
- Tax Incentive Financing (TIF)
- CBJ Marine Passenger Fees (\$ 2 million/year to projects)
- Port Development fees
- CBJ Lands Fund
- Better Capital Fund
- Enterprise Funds - water-sewer as needed
- CBJ issued General Obligation or Redevelopment Bonds backed by Tax Increment Financing (TIF) revenue, or from loan interest.

Tribal Government

- Indian Reservation Road (IRR) funding for improvements to and around Indian Village streets and area.

State of Alaska or Federal Government

- State of Alaska, Direct Appropriation
- State of Alaska DOTPF/FHWA funds. Projects must be on the Statewide Transportation Improvement Program (STIP) list.

- Six funding sources for restoration of Gold Creek:

1. **Partners for Fish and Wildlife Program** <http://alaska.fws.gov/fisheries/fieldoffice/juneau/fwpartners.htm>

This program assists private landowners, municipalities, boroughs, tribes, and other non-federal landowners and organizations who wish to restore, enhance, or establish fish and wildlife habitats on their lands. The program provides technical assistance and matching federal funds to partners for restoring fish and wildlife habitat, improving fish passage, and conducting habitat inventories and assessments.

2. **Southeast Alaska Coast Conservation Program** <http://alaska.fws.gov/fisheries/fieldoffice/juneau/coastal.htm>

The Southeast Alaska Coastal Conservation Program works with multiple partners on cooperative coastal conservation projects that restore and protect wetland, riparian, and upland coastal habitats. Projects may also involve habitat assessment, research, and public outreach and education. The focus is on projects which best meet the program's mission to protect, restore, and promote public stewardship of coastal ecosystems.

3. **Community-based Restoration Program Funding** <http://www.fakr.noaa.gov/habitat/restoration.htm>

The NOAA Community-based Restoration Program began in 1996 to inspire and sustain local efforts to conduct coastal habitat restoration. Several times each year, proposals are requested for individual projects, either directly by NOAA's Restoration Center or through its partners. Funding is available for a range of habitat restoration, including removing old dams and other barriers to fish passage.

4. **Sustainable Salmon Fund** <http://www.adfg.state.ak.us/special/aksf/index.php>

The Alaska Sustainable Salmon Fund (AKSSF) is comprised of Alaska's allocation of funds from the federal Pacific Coastal Salmon Recovery Fund (PCSRF). PCSRF was established by Congress in FY 2000 to protect, restore, and conserve Pacific salmon and steelhead populations and their habitats.

5. **Alaska Coastal Impact Assistance Program** <http://dnr.alaska.gov/coastal/CIAP/ciap>

The Coastal Impact Assistance Program authorizes the distribution of \$960 million to the six Outer Continental Shelf (OCS) oil and gas producing states to mitigate the impacts of OCS oil and gas activities. CIAP is administered by the United States Department of Interior, [Bureau of Ocean Energy Management, Regulation, and Enforcement \(BOEMRE\)](#) and was established by Section 384 of the [Energy Policy Act of 2005](#)(Act). In accordance with the Act, the State has an approved Alaska CIAP plan that describes the projects the State and coastal political subdivisions will fund through CIAP and how the state will manage the funds.

6. **US Army Corp of Engineers Ecosystem Restoration Projects.** Funding opportunities under the authority provided by Section 206 of the Water Resources Development Act of 1996, the US Army Corps of Engineers engages in ecosystem restoration may involve planning, design and building projects to restore aquatic ecosystems for fish and wildlife. For these projects, the Federal Government pays 65 percent of the feasibility study costs, design, and construction costs, with the sponsor paying the rest. These projects begin when the COE receives a written request from the prospective Sponsor. Inquiries about an ecosystem project should be made to: U.S. Army Engineer District, Alaska / ATTN: Dave Martinson, EN-CW-PF /P.O. Box 6898 /Elmendorf AFB, AK 99506-6898 <http://www.poa.usace.army.mil/en/cw/index.htm>

Other

The Juneau Watershed Partnership has expressed interest in partnering with the CBJ to help restore portions of Gold Creek and the AEL&P spillway. They are available to help write grants, supply manpower, and more. AEL&P and the State (SLAM project) would be other partners in the spillway restoration project.

Public and Private Improvements

Unit costs used to prepare these cost estimates are as follows:

- Street Improvements = \$1,500/lineal ft (includes asphalt, wide colored brick or similar sidewalks, pedestrian scale lighting, benches and landscaping)
- Hardscape public plaza = \$15/sq ft
- Park and green space vegetation and landscaping = \$9/sq ft
- Paved Walkways with lights = \$12/sq ft
- Benches = \$3,000/per
- Garbage Cans = \$1,000/per
- Lighted Bollards = \$2,000/per
- Pedestrian-scale street lights = \$3,000/per
- Multi-family residential -\$250/sf
- Structured parking - \$120/sf
- Office building - \$300/sf
- Commercial Space - \$275/sf
- Major grocery store - \$225/sf
- Centennial Hall addition -\$450/sf
- JACC theatre addition - \$750/sf
- Under plaza parking - \$175/sf
- To represent an average, for residential units a 2-bedroom, 1,000 sf unit was assumed.
- Hotel rooms are assumed to be 400 sf.; \$300/sf

Table 6 – Willoughby District –“Working” Investment Schedule with Cost Estimates (2011 Dollars)

	Description	Dimensions/ Comments	2011 Cost Estimate	Funding			
				CBJ	State	Fed	Private
I. Short to Medium Term (0 to 10 years) Public Improvement Projects							
Many improvements are scheduled for the short term (next 2-5 years) because it makes sense to accomplish several projects in conjunction with SLAM construction, and because a few key park, plaza and street improvements facilitate private investment.							
State Library, Archive, Museum Project (SLAM)- Site 30	State Library, Archives and Museum building. Two stories, combination of underground and surface parking. 1% for art projects will be installed.	123,600 gross floor area; cost estimate from SLAM team.	\$126,000,000		X		
Pedestrian Connection South of SLAM	Landscaping, hard surfaced path 15 feet wide, lighting and furniture from Whittier Street to the A&P property.	Paved walkway 15 ft wide and 500 ft long, total 7,500 sq ft; landscaped area 12 ft wide by 500 ft long, total of 6,000 sq ft; 4 each benches, garbage cans, lights	\$172,000		X		

	Description	Dimensions/ Comments	2011 Cost Estimate	Funding			
				CBJ	State	Fed	Private
Village Neighborhood Plan	A neighborhood plan will include substantial consultation with area residents and institutions in overseeing changes and supporting the vision for their neighborhood.		\$50,000	X		X	X
Whittier Street Improvements	New paving, wide sidewalks, street trees, crosswalks, bus shelters, on-street parking, furniture and right-of-way (as needed for street cross-section).	700 ft long	\$1,050,000	X			
Gold Creek Park Phase I	<u>Restoring Gold Creek</u> to a natural state and establishing a park could occur at this time. Interpretive signage describing this area's past as the 1 st residential settlement in downtown by the Auk Tlingits should be installed, in addition to interpretative and directional signage throughout the District as capital improvements are completed. Donating right-of-way to the CBJ from Foodland Center could be part of a private-public development agreement as the park will enhance the value of these properties and make redevelopment more attractive. Replatting the Foodland and Gold Lodge area with future streets and access could occur at this time.	Landscaping and walking paths Gold Creek from Willoughby to Egan Dr. 40,000 sq ft landscaping; 12,000 sq ft walkway; 6 each benches, garbage cans and light fixtures	\$550,000	X			
	Hydrologic and engineering work to restore to natural riparian conditions		\$270,000	X		X	X
Pedestrian Improvements at Egan Dr/Glacier Ave intersection	Add signalization and crosswalks at intersection. Pedestrian connection between the waterfront, new Gold Creek Park, and area development. The section of the Seawalk along the waterfront in this area should be completed about this time so pedestrian improvements at the Egan Dr/ Glacier Ave intersection next to Gold Creek will be timely.	Based on cost of Egan/Whittier signalization project DOT	\$500,000		X		
Pedestrian improvements Whittier St/Egan Dr intersection	Enhance pedestrian safety at the Egan/ Whittier intersection by adding a 4 th crosswalk.	CBJ engineering dept estimate.	\$50,000		X		

	Description	Dimensions/ Comments	2011 Cost Estimate	Funding			
				CBJ	State	Fed	Private
Egan Drive Master Plan (10 th to Port)	Cooperative Master Plan effort between State and CBJ for Egan Drive, from 10 th to Port. Use context sensitive design principles to pro-actively address changes needed to accommodate increasingly densely developed area, including new cross streets and intersections and full complement of non-motorized improvements.		\$150,000	X	X		
Capital Avenue Improvements	Improvements at Capital Avenue include minor widening and adding a sidewalk on one side of the street to facilitate residential redevelopment. It is recommended that any needed land acquisition around Village Street focus on acquiring property to the west rather than from the Indian Village. Space for a totem pole or other appropriate public art welcoming and informing people to this neighborhood should be installed.	New paving and add sidewalk on one side. May need to acquire right-of-way (cost not included). 720 ft long	\$1,080,000	X (& tribal govt)			
New Street A	Upgrade street between plaza and Centennial Hall. Includes street trees, human-scaled lighting, sidewalks, furniture, and crosswalks. Street design will allow for closure and use as multi-purpose event/civic space.	430 ft long	\$645,000	X			
Land acquisition for the private parcels in the civic plaza	2011 assessed values: A. Teamsters: Lot 10, Blk 68, Tidelands Addn B. Bullwinkle's: Lot 9 & Fr 8, Blk 68, Tidelands Addn C. Twilight Café: Fr 8, Blk 68, Tidelands Addn		A. \$314,000 B. \$629,000 C. \$101,500	X			
Relocation of the City Museum to Willoughby District	Physical relocation of City Museum into an existing building in Willoughby District and some space modifications.	\$500,000 (CBJ estimate)	\$500,000	X			

	Description	Dimensions/ Comments	2011 Cost Estimate	Funding			
				CBJ	State	Fed	Private
Central Public Plaza	Relocate surface parking and create a public plaza between SOB and SLAM. Includes landscaping, hardscaping, hard surfaces, pathways, and outdoor space for performances. This may be performed in phases. The dislocated parking spaces will transfer to the temporary surface parking lots at the support area, the new public garage at Main Street, and new State facilities.	60,000 sq ft total area; 30,000 sq ft hardscaped; 30,000 sq ft landscaped; 10 each benches, garbage cans, and lights. 16 each lighted bollards.	\$820,000	X			
Central Public Plaza Underground Parking Garage	Underground 166 space underground parking garage.	58,000 sq ft underground parking	\$10,150,000	X			
New North SOB Parking Garage and State Office-Site 33	Reconstruct parking garage to provide six floors of parking (329 spaces). Top floor 40,500 sq ft of office space, access from Calhoun. Outdoor public viewpoint on 7 th or 8 th floor.	40,500 sq ft office space at \$300/sq ft; 115,000 sq ft parking at \$120/sq ft; total of 329 spaces.	\$85,000,000		X		
Interpretive Signage	Wayfaring and interpretive signage throughout the district.	5 large signs at \$10,000; 6 small at \$3000	\$70,000	X	X		X
Covered walkway Egan Dr, Main to Willoughby	Covered walkway along the North side of Egan between Main and Willoughby are installed including a covered walkway and a wider landscaped sidewalk.	Covered walkway 375 ft long by 12 ft wide, total of 4,500 sq ft	\$615,000		X		
Day-Lighting AEL&P Raceway	Day-lighting and landscaping spillway. Planning and possibly construction for this should be done partly in conjunction with the LAMP project and partly in conjunction with the new federal parking garage (later).	Landscaped area 600 ft long by 15 ft wide, total of 9,000 sq ft; Paved pathway 6 ft wide by 600 ft long to a total of 3,600 sq ft.	\$125,000	X		X	X
JACC Expansion-Site 11	Expansion between the existing JACC and CH. Includes theatre and associated backstage areas and dressing rooms.	44,000 sq ft addition at \$500/sq ft + 1.35 multiplier for indirect costs	\$30,375,000	X			X

	Description	Dimensions/ Comments	2011 Cost Estimate	Funding			
				CBJ	State	Fed	Private
ROW acquisition along S side Willoughby Ave	Willoughby Ave right-of-way, from Gold Creek to Andrew Hope Building, currently varies from 39 to 41 feet wide. Incremental acquisition of approximately 15 feet of right-of-way on the south side of the street will be needed as renovations proceed in order to accommodate two 11 ft driving lanes, one lane of off-street parking (8 ft) and two 13 ft wide sidewalks. (If desired one sidewalk could be narrower to reduce ROW acquisition.)	900 lineal feet x 15 feet wide=13,500 sf @ \$75/ sf	\$1,015,000	X	X		
District Heat/Energy Feasibility Study	Identify optimal heat/energy source for District. Evaluate capital and life cycle costs		\$60,000	X	X	X	
II. Medium to Long Term (11 to 25 years) Public Improvement Projects							
NOTE: Staggered construction of new Streets (B, C, D) along and through Foodland Center, and providing access to Prospector and KTOO buildings. Timing for construction of these streets will be linked to readiness of private sector improvements. Street planning, platting, utility relocations if needed, and amenities are all potential candidates for private-public development agreements and some cost sharing if the public investment is required and stimulated private investment that is accomplishing public goals (such as more housing).							
New Street B	North-south street on eastern edge of A&P property. Includes street trees, sidewalks, furniture, on-street parking, human scale lighting and crosswalks.	550 ft long + \$500,000 for signalization	\$1,325,000	X			X
New Street C	North-south street through center of A&P property. Includes street trees, sidewalks, furniture, human scale lighting, on-street parking and crosswalks.	600 ft long	\$900,000	X			X
New Street D	Access to Prospector and KTOO building. Includes street trees, sidewalks, furniture, human scale lighting, on-street parking and crosswalks.	200 ft long	\$300,000	X			X
Non-Motorized Improvements Egan Dr., Willoughby to 10th	Widen sidewalks, add furniture and buffer between sidewalk and street.	28,000 ft long by 12 ft wide on each side of Egan Drive, to a total of 67,200 sq ft.	\$800,000		X		
	Bike lanes in each direction.	CBJ engineering estimate	\$3,000,000		x		

	Description	Dimensions/ Comments	2011 Cost Estimate	Funding			
				CBJ	State	Fed	Private
Federal Parking Garage- Site 29	New 4 story, 391 space Federal Parking Garage is built (outside of Willoughby District, but impacts District). Ideally a federal-local partnership allows some spaces to be used by patrons shopping at along Willoughby Avenue.	Total parking area 137,000 sq ft at \$120/sq ft; total of 391 spaces.	\$16,420,000	X		X	
Gold Creek Park Phase 2	In conjunction with construction of federal parking garage, restore section of Gold Creek through parking lot to natural riparian conditions and add picnic /playground area.	Paved pathway 400 ft long by 12 feet wide, total of 4,800 sq ft.; landscaping 400 ft long by 12 ft wide to a total of 4,800 sq ft; 3 each benches, garbage cans and lights	\$121,800	X			
	Hydrologic and engineering work to restore to natural riparian conditions		\$270,000	X		X	
Pedestrian pathway through A&P to Gold Creek	Pedestrian pathway south of LAMP is extended to connect to Gold Creek. Landscaping, hard surfaced path 12 feet wide, lighting and furniture from new street B to Gold Creek.	Paved walkway 450 ft long by 15 feet wide to a total of 6,750 sq ft; landscaping 450 ft long by 12 ft wide to a total of 5,400 sq ft; 3 each benches, garbage cans and lights.	\$150,000	X			X
Intersection Improvements Willoughby Ave and Egan Dr	Add signalization and crosswalks to intersection.	Based on cost of Egan/Whittier signalization project DOT	\$500,000		X		
New State (and public) Parking Garage- Site 7	New 4-story State parking garage (Site 7) with some shared public use (to support Willoughby District shopping, Zach Gordon use, Andrew Hope Building Use, as well as state offices at Site 10. Commercial and civic space on the first floor and three floors of parking above. Construction of this garage may become a medium or even short term investment depending upon location and timing of new State Office Building construction.	Parking area 126,000 at \$120/sq ft; 20,000 sq ft commercial space at \$275/sq ft; 22,000 sq ft civic space at \$450/sq ft. Total of 360 parking spaces.	\$33,520,000	X	X		

	Description	Dimensions/ Comments	2011 Cost Estimate	Funding			
				CBJ	State	Fed	Private
New State Office Building Willoughby St- Site 10	New 5 story State Office Building at Willoughby St. Commercial and office space on the first floor; about 175,000 sf offices on remainder of first floor, and four upper floors. This accommodates both desired new State office space and current square footage in the DNR and DEC Buildings. Approximately 265 workers will need to be accommodated during reconstruction, a new home for the Zach Gordon will need to be constructed and the parking garage at Site 7 will be needed (above).	Office space 178,500 sq ft at \$300/sq ft; 15,000 sq ft commercial space at \$275/sq ft, 13,000 civic space at \$450/sq ft.	\$63,525,000		X		
Centennial Hall Expansion- Site 12	Add 30,000 sq ft on second floor to increase convention space. Assume structure can handle expansion as is.	Expansion 30,000 sq ft at \$450/sq ft; multiply by 1.35 for indirect costs.	\$18,225,000	X			X
New Street E	Short street south of Driftwood lot. Includes street trees, sidewalks, furniture, human scale lighting, on-street parking and crosswalks.	250 ft long	\$375,000	X			
New Street F	East-west street south of new Willoughby parking garage. Includes street trees, sidewalks, furniture, human scale lighting, on-street parking and crosswalks.	350 ft long	\$525,000	X			
III. Private Sector Investments (timing will depend on market, incentives, and other factors. Refer to Figure 7 for Site Numbers							
New Mixed-Use -Site 1	Residential cost-out for 3 story, 29 units, parking in 1/2 basement; could be up to 5 story	Req PD-I Parking: 18	\$10,600,000	X?			X
New Mixed-Use -Site 2	Residential cost-out for 3 story, 70 units, 1,250 sf commercial space on 1 st floor.	Req PD-I Parking: 43	\$24,850,000	X?			X
Mixed-Use -Site 3, Prospector Hotel	Major renovation. Parking in half basement. Commercial (hotel) space on three floors. Assumes 298 hotel rooms, 3 story.	Req PD-I Parking: 109	\$25,800,000				X
New Mixed-Use- Site 4	Residential cost-out 3 stories, 107 units; 5,600 sf commercial space on 1 st floor.	Req PD-I Parking: 72	\$39,100,000	X?			
New grocery store with commercial above- Site 5	New grocery store with commercial above. Parking provided on adjacent surface lot. Large commercial space on the ground floor; one floor of commercial above.	Req PD-I Parking: 106	\$17,865,000				X

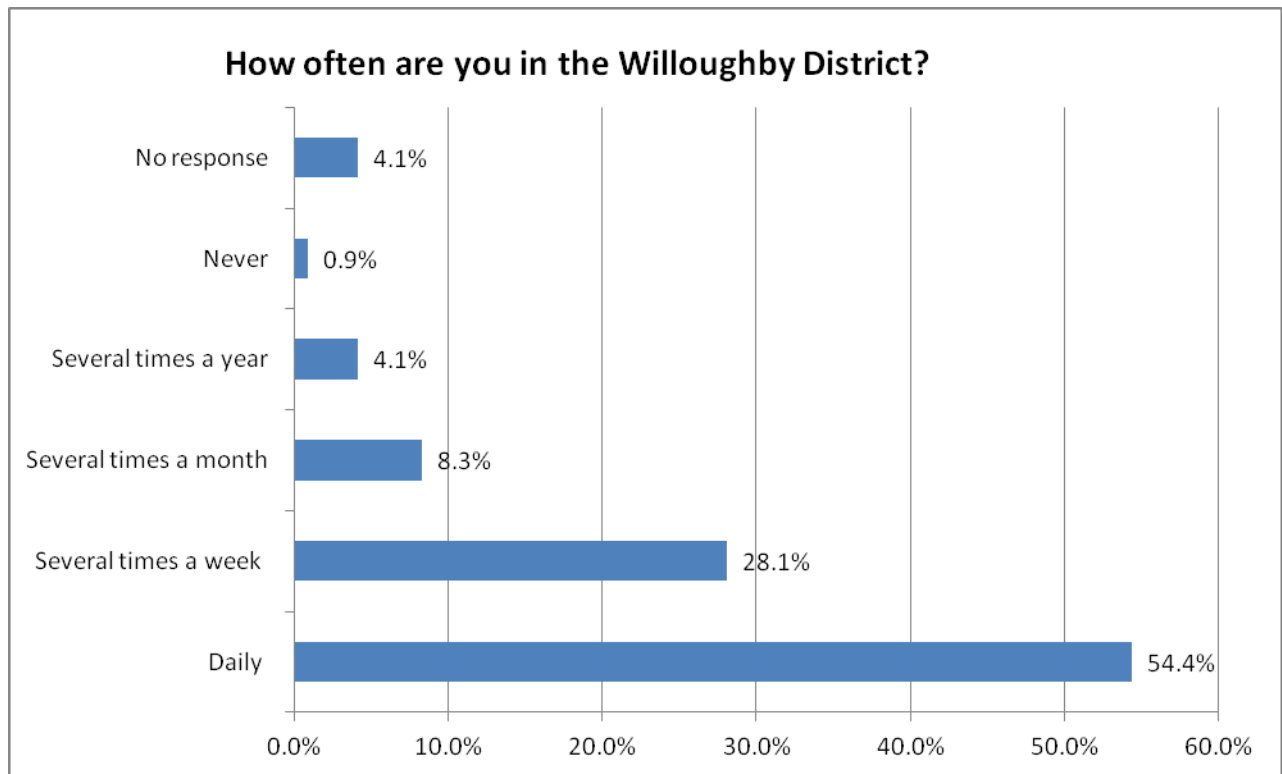
	Description	Dimensions/ Comments	2011 Cost Estimate	Funding			
				CBJ	State	Fed	Private
New Mixed-Use- Site 6 (now JEDC, Bowling, Child Care/ Roaster)	Buildings were combined for ease of calculation & design; each could proceed independently. Each is mixed-use 3 story with active uses on 1 st floor, parking in rear under 1 st floor and behind, residential or office above.	Req PD-I Parking: 53	\$24,175,000	X?			X
Mixed-Use Building- Site 8 (Now Driftwood/ Sandpiper/Thibodeau)	Major renovation. Four stories with 22,000 sf commercial space on the ground floor. Upper floors could be a hotel or office. Additional parking required offsite. Assumes 136 hotel rooms.	Req PD-I Parking: 120	\$24,860,000				X
Renovated KTOO Building – Site 9	Four story office building. Some parking provided on 1st floor, additional parking required off site.	Req PD-I Parking: 80	\$23,820,000				X
New residential- Site 18	New 2 story residential. Parking provided on site. Assume 3 du.	Req PD-I Parking: 2	\$850,000	X?			X
New residential- Site 19	New 2 story residential. Parking provided on site. Assume 3 du.	Req PD-I Parking: 2	\$850,000	X?			X
New residential- Site 20	New 2 story residential. Parking provided on site. Assume 3 du.	Req PD-I Parking: 2	\$850,000	X?			X
New residential- Site 21	New 2 story residential. Parking provided on site. Assume 3 du.	Req PD-I Parking: 2	\$850,000	X?			X
New residential- Site 22	New 2 story residential. Surface parking offsite. Assume 4 du.	Req PD-I Parking: 2	\$1,300,000	X?			X
New residential- Site 23	New 2 story residential. Surface parking offsite. Assume 7 du.	Req PD-I Parking: 4	\$2,250,000	X?			X
New commercial- Site 24	New 2 story commercial building. Surface parking off site.	Req PD-I Parking: 6	\$1,265,000				X
New commercial- Site 26	New 2-3 story building. 1 st floor commercial, 2 nd (& 3 rd floor) offices (or residential) Assume 2 story with offices on 2 nd .	Req PD-I Parking: 23	\$4,250,000				X
Salvation Army- Site 27	Now 2-story (renovated) commercial building	Req PD-I Parking: 12	\$2,915,000				X
New residential- Site 34	New 2-4 story residential (assume 4). Parking onsite 8 du.	Req PD-I Parking: 5	\$2,600,000	X?			X
New residential- Site 35	New 2-4 story residential (assume 4). Parking onsite 8 du.	Req PD-I Parking: 5	\$2,600,000	X?			X
New residential- Site 36	New 2-4 story residential (assume 4). Parking onsite 14 du.	Req PD-I Parking: 8	\$4,500,000	X?			X
New residential- Site 37	New 2-4 story residential (assume 2) Parking onsite. 2 du	Req PD-I Parking: 1	\$500,000	X?			X
Renovated Civic - Site 39	New Salvation Army Church Building. 2 stories. Parking on site.	Req PD-I Parking: 6	\$2,035,000				X

Appendix A - Willoughby District Land Use Plan - Summary of Public Input

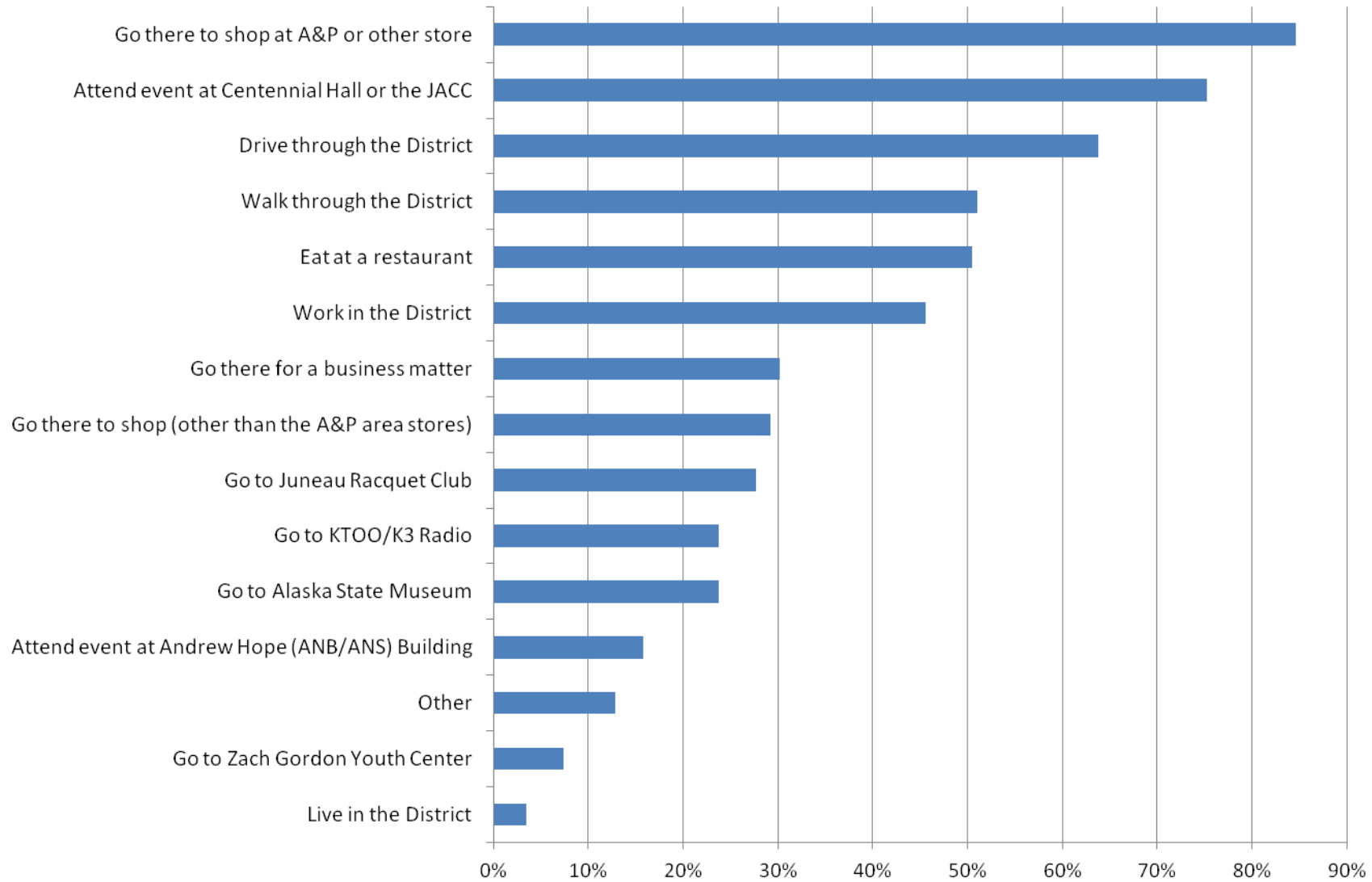
There have been four opportunities for public comment as the Willoughby District Land Use Plan was developed in November and December 2010. A comment period for the Plan was open from November 5 until December 15, 2010, and comments could be submitted online or by mail. On November 15 there was a lunchtime meeting with Willoughby District landowners. During the evening of November 15 there was a public meeting at the Juneau Arts and Culture Center that approximately 45 people attended. An online survey was published and by December 15, 262 people had taken the survey.

Including the survey, the public meeting, and emails, 266 individual comments were received.

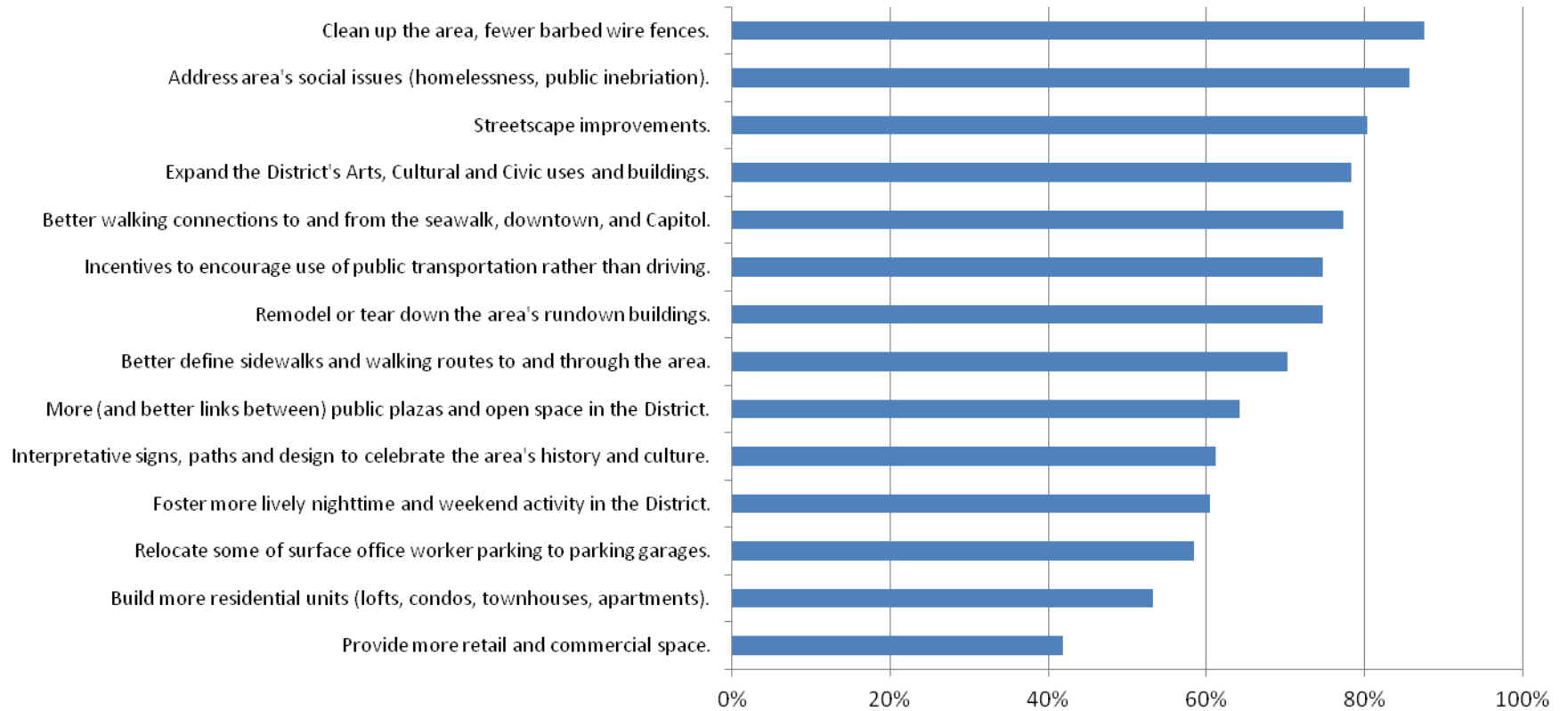
The three tables on the next pages only are about the survey results. The written summaries include comments from all sources. Not every individual comment received is included in the summary; general themes are discussed and issues where there are differing opinions are highlighted. Quotes from the survey are included to illustrate points of view.



What are the main reasons you go to the Willoughby District?



Percent of respondents who think the following goals for the Willoughby District are either "Important" or "Very Important"



Land Use and the Future of the District

There were 59 comments about land use and the future of the District.

Fifteen comments received were in favor of a greater mix of uses in the Willoughby District. Specific uses mentioned include: more residential units, new office buildings and commercial spaces, hotels and convention centers, social services, recreational opportunities, parks and green spaces, education facilities and more arts, civic and cultural uses. Two people stated that no changes are needed in this area.

Seven comments were about promoting businesses in the District that serve community needs. Eleven comments stated that improvements should be made that would benefit visitors and draw them to the district.

Sixteen people think the area needs more housing units; nearly half think that affordable housing should be the focus of housing development in this District. Eight people are concerned that new development will lead to gentrification and existing lower income residents and social services will be pushed out.

Three comments pointed out that the Willoughby District is one of the only urban areas left in Juneau that is not totally built-up and has space for higher density development and that Downtown Juneau is surrounded by green space but developable areas are limited.

Two comments stated that this District provides an opportunity to remove barriers between properties and cultures and to celebrate our community's diversity. One person asked the design team to consider how success will be measured in this District.

“Flat, buildable land is in such short supply in Juneau. I've never understood why there's so much of it empty or full of decrepit junk in this area, which has major anchors like A&P, the Federal Building, the SOB, and Centennial Hall. Juneau's renaissance can begin here!”

”It has been a poorly-designed and carelessly developed area for almost 50 years. Egan Drive and urban renewal in the 1970's completely removed a rundown but once organic and connected community. Look at aerial photos of this area in the early 1960's. Lots of small, entry-level houses, churches, apartments, small retail, the characteristics of a mixed, pedestrian, downtown neighborhood. This historic neighborhood can't be recreated, but its contemporary analogue could be, if this area accommodates high-density housing along with its arts, culture and public attractions. Themes and interpretive signs are not enough. The amenities that draw people to a 'cultural zone' -nearby transit and/or parking, restaurants, other retail, safety, walkability, compactness, good design- are all reinforced if people live there too.”

“This is a chance to start fresh in an old rundown part of town and create something vibrant and exciting that will bring people back to downtown and provide economic opportunities for Juneau. Time to look like a capital city with some Alaskan interwoven. Need to be sensitive to create a district that is true to Juneau and its culture/history and not 'Anytown, USA'.”

“Create a campus for government (Fed, state and CBJ) and link to mixed use development surrounding campus. Create a new capital (not Capitol) campus that will celebrate community that is for working

and living in, not tourism. Connect to state facilities, SOB, SLAM, and eventual Capitol on Telephone hill. Create some level of design standards that will create a unified district. Provide park and open space for recreating especially on waterfront. Waterfront should be for all and not for high value commercial and needs to be more than just the Seawalk in locations. Provide parking and transit on periphery and make central core pedestrian/green space with links to surrounding destinations.”

Public Safety

Survey respondents identified addressing the area’s social issues as one of the most important goals for the District. Twelve written comments were received about homelessness, public inebriation, panhandling, and public safety. These issues need to be addressed not by pushing people and services out, but by working together to find approaches that will work in our community.

“I worry about gentrifying this area as the city attempts to "clean it up.”

“Right now it is frightening for a lone woman to walk through this area. I would love for that to change.”

Public Space and Design

Forty comments were received about the design of the public space in this district. Specifically, public areas should be well-lit, accessible, include covered spaces and walkways, inviting to the entire community, usable year-round, include playgrounds and picnic areas, outdoor performance space, and compliment natural features. The appropriate balance between green and hard-scaped public spaces needs to be carefully considered. Two people pointed out that accessible design should be a focus in this District as other parts of downtown have steep, narrow streets and stairs making it inaccessible to some.

Four people said that Gold Creek and the raceway along the A&P property should be daylighted and made into green space that is connected to surrounding paths and parks. One person stated that design in the District should include impermeable surfaces wherever possible including rooftop gardens, lawns and other special surfaces in parks and parking lots.

One person commented that public landowners (CBJ, AMHT, State, and Federal) need to coordinate to ensure that planned uses and designs work together. Another stated that the public sector will need to show that they are willing to invest in well designed public infrastructure; a clear plan for the area and public invest in infrastructure will make it easier for the private sector to take on development projects.

One comment stated that CBJ will need to consider the appropriate design control for private developers while another stated that the public sector should lead by example, with good design of public buildings, streets and spaces.

Many comments included specific ideas about building design and placement. Suggestions included establishing a build-to line to avoid front parking lots and suburban style development; painting buildings in brighter more varied colors; positioning buildings so that views of the

waterfront, mountains and important buildings are maintained; using a smaller (100 foot) block grid; and avoiding overbuilt structures surrounded by expanses of concrete should be avoided. One person commented the waterfront should be reserved for uses that relate to the waterfront or buildings that capitalize on views. There were diverse opinions about building height; suggestions included a three story maximum, varying heights to provide diversity and retain views, and building taller buildings with a smaller footprint to maintain important view corridors.

Nine people suggested that rundown buildings, messy lots, and chain link fences should be cleaned up or removed. Other suggestions include providing better lighting, better snow clearing, more frequent garbage removal, a downtown recycling center, way-finding and interpretive signs, landscaping including native plants, banners, totem poles, public art, benches, and small shelters.

One comment suggested that a district heating system should be developed in the Willoughby District, possibly using a seawater heat exchange system. A closed or open-loop system could supply Centennial Hall, Support Buildings, new and existing State Office Buildings, Fireweed Place, Federal Building, and in the future could be expanded to supply entire district and downtown.

“Massing of buildings should change. Currently many buildings are 2-4 stories, 6-8 or more stories would be a better use of this prime real estate. Buildings should have smaller footprints to preserve view corridors, travel routes, and open space. Consider using Floor to Area Ratios instead of minimum setbacks and maximum heights to regulate building mass.”

“Maintain view plains throughout area, provide snow storage so it's not on residential sidewalks even if this means sacrificing some new park space, create spirit of welcome along seawalk for tourists without turning the area into more Disneyland.”

“This plan should include urban design guidelines that define three dimensional building envelopes which enhance, protect, or create view corridors to important buildings, the waterfront, the mountains, etc. There should not be a blanket one-height fits all approach. Buildings at various heights in various locations can provide interest and allow different view corridors, allow sun to penetrate certain areas, etc. This will also provide mechanisms to protect open plazas and other pedestrian features to not be shadowed by high buildings in the wrong place.”

“Walkability is an important value, but so is maintaining a "small town" feel. Overbuilt structures and huge expanses of concrete are not consistent with our natural environment. Planters, grass, benches and smaller scale sheltered spots for just watching the water would make the place much more inviting.”

Transportation, Parking, Transit, and Connections

Twenty comments about parking were received. Comments included: removing the parking requirements for new development, better management and organization of existing on- and off- street parking, changing the location and amount of parking required to better meet the district's future needs, and focusing on parking demand management. Some think that parking

should be consolidated into one structure, while others think that there are already enough parking garages in the Downtown area.

Forty five people made comments about improving pedestrian connections and crosswalks, and cycling routes and facilities. For cyclists, secure covered bike parking, on street bike lanes, and improvements to Egan Drive- Whittier intersection were recommended. For pedestrians, better crossings of Whittier at the Federal Building and at the A&P, safer walking routes within parking lots, and an attractive, lit route connecting Centennial Hall and A&P were recommended. Strong connections between Downtown, the waterfront, the Seawalk and the Willoughby District and directional signage for visitors are required. Several people stated that instead of providing new road connections, the focus should be on fewer roads and more pedestrian pathways.

Five people want to see transit use increased in this area. Specific recommendations include: better shelters, encouraging employers to provide bus passes instead of parking, a frequent downtown shuttle that would allow people to park farther away from their destination, bus pullouts at all stops, nicer transit stops, street markings to indicate bus stops, and a light rail connection to the valley.

Eight comments were received about Egan Drive. Specific comments include: traffic speeds need to be slowed from Whittier Street to Main Street, traffic problems at 10th need to be addressed, a vegetated buffer is required to protect pedestrians, and pedestrian crossing needs to be provided for those walking from the workplaces at 8th Street to the A&P complex. Four comments were received stating that Capital Avenue needs to be improved for vehicles and pedestrians and four respondents said maintaining all streets, sidewalks and pathways after a snowfall is an ongoing need.

“There isn't enough parking right now (even if you have a state employee permit), and once the dirt lot is converted into museum/archive/library space there will be even fewer places to park.”

“In general there is too much surface parking throughout the district. That does make it easier for pedestrians to "cut through" to shorter routes though. It would be nice to have more pleasant walking along Egan - now it's very exposed, very wet and windy, and the sidewalk gets buried by the snowplows. “

“Repeal the CBJ Parking ordinance. This is the single biggest barrier to creating a business friendly community as it places an insurmountable burden on property owners, landlords and potential businesses considering the area. “

“Right now, the shortest walking routes and walking routes apart from auto traffic (where you won't get splashed and soaked by passing cars) are through poorly lit paths where drunks hang out and it can be intimidating to use those paths. Establishing a lit, safe path between Centennial Hall and A&P/JRC that isn't along Egan would make my use of the area much more enjoyable. It would also be nice to have a safer parking lot layout in the A&P lot, so pedestrian and bicycle traffic wasn't at the mercy of vehicle traffic.”

“We are about to lose all the free parking within walking distance of peoples work. It would be nice to see some sort of large scale free parking in the Willoughby area.”

History and Culture

The Willoughby District is an area that is rich in Native culture and history, and fifteen specific comments on this topic were received. Native heritage needs to be incorporated into all aspects of planning and design of this project and a special effort should be made to consult with the Native community throughout the process. Native culture in general, and the specific history and landmarks of this district, should be preserved, displayed and celebrated.

Eleven comments were received in support of this area becoming the community's arts, civic and cultural district and there is specific support for the state museum, library and archive project, a new performing arts center, a showcase for Native history and culture, a center for public broadcasting, and public art.

"I feel it is important to include Native people in any/all discussions or decisions made with regard 'improvements' or changes in this area."

"There are three things I immediately think of when I think of the Willoughby District. First, we have a great teen center that is placed in the middle of a parking lot and the building is only getting older. It would behoove us to improve the facility because there aren't a lot of facilities/places in this town that are free and open late for youth. The second thing I think of is the reason that there is a large homeless population is because there are services in this district. We shouldn't push these out but enhance them. Third, this area (before being filled in) was the summer Native fish camp and then the downtown Native Village. DO NOT tear down or push out the remaining houses and families. We need to acknowledge that the history of the area is one of Native tradition that white folks have since repressed."

"KTOO is one of Juneau's major arts and civic organizations, we have close ties to other organizations in the district. We attract thousands of visitors a year to our studios and public events, and we frequently provide live broadcasts from the JACC and Centennial Hall. More and more, public broadcasting stations are location in the heart of arts and civic districts."

Community and Social Services

The District has several places that provide important services (Zach Gordon, Polaris House, Salvation Army) and six people said that neither social services nor lower income residents should be pushed out of the area as new development takes place and property values increase.

Zach Gordon Teen Club offers important youth services and is well-used in its current Willoughby District location; five respondents stated that it should remain in the District. If it must be relocated, respondents thought that the facility must be designed so that the idea of being a "home away from home" for youth is not lost within a large new office building or parking garage. Several comments stated that improvements should be made to continue to provide the best possible service for youth.

"Salvation Army and Polaris House are vital community services. Whatever happens, it should not push out these services. Maybe we could create a district where job opportunities, trainings and support is available for those in need."

“Maintain and improve Zach Gordon to continue to meet the needs of youth. Shows that we value youth in our community.”

Development and Incentives

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

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

Presented by: The Manager
Introduced: 03/05/2012
Drafted by: J.W. Hartle

ORDINANCE OF THE CITY AND BOROUGH OF JUNEAU, ALASKA

Serial No. 2012-14

An Ordinance Amending the Comprehensive Plan by Adopting Chapter 5 of the Willoughby District Land Use Plan.

BE IT ENACTED BY THE ASSEMBLY OF THE CITY AND BOROUGH OF JUNEAU, ALASKA:

Section 1. Classification. This ordinance is of a general and permanent nature and shall become a part of the City and Borough Code.

Section 2. Amendment of Section. CBJ 49.05.200 - Comprehensive plan, is amended to read as follows:

49.05.200 - Comprehensive plan.

(a) The City and Borough comprehensive plan is designed to lessen congestion in the streets; secure safety from fire, panic and other dangers; promote health and the general welfare; provide adequate light and air; prevent the overcrowding of land; avoid undue concentration of population; and facilitate adequate and cost-effective provision for transportation, water, sewerage, schools, parks and other public requirements.

(b) The comprehensive plan adopted by the assembly by ordinance contains the policies that guide and direct public and private land use activities in the City and Borough. The implementation of such policies includes the adoption of ordinances in this title. Where there is a conflict between the comprehensive plan and any ordinance adopted under or pursuant to this title, such ordinance shall take precedence over the comprehensive plan.

- (1) Plan adopted. There is adopted as the comprehensive plan of the City and Borough of Juneau, that publication titled "The Comprehensive Plan of the City and Borough of Juneau, Alaska, 2008 Update," including the following additions:
 - (A) The Juneau Coastal Management Plan, dated 1986, as amended through December 1990;
 - (B) The Downtown Historic District Development Plan, dated December 1981; provided that the proposed district boundaries shall be those established by the assembly under a separate ordinance;
 - (C) The Long Range Waterfront Plan for the City and Borough of Juneau, dated January 22, 2004, as amended;

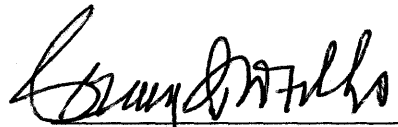
- (D) The Last Chance Basin Land Management Plan, dated May 1978, updated November 1994;
- (E) Watershed Control Program - Salmon Creek Source, dated April 1992;
- (F) Watershed Control and Wellhead Protection Program - Gold Creek Source, dated November 1994;
- (G) Chapter 6 and Plate 1 of the West Douglas Conceptual Plan, dated May 1997;
- (H) Juneau Non-Motorized Transportation Plan, dated November 2009;
- (I) 2010 Downtown Parking Management Plan; and
- (J) Chapter 5 of the Willoughby District Land Use Plan, dated March 2012.

(2) Changes, corrections, and interpretations. Reserved.


(c) No rights created. The goals and policies set forth in the comprehensive plan are aspirational in nature, and are not intended to commit the City and Borough to a particular action, schedule, or methodology. Neither the comprehensive plan nor the technical appendix adopted under this section nor the amendment of either creates any right in any person to a zone change nor to any permit or other authority to make a particular use of land; neither do they constitute a regulation of land nor a reservation or dedication of privately owned land for public purpose.

Section 3. Effective Date. This ordinance shall be effective 30 days after its adoption.

Adopted this 2nd day of April, 2012.


Bruce Botelho, Mayor

Attest:


Laurie J. Sica, Clerk