



# BLUEPRINT DOWNTOWN

## DOWNTOWN JUNEAU'S AREA PLAN

PUBLIC REVIEW DRAFT JULY 2022



---

Juneau is not a location  
-it is a state of mind-  
it is  
sunrise, sunsets  
the sound of a float plane  
icy Taku winds  
steep streets and stairways  
spectacular scenery  
rain  
old mining ruins  
deep snow and tire chains  
the cry of 1,000 seagulls  
small boats - ferry boats  
And faith in the future.

Larry becker, 1976  
1997 Capital City Vision Project

---

---

# Blueprint Downtown Downtown Juneau's Area Plan

Adopted Date  
Assembly Ordinance

---



The Blueprint Downtown Steering Committee and the CBJ Community Development Department acknowledge that the Blueprint Downtown Juneau planning area is located on Lingít Aaní. Since time immemorial the Lingít people have lived on this land. We are grateful to be a part of this community, and to honor the culture and traditions of the Tlingit people.

Gunalchéesh.

Photo Credit: Karena Perry

---

## ACKNOWLEDGEMENTS

### City and Borough of Juneau

Rorie Watt, City Manager  
Robert Barr, Deputy City Manager

#### ASSEMBLY

Beth Weldon, Mayor  
Maria Gladziszewski  
Wade Bryson  
Michelle Bonnet Hale  
Alicia Hughes-Skandijs  
Waahlaal Gildaak (Barbara Blake)  
Greg Smith  
Carol Triem  
Christine Woll  
& past Assembly member  
Loren Jones

#### PLANNING COMMISSION

Paul Voelkers  
Nathaniel Dye, Vice-Chair & Steering Committee  
Liaison  
Daniel Hickok  
Michael Levine, Chair  
Travis Arndt  
Ken Alper  
Mandy Cole  
Erik Pedersen  
Josh Winchell

---

---

## COMMUNITY DEVELOPMENT DEPARTMENT

Jill Maclean, AICP, Director  
Scott Ciambor, Planning Manager  
Beth McKibben, AICP, Senior Planner, Project Manager  
Quinn Tracy, GIS Analyst  
Joemer Gonzales, Printing Services Coordinator

---

### *Former staff who contributed to Blueprint*

Alexandra Pierce, PMP, Planning Manager  
Tim Felstead, PhD, Planner II  
Laura Boyce, AICP, Senior Planner  
Brenwynne Grigg, Administrative Officer  
Marji Hamburger, Administrative Assistant II  
Jack Scholtz, Administrative Assistant

---

---

## SPECIAL ACKNOWLEDGEMENTS

For your passion for Downtown .....

For your hard work and dedication.....

For your ideas and creativity....

Gunalchéesh.

### Blueprint Downtown Steering Committee Members

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

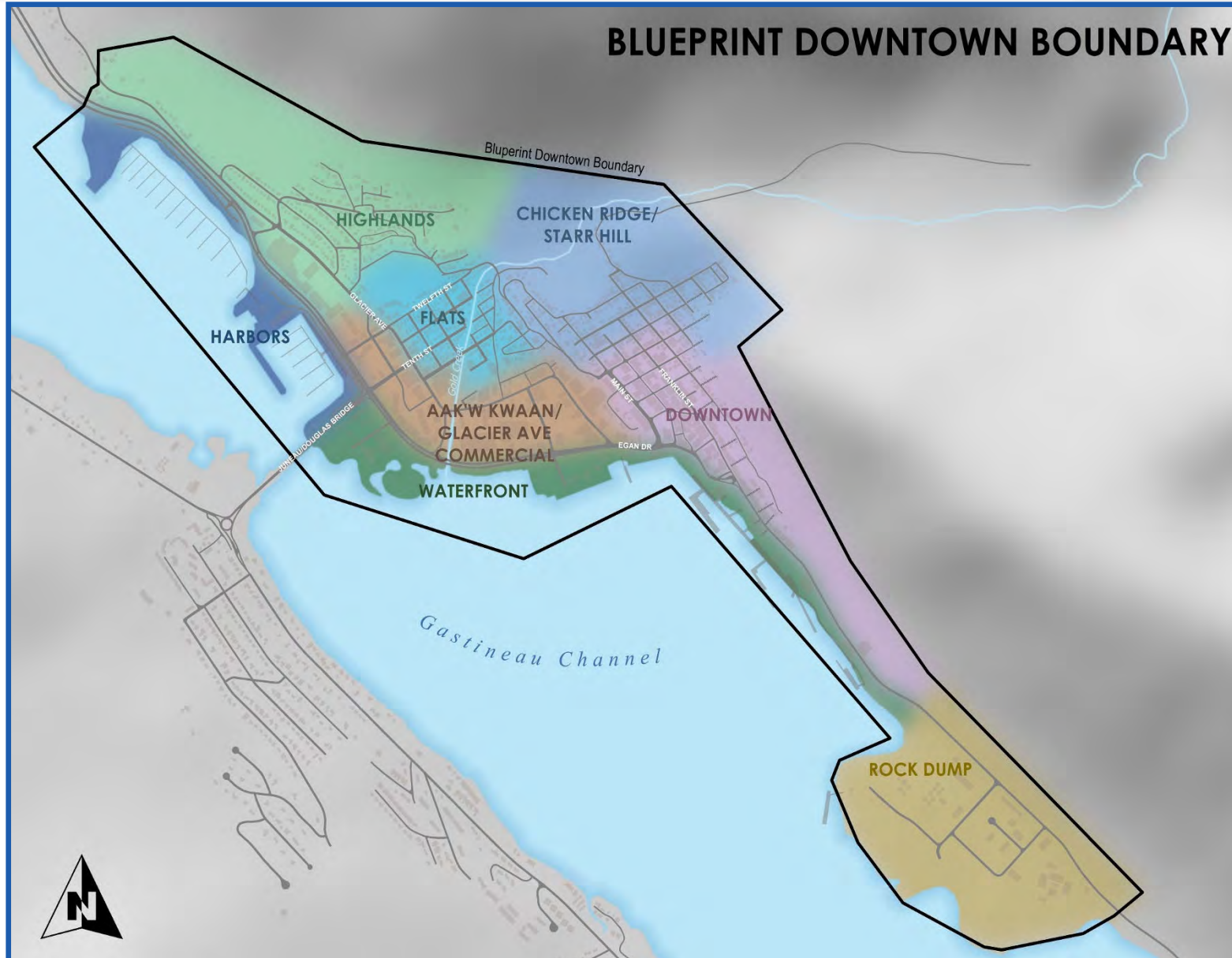
MRV Architects ▪ Lucid Reverie ▪ Sheinberg Associates ▪ 100s of individuals who participated



Photo Credit: Barbara Sheinberg

CBJ Streets & Fleets ▪ CBJ Parks & Recreation ▪ CBJ Engineering & Public Works ▪ AELP ▪ CBJ Emergency Management ▪ CBJ Docks & Harbors ▪ Trail Mix ▪ The Glory Hall ▪ Tlingit & Haida Central Council ▪ St. Vincent de Paul ▪ AWARE ▪ Zach Gordon Youth Services ▪ Polaris House ▪ SERHC ▪ Capital City Fire & Rescue ▪ CBJ City Clerk ▪ Housing First ▪ Greater Juneau Chamber of Commerce ▪ JEDC ▪ Downtown Business Association ▪ JACC ▪ Sealaska Heritage Institute ▪ Gastineau Historical Society ▪ Juneau Historic Resources Advisory Committee ▪ Juneau Filipino Community Incorporated ▪ Juneau Douglas City Museum ▪ CJB Housing Office ▪ CBJ Assessor's Office ▪ Flats Neighborhood Association ▪ Telephone Hill Neighborhood Association ▪ AKDOT ▪ Southeast Board of Realtors ▪ Southeast Alaska Building Industry Association ▪ US Forest Service ▪ AK State Parks ▪ Front Street Clinic ▪ Travel Juneau

# BLUEPRINT DOWNTOWN BOUNDARY



## Our Vision: What is Our Future Downtown Juneau?

Downtown Juneau is a vibrant, welcoming safe and accessible place to live, work learn, play, create and explore. As the heart of Alaska's capital city and dynamic center of government, its unique heritage and history, access to natural beauty, arts and culture, urban amenities and waterfront setting provide opportunities for an exemplary quality of life and sustainable growth.



### ***More housing of all types***

Downtown is a great place to live with diverse housing options, services and amenities that will stimulate commerce and community, and create an 18/365 downtown.



### ***Diverse, well managed tourism***

Tourism is managed in a way that addresses concerns of residents and industry. Focused efforts to bring independent and business travelers to Juneau will diversify the sector and expand the season.



### ***A downtown for everyone***

Juneau's diversity is celebrated by offering services, a range of mobility options, activities, goods and amenities that appeal to all ages, backgrounds and incomes.



### ***Strong and stable economy***

Year-round economic vitality is stimulated by more residents, diverse businesses, increased activity and programming, improved access, greater safety, and enhanced aesthetics. Private and public sector investment is coordinated and leveraged to catalyze desired.



### ***Safe and welcoming***

The safety of downtown is improved by incentivizing housing of all types, including vulnerable populations, reducing crime through environmental design, programing that draws people downtown.



### ***A destination with a sense of place***

Downtown is a vibrant, appealing place that generates excitement and interest with seating, lighting, activities, clear and logical connections, where amenities, destinations, housing, retail, offices, parks and natural resources are linked. Walking and bicycling are prioritized.



Photo Credit: Allison Eddins

# Table of Contents

---

|   |     |
|---|-----|
| ACKNOWLEDGMENTS                                       | 3   |
| OUR VISION  | 7   |
| READER'S GUIDE TO BLUREPRINT<br>DOWNTOWN              | 11  |
| CHAPTER 1. INTRODUCTION                               | 19  |
| CHAPTER 2. A BLUEPRINT FOR ACTION                     | 39  |
| CHAPTER 3. ECONOMIC VITALITY                          | 73  |
| CHAPTER 4. LAND USE, NEIGHBORHOODS<br>& HOUSING       | 119 |
| CHAPTER 5. DOWNTOWN ACTIVITIES AND<br>TOURISM         | 175 |
| CHAPTER 6. PARKS, OPEN SPACE AND<br>RECREATION        | 201 |
| CHAPTER 7. TRANSPORTATION,<br>STREETSCAPE AND PARKING | 221 |
| APPENDICIES   | 255 |

---



Photo Credit: Patrick McGonegal



Image: Pat McGonegal



Image: Pat McGonegal



Image: Eric Feldt



Image: Pat McGonegal



Image: Allison Eddins



Image: Pat McGonegal



Image: Pat McGonegal



Image: Pat McGonegal



Image: Irene Gallion

# Reader's Guide to Blueprint Downtown

---



Blueprint Downtown is Juneau's sub-area plan for the portion of the community extending from the "Rock Dump" to the south and Norway Point to the north. Blueprint Downtown is a unique and wide reaching plan that encompasses components of both an area plan and a strategic plan. It is a comprehensive action oriented plan that promotes a vibrant, year-round downtown for locals and visitors. The planning area is incredibly diverse, including industrial areas, a compact business district, dense high-demand residential neighborhoods in various stages of revitalization, a working waterfront, and local, state, federal and tribal government offices. To recognize this diversity the planning area has been divided into eight subdistricts.

Blueprint quilts together past initiatives, synthesizes past plans and brings forward many previously recommended actions as well as new ideas. This approach allows Blueprint to work with existing plans and studies to create a cohesive and comprehensive downtown plan with a unified vision. More than 100 actions are recommended,

and each, when implemented, will help Downtown Juneau become the vibrant community envisioned.

The plan provides:

- Introduction to Downtown and overview of the planning process;
- Vision and six goals;
- Five top priorities for action;
- Recommended actions for implementation;
- Seven initial indicators to measure success.

## Vision

Blueprint Downtown creates an overall vision for downtown that builds on previous planning efforts.

Downtown Juneau is a vibrant, welcoming, safe and accessible place to live, work, learn, play, create and explore. As the heart of Alaska's capital city and dynamic center of government, its unique heritage and history, access to natural beauty, arts and culture, urban amenities and waterfront setting

---

provide opportunities for an exemplary quality of life and sustainable growth.

The renewed vision for Downtown Juneau is to be used as a filter for future decisions within the planning area: "*Does this fit with our stated vision? Will this help us achieve our vision?*"

## Goals

The Steering Committee set six overarching goals that support the vision for downtown Juneau. All of Blueprint's recommended actions seek to achieve the goals.

## Top Five Priorities For Action

The Blueprint Steering Committee identified five priorities as the most critical to advance downtown. Highlighting these topics helps to ensure attention and concentrate limited resources to make a meaningful and lasting difference. Multiple recommended actions will achieve these priorities. The five transformative areas of focus are listed in priority order:

- Provide an adequate supply of various housing types and sizes to accommodate present and future housing needs for all economic and age groups;
- Establish an integrated tourism management program;
- Stimulate year-round business vitality and reduce vacant storefronts;
- Fund and staff a dedicated entity to advocate for downtown Juneau, be a positive and energetic source form the long-term revitalization of downtown and launch Main Street, or similar program;
- Complete the Seawalk and Harborwalk.

## Measuring Success

Developing the plan and a list of recommended actions is an important first step, but the real work is putting the plan into motion, and knowing if course corrections are needed. Annually measuring and highlighting progress towards achieving the plan's

# GOALS



## ***More housing of all types***

Downtown is a great place to live with diverse housing options, services and amenities that will stimulate commerce and community, and create an 18/365 downtown.



## ***Diverse, well managed tourism***

Tourism is managed in a way that addresses concerns of residents and industry. Focused efforts to bring independent and business travelers to Juneau will diversity the sector and expand the season.



## ***A downtown for everyone***

Juneau's diversity is celebrated by offering services, a range of mobility options, activities, goods and amenities that appeal to all ages, backgrounds and incomes.



## ***Strong and stable economy***

Year-round economic vitality is stimulated by more residents, diverse businesses, increased activity and programming, improved access, greater safety, and enhanced aesthetics. Private and public sector investment is coordinated and leveraged to catalyze desired.



## ***Safe and welcoming***

The safety of downtown is improved by incentivizing housing of all types, including vulnerable populations, reducing crime through environmental design, programing that draws people downtown.



## ***A destination with a sense of place***

Downtown is a vibrant, appealing place that generates excitement and interest with seating, lighting, activities, clear and logical connections, where amenities, destinations, housing, retail, offices, parks and natural resources are linked. Walking and bicycling are prioritized.

vision and goals, publishing performance reports and recognizing partners who contributed towards this work is imperative to staying focused and making progress. What get measured gets done. The following indicators are recommended as initial measures:

- Number of housing units added by per year;
- Number of independent visitors per year by tracking hotel bed tax and convention/conference attendance rates;
- Number of applications per year for the 12 year housing tax abatement program;
- Number of new housing units added through the 12 year tax abatement program;
- Parking surveys;
- Crime rates.

## Organization

**Chapter 1** - Provides an introduction to Downtown and an overview of the planning process.

**Chapter 2**- Focuses on implementation, actions, and measuring success. Emphasizing the importance of implementation and action at the beginning of the plan is intended to make the plan useful and accessible.

**Chapters 3-7** - The remaining chapters are topic focused. Each chapter includes a list of past plans relevant to the topic and a table of recommended actions specific to that topic. Many of the actions are repeated throughout the plan, in multiple chapters. Each of the topics are interconnected and interrelated. Therefore many of the actions will help achieve multiple goals of the plan.

**Action Tables** - Both the overall action table and the chapter specific action tables are organized by the how many of the six goals the action will serve, with those touching on all six goals at the beginning, and those touching only one goal at the end. Fresh ideas created from the Blueprint Downtown planning process, both the public

---

visioning and the work of the Steering Committee, are identified by a blue box and the Blueprint Icon. The chapter action tables identify anticipated implementation partners, the time frame for the action (on-going, near, mid or long term) and relevant plans. The overall action table in Chapter 2 also identifies which chapters of the plan the action is found.

**Appendices** - Include details about the public process, public comments received and previous plans referenced throughout the document. Also included are reports on the visioning process, focus groups and the Main Street Technical Assistance and a series of materials that may be useful moving forward to implement the plan, such as example job descriptions for a downtown coordinator.

## Community Engagement

Blueprint Downtown began with a yearlong visioning process. The vision process was completed in February 2019 by MRV Architects with sub-consultants Sheinberg Associates and Lucid



Photo Credit: Pat McGonegal

Reverie. The vision component received the 2020 *Most Innovative* award from the Alaska Chapter of the American Planning Association. A diversity of outreach techniques was used to capture a broad cross-section of what downtown uses felt was right and wrong with current conditions and what changes should be prioritized over the next 20 years. The best estimate is that input was received from 800 to 900 unique individuals through the following:

- 300 public participants from three public meetings (with attendance of 120+, 100, and 78).
- 426 on-line comment surveys, and emailed comments;
- 318 street interviews with seasonal visitors (mostly cruise ship passengers);
- 56 “nightlife” interviews, with individuals socializing downtown later at night;
- 46 interviews with downtown merchants and vendors;
- 130 participants in a Gallery Walk “pop up” booth;
- 40 participants from “meetings-to-go,” or facilitated community group meetings;
- 55 responses to comment forms left in businesses downtown;
- 105 participants in three January theme-based walking tours.

The Steering Committee was appointed by the Planning Commission in October 2018, to guide and inform Blueprint Downtown. The Steering Committee is a dynamic, well balanced, informed and dedicated group representing a wide variety of interests and perspectives. The Steering Committee held XX meetings over XX months and provided review and direction that was essential for a plan of Blueprint’s scope and profile.

The CBJ Community Development Department conducted seven focus group meetings in 2019 and 2020. These focus groups included experts and professionals in transportation and infrastructure, natural resources and recreation, human services, business and economic development, arts, history and culture, housing and staff in CBJ departments. Information gathered from the focus groups was used to develop the plan and guide the Steering Committee.

Following development of the plan public outreach included.....(to be added).



Photo Credit: Pat McGonegal

---

---

# CHAPTER 1. INTRODUCTION

---



## Purpose of the Blueprint Downtown Plan

Approaching via Gastineau Channel, Downtown Juneau appears as an array of colorful buildings nestled between the ocean and the mountains. Home to the state's capital, a bustling visitor industry, and a thriving arts and culture scene, its historic streets wind across unique topography. Downtown Juneau has been the subject of many past plans. The Blueprint Downtown Area Plan "Blueprint" or "Blueprint Downtown" offers a unique approach. It incorporates past planning efforts by combining them with a community vision of how downtown should continue to grow, develop, and harness opportunities, while addressing the unique challenges that come along with ensuring it continues to be a positive place to live, work, learn, and visit. The existing plans, and the time and effort spent creating them, serve as the foundation for Blueprint Downtown. These past efforts have been modernized through a dynamic community engagement process, resulting in a 20-year blueprint for downtown.

---

Blueprint Downtown is Juneau's sub-area plan for the portion of the community extending from the "Rock Dump" to the south and Norway Point to the north. This plan provides a long-term, coordinated guidance to help direct decision-making affecting the ongoing revitalization and enhancement of downtown. This will allow the community to continue to build upon its existing natural, social, and physical assets. Blueprint Downtown supports and implements the policies presented in the Juneau Comprehensive Plan, while concentrating on issues and opportunities at a scale more responsive to the sub-area's specific needs.

A major goal of Blueprint Downtown *is to provide strategic direction for development and growth, while embracing livability and a sense of place, as well as maintaining quality of life for residents.* The planning process included coordination with all major ongoing projects and plans with the goal of collectively strengthening downtown Juneau and firmly positioning it as Juneau's civic, cultural, and economic heart.

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

The City and Borough of Juneau Assembly, city departments, and the Planning Commission, as well as other CBJ boards and commissions, will refer to this document to:

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

The authors of this plan cannot anticipate all future community needs, trends, and outside influences. The drastic effects of the COVID-19 pandemic on both our community and this planning process elucidate this common refrain in long-range planning documents. Projects or opportunities outside the recommendations herein may be evaluated against the vision and goals of Blueprint Downtown.



Photo Credit: Patrick McGonegal

## A Renewed Vision for Downtown

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

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

Downtown Juneau is a vibrant, welcoming, safe and accessible place to live, work, learn, play, create and explore. As the heart of Alaska’s capital city and dynamic center

of government, its unique heritage and history, access to natural beauty, arts and culture, urban amenities and waterfront setting provide opportunities for an exemplary quality of life and sustainable growth.

The public engagement and visioning process for this planning effort resulted in nine focus areas, each with a vision. These have evolved into the following goals, which were developed to provide a means for guiding and evaluating recommendations, such as business development, jobs, streets, parks, trails, historic preservation, placemaking, and new ideas yet to come. As the community is pursuing downtown revitalization in the future, it should look to the overall vision and these goals when evaluating efforts and proposals for investing, designing, and developing in downtown.

# GOALS



## ***More housing of all types***

Downtown is a great place to live with diverse housing options, services and amenities that will stimulate commerce and community, and create an 18/365 downtown.



## ***Diverse, well managed tourism***

Tourism is managed in a way that addresses concerns of residents and industry. Focused efforts to bring independent and business travelers to Juneau will diversify the sector and expand the season.



## ***A downtown for everyone***

Juneau's diversity is celebrated by offering services, a range of mobility options, activities, goods and amenities that appeal to all ages, backgrounds and incomes.



## ***Strong and stable economy***

Year-round economic vitality is stimulated by more residents, diverse businesses, increased activity and programming, improved access, greater safety, and enhanced aesthetics. Private and public sector investment is coordinated and leveraged to catalyze desired.



## ***Safe and welcoming***

The safety of downtown is improved by incentivizing housing of all types, including vulnerable populations, reducing crime through environmental design, programing that draws people downtown.



## ***A destination with a sense of place***

Downtown is a vibrant, appealing place that generates excitement and interest with seating, lighting, activities, clear and logical connections, where amenities, destinations, housing, retail, offices, parks and natural resources are linked. Walking and bicycling are prioritized.

# Community Engagement: The “Blueprint” Planning Process

## VISIONING PROCESS

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



Photo Credit: Barbara Sheinberg

**A. *Business Vitality- Vision:*** Private and public investment downtown should focus on improving Juneau as a year-round commercial center for locals and visitors alike. Increased investment in and by locally-focused businesses will be self-reinforcing, creating greater vitality. Growth should emphasize authenticity, highlighting Juneau’s setting, history, culture, and scale. Explore incentives or programs to reward businesses that are open year-round. Discussed in Chapter 4 – Economic Vitality.

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

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

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

**E. Pedestrian Access and Experience- Vision:** Pedestrian routes should continue to be improved to reduce summer congestion and to flow smoothly and safely, linking the waterfront and various downtown destinations. Expanded canopies and improved streetscapes will enhance comfortable and safe routes in all weather conditions and times of the year. Pedestrian enhancements and congestion

management should take into consideration pedestrian-only street areas for special activities and events. Greater ease of pedestrian links between the waterfront dock areas and downtown streets should be a focus.

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

**G. Carrying Capacity- Vision:** Juneau must continue to balance the increasing demands of rapidly rising seasonal visitation with those of local residents. For Juneau to retain its

enviable position as a top cruise destination, logistical challenges and impacts must be mitigated to retain the quality experienced by visitors and ensuring residents continue to enjoy downtown. A key element of this success should focus on the authenticity of the experience in Juneau, and the sense of place.

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

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

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

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

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



Photo Credit: Barbara Sheinberg

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

## STEERING COMMITTEE

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

- Betsy Brenneman
- Kirby Day

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

## MEETINGS/FOCUS GROUPS

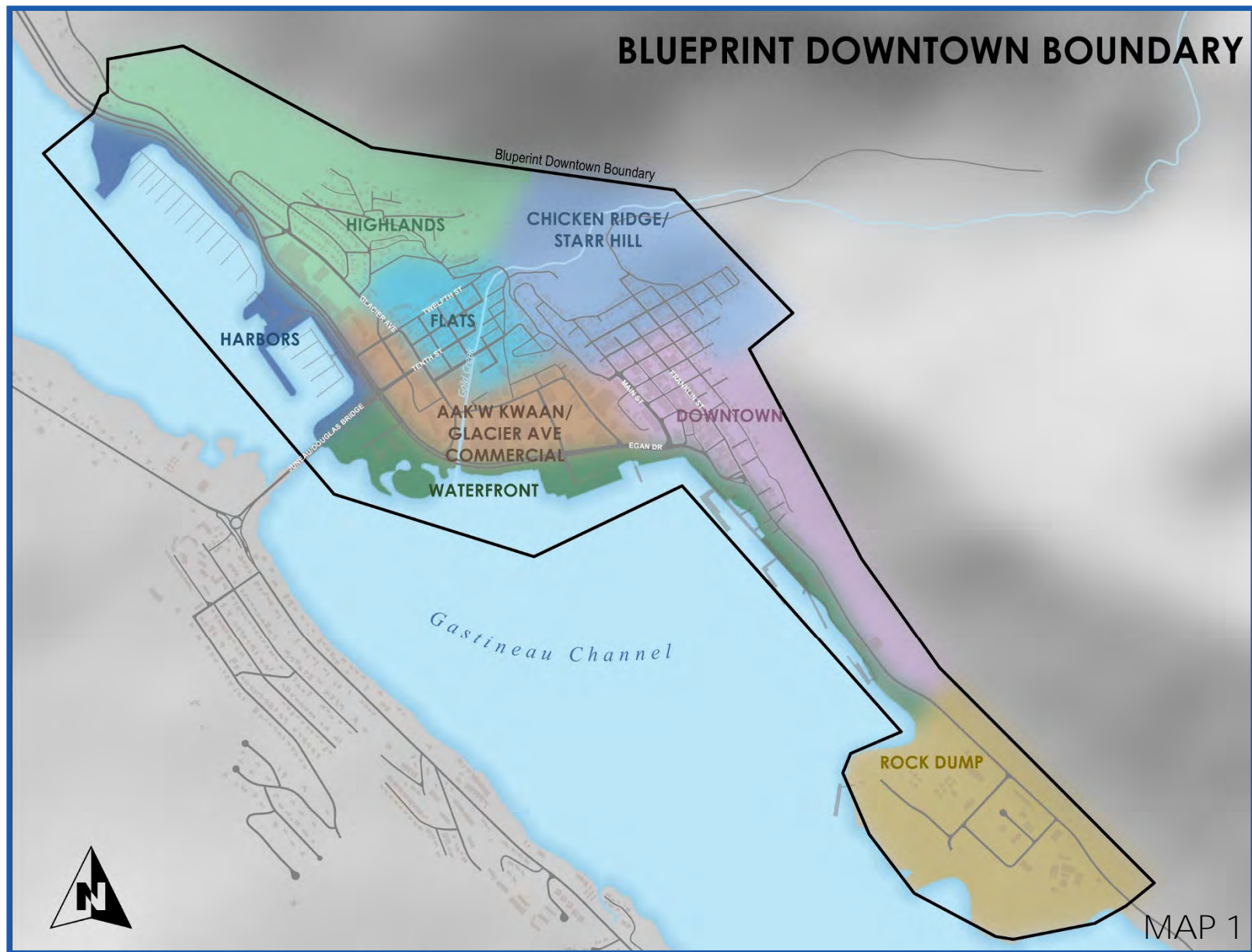
The CBJ Community Development Department conducted seven focus group meetings in 2019 and 2020. These focus groups included local experts and professionals in transportation and infrastructure, natural resources and recreation, human services, business and economic

development, arts, history, and culture, housing, and staff in CBJ departments.

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

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

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



## Planning Area Boundry

The study area for Blueprint Downtown (see map 1) encompasses approximately 613 acres and extends beyond the previously studied area plan boundaries. The expansion includes areas located north and south of the traditional downtown. By including these areas, the Plan highlights their synergy with the traditional downtown, and recognizes the economic vitality of the broader Blueprint Downtown study area. The planning area is incredibly diverse, including industrial areas, a compact business district, dense high-demand residential neighborhoods, mixed use areas, historic neighborhoods in various stages of revitalization, a working waterfront and local, state, federal and tribal government offices. To recognize this diversity, the planning area has been divided into eight subdistricts, each with its own distinguishing characteristics, which are discussed in detail in Chapter 5, Land Use, Neighborhoods and Housing. The Blueprint Downtown sub-district boundaries follow the boundaries of historic neighborhoods, historic subdivisions, and areas of similar zoning, development characteristics, and land uses. The

subdistrict boundaries are intentionally blurred to represent the transition zones between subdistricts and to make clear there is flexibility in determining zoning district boundaries when areas are rezoned. The Steering Committee did not achieve consensus on where one subdistrict ends, and another begins. This is consistent with how residents and visitors experience Downtown Juneau. Residential neighborhoods give way to mixed use development and office buildings, which in turn give way to commercial districts.

## Relationship To CBJ Comprehensive Plan, Addendum Plans and Policies

The purpose of Blueprint Downtown is to create a coordinated vision and implementation strategy for downtown, creating an inventory of recommended actions and building on past plans.

The Comprehensive Plan of the City and Borough of Juneau (Comp Plan) is the overall guiding document for the entire borough. The Comp Plan provides a logical, consistent, and purposeful

# How Blueprint Downtown Relates to Other Plans

## Policy Plans

## Implementation Actions

COMPREHENSIVE PLANS give broad, overall policy direction.

2013 CBJ Comprehensive Plan

FUNCTIONAL PLANS give specific direction for a topic.

Functional Plans Adopted by Ordinance:

2008 Juneau Coastal Management Program

2009 Juneau Non-Motorized

2012 Municipal Drinking Water Supply Plan

2014 Wireless Communications Master Plan

2015 Juneau Economic Development Plan

Functional Plans Adopted by Resolution:

2011 Juneau Climate Action & Implementation Plan

2014 CBJ Transit Development Plan

2015 Juneau Coordinated Human Services Transportation Plan

2016 Housing Action Plan

2018 Juneau Renewable Energy Strategy

2019 Parks and Recreation Master

AREA-SPECIFIC PLANS give specific direction for an area.

Area Specific Plans Adopted by Ordinance:

1981 Downtown Historic District

1992 Watershed Control Program -

1994 Last Chance Basin Land

1994 Watershed Control and Wellhead Protection Program - Gold Creek Source

1997 Chapter 6 of the West Douglas

2004 Long Range Waterfront Plan

2010 Downtown Parking Management Plan

2012 Chapter 5 of the Willoughby District

2015 Auke Bay Area Plan

2017 Lemon Creek Area Plan

Blueprint Downtown

Implementation

City and Borough of Juneau Municipal Code

Capital Improvement Projects

Policies guide the Assembly and Boards and Commissions on Land Use Decisions

FIGURE 1

approach to managing community growth and development throughout the borough. This plan is further refined with the adoption of addendum plans, which generally fall into two categories – functional plans and area-specific plans. Functional plans compliment and provide more specific direction or guidance for the entire borough and may include recommendations specific to the Blueprint Downtown planning area. Area-specific plans provide more detail for a particular geographic area within the borough. Blueprint Downtown is an area-specific plan. Figure 1 provides an inventory of the adopted plans and illustrates the relationship of the plans beginning with the Comprehensive Plan. All of these documents include implementation actions, which are later carried out through a variety of mechanisms and entities. Additionally, all of the plans completed that touch on the Blueprint Downtown effort, are listed in appendix C. As with the Comprehensive Plan and addendum plans, relevant policies are acknowledged throughout the Blueprint Downtown plan. Recommended actions are presented in a table at the end of each

chapter and are linked to existing plans and policies.

The Comprehensive Plan identifies the need for neighborhood plans and outlines policies designed to shape downtown Juneau into a vibrant city center and support Juneau’s continuation as Alaska’s capital city. The Comp Plan sets the stage for Blueprint Downtown, and future amendments to comprehensive plan maps, the land use code, and zoning districts.

Blueprint Downtown is adopted as an addendum to the Comp Plan and it refines and, in some cases, updates the goals of the Comp Plan. Where the two plans do not align, Blueprint Downtown supersedes the Comp Plan for the Blueprint Downtown planning area. However, the Blueprint Downtown Area Plan is generally consistent with the Comprehensive Plan and when implemented, it will help Juneau reach many of the goals articulated in the Comprehensive Plan.

The 2013 Comprehensive Plan is referenced throughout this draft. At the time of writing, CBJ is early in the process of updating the Comprehensive Plan to better fit with the many supporting functional and sub-area plans. The specific recommendations from the 2013 Comprehensive Plan for the Blueprint Downtown planning area remain relevant, and have been reviewed and in some cases updated in this plan.

## Juneau's History and Natural Context

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

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

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

Average annual precipitation is around 55 inches, with about 95 inches of snow annually. Microclimates are ubiquitous, resulting in significant increases or decreases in both temperature and precipitation within very short distances. Downtown Juneau, for example, is heavily influenced by the ocean and experiences warmer temperatures and

more rain than the Mendenhall Valley, just six miles away, which is influenced by the Mendenhall Glacier. On average, the driest months of the year are April and May and the wettest is October, with the warmest being July and the coldest January and February.

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

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



Photo Credit: Flats Families

## HISTORIC CONTEXT

The Tlingit people have owned and occupied the entire region of Southeast Alaska for several thousand years. Seven or eight hundred years ago, the Áak'w Kwáan had their principal winter village in Auke Bay, but they regularly dispersed to fish camps and villages at the mouths of streams along Gastineau Channel which provided salmon and other fish, and upstream routes to hunting and trapping areas. Dzántik'i Héeni (Creek at the Base

of a Hill named Flounder, now known as Gold Creek) was the biggest source of salmon (dog salmon, humpies, coho, and steelhead); two smoke houses were still there in 1880 when gold was discovered in Juneau. The US Navy visited the village at Auke Bay in that year to encourage the residents to seek employment in the mines. In 1881, there were 450 Tlingits and 150 miners living in what became Juneau. In the same year, the Tlingits were forced to move outside of the town to unoccupied land to the north, and established the Áak'w Indian Village on the tidelands adjacent to Dzántik'i Héeni. This area underwent great changes during the 20th century as the adjacent land grew in value, tidelands were filled in for development, and the village was cut off from the open water. This neighborhood is known today as the Áak'w Village District.



Photo Credit: Alaska State Museum

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

of doctors, lawyers, business leaders and top mining personnel, features larger, more ornate representations of the popular Craftsman style; other styles include Colonial and Tudor Revivals, Prairie School, and Queen Anne.

The Starr Hill neighborhood historically housed the blue-collar workers of the community. These homes are generally smaller Craftsman Style, constructed of wood with sparse detailing. Many were constructed from the same floor plan as the Fries Miner's Cabins on Kennedy Street. Similar building styles are evident along Gastineau Avenue and on 6th Street above the Capital School Park.

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

The Highlands neighborhood was primarily developed in 1950s and 1960s. There are a mix of architectural styles in the Highlands, most commonly midcentury modern homes with flat roofs. The streets meander to accommodate topography with many homes tucked into treed areas and built on steep banks. Portions of the Highlands neighborhood are designated as landslide and avalanche hazard areas. In the early 1900s an avalanche reached tidewater where Aurora Harbor is now.



Photo Credit: Alaska State Museum

Pre-Mining  
Tlingit Summer Camps



1881  
Tlingits establish A'ak'w  
Kwaan Village & first  
cruise ships –Pacific  
Coast Steamship  
Company

1900  
District Court was  
moved to Juneau fro  
Sitka and Juneau City  
Incorporated

1893  
Chicken Ridge  
Neighborhood  
Established



1913  
Casey-Shattuck  
neighborhood  
established

1906  
State  
Legislature  
moved  
from Sitka  
to Juneau



1946  
Juneau Cold Storage



1931  
State Capitol Building  
(as Federal &  
Territorial Building)  
Completed.

1935  
Last ferry  
between  
Juneau &  
Douglas and  
opening of  
Douglas Bridge.

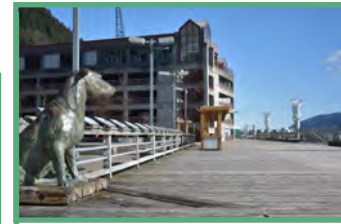
1960  
City of  
Juneau  
established  
as home  
rule city

1987  
Juneau Cold  
Storage burned

1974  
U.S. Coast  
Guard base  
established

1967  
State  
Museum  
built

1966  
Federal  
Building  
completed



1988  
Downtown Library constructed  
above parking garage



2007  
Sea walk

2017  
16B Completed and open



2016  
Gastineau Apartments burned



2015  
Sobelof Center Opened

1885  
Basin First Road  
Constructed



Early 1880s  
Juneau Town site Established



1880  
Gold discovered & first miner's  
buildings including Franklin  
House Hotel

1912  
Governor's Mansion  
completed & Starr  
Hill neighborhood  
established



1929  
State Court House  
construction began



1943  
Tidelands in A'ak'w Kwaan Village filled

1951  
Juneau  
Memorial  
Library  
(now  
home to  
City  
Museum

1962  
Harris  
Harbor

1964  
Aurora  
Harbor



1970  
City & Borough  
of Juneau  
incorporated & Capital  
Transit  
established first  
public  
transportation  
between  
Juneau &  
Douglas

2004

1996  
Franklin Dock



2011  
Downtown  
Transportation Center



2016  
Andrew P. Kashevaroff  
State Library, Archives and  
Museum

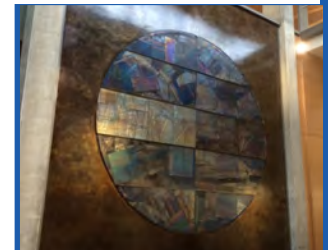


FIGURE 2

---

---

## CHAPTER 2.

### A BLUEPRINT FOR ACTION

---



Bringing to life the vibrant downtown envisioned by this plan will require a collaborative effort. Implementing this plan, and putting ideas into action will require focused, aggressive efforts by the public and private sectors over the coming years. This plan contains a myriad of transformational ideas for the future. The actions identified here will help to provide the organizational and programmatic infrastructure that will lead to successful achievement of the Downtown vision.

Emphasizing the importance of implementation and action is intended to make the plan useful and accessible. The implementation actions of this plan are designed to support and carry out the economic development, land use, transportation, urban design, and program strategy recommendations of the Blueprint Downtown Juneau Plan. Each chapter includes an implementation table specific to that topic. Many of the actions are repeated throughout the plan in multiple chapters. Each of the topics are

interconnected and interrelated. Therefore, many of the actions will help achieve multiple goals of the plan.

- Existing plans serve as the foundation for Blueprint Downtown;
- The action tables reference previous plans and studies that support the recommended action;
- Many of the recommendations from past plans are included in the implementation table because they are recognized as necessary to achieve the vision of downtown desired;
- Fresh ideas created from the Blueprint Downtown planning process are identified with a blue box and Blueprint icon.

Blueprint Downtown Recommendations for Action, the overall implementation plan, presents: specific tasks (actions), the chapter(s) where it appears,

goal(s) it supports, the proposed implementing partner(s), relevant plans and timeframe. The table is organized by goals supported, with actions supporting the most goals at the top. The anticipated implementer(s) will take the lead, but involvement of businesses, residents, and interested community members will be important in moving the Blueprint Downtown Juneau Plan forward. This shared responsibility and accountability for the implementation of this plan is imperative to staying focused and making progress. In addition to a complete table showing all actions identified to achieve the goals and vision of this plan the top five priorities for action are listed. Multiple actions support the top five priorities.

## Top Five Priorities For Action

One of the hallmarks of a good plan is that it gets the “big things” right. It identifies a few topics that are so important to a community’s future that they require focused attention and resources to ensure they are handled correctly. Prioritizing these strategic topics help to focus limited resources to

make a meaningful and lasting difference. The top five transformative areas of focus are listed in priority order below.

- Provide an adequate supply of various housing types and sizes to accommodate present and future housing needs for all economic and age groups;
- Establish an integrated tourism management program;
- Stimulate year-round business vitality and reduce vacant storefronts;
- Fund and staff a dedicated entity to advocate for the downtown Juneau, be a positive and energetic source for the long-term revitalization of downtown and launch Main Street, or a similar program;
- Complete the Seawalk and Harborwalk.

## Measuring Success

Creating a list of recommended actions is an important first step, but the real work is putting ideas into motion, and knowing if course corrections are needed. To do this successfully progress must be tracked. To measure Blueprint's success CBJ will need to annually measure and highlight progress towards achieving the Plan goals and policies, publish performance reports, and recognize community partners who contribute to achieving the vision.

The following indicators are recommended as initial measures:

- Number of housing units, by type, added by per year ;
- 12 year housing tax abatement program – number of applications per year and number of new housing units added through the program per year;
- Tourism Best Management Practices Community Hotline Annual Data and Trends;

- Annual report of Parking Use Surveys;
- Annual Crime Rates;
- Number of independent visitors per year by tracking hotel bed tax and convention/conference attendance rates.

These metrics were selected for several reasons. First, they measure success towards achieving many of Blueprint's actions. Specifically they provide measurable data to evaluate progress made towards adding housing, reducing crime, managing impacts of tourism, and managing parking, all of which contribute to the overall vitality of downtown. Second, these data are readily available and in some cases, can be captured for a geographic area similar to the Blueprint planning area.

Recognizing "what gets measured gets done" there are many more metrics that could be tracked to measure progress in implementing Blueprint Downtown. However, much of this data is not

currently being collected, or is being collected borough wide, and cannot be broken down to be more 'downtown' specific. To this end, one of the tasks of the entity responsible for implementing downtown improvements should include identifying and tracking "missing metrics". This will enable the community to make data informed decisions and track progress. Appendix N includes recommendations for measuring downtown vitality and a tool kit for measuring progress in downtown revitalization.



Photo Credit: Irene Gallion

## GOALS



### ***More housing of all types***

Downtown is a great place to live with diverse housing options, services and amenities that will stimulate commerce and community, and create an 18/365 downtown.



### ***Diverse, well managed tourism***

Tourism is managed in a way that addresses concerns of residents and industry. Focused efforts to bring independent and business travelers to Juneau will diversity the sector and expand the season.



### ***A downtown for everyone***

Juneau's diversity is celebrated by offering services, a range of mobility options, activities, goods and amenities that appeal to all ages, backgrounds and incomes.



### ***Strong and stable economy***

Year-round economic vitality is stimulated by more residents, diverse businesses, increased activity and programming, improved access, greater safety, and enhanced aesthetics. Private and public sector investment is coordinated and leveraged to catalyze desired.



### ***Safe and welcoming***

The safety of downtown is improved by incentivizing housing of all types, including vulnerable populations, reducing crime through environmental design, programing that draws people downtown.



### ***A destination with a sense of place***




Downtown is a vibrant, appealing place that generates excitement and interest with seating, lighting, activities, clear and logical connections, where amenities, destinations, housing, retail, offices, parks and natural resources are linked. Walking and bicycling are prioritized.



## ABBREVIATIONS



|       |   |
|-------|---|
| ADFG  | Alaska Department of Fish and Game                        |
| AKDOT | Alaska Department of Transportation and Public Facilities |
| CBJ   | City and Borough of Juneau                                |
| CCFR  | Capital City Fire and Rescue                              |
| CDD   | CBJ Community Development Department                      |
| CIP   | Capital Improvement Plan                                  |
| CLIA  | Cruise Lines International Association                    |
| DBA   | Downtown Business Association                             |
| DEC   | Alaska Department of Environmental Conservation           |
| DH    | CBJ Docks and Harbors                                     |
| EPW   | CBJ Engineering and Public Works                          |
| HAP   | CBJ Housing Action Plan                                   |
| HRAC  | CBJ Historic Resources Advisory Committee                 |





|      |  |
|------|--|
| JAHC | Juneau Arts and Humanities Council           |
| JCC  | Juneau Chamber of Commerce                   |
| JCHH | Juneau Coalition on Housing and Homelessness |
| JCOS | Juneau Commission on Sustainability          |
| JEDC | Juneau Economic Development Council          |
| JPD  | Juneau Police Department                     |
| JSD  | Juneau School District                       |
| JWP  | Juneau Watershed Partnership                 |
| LR   | CBJ Lands and Resources                      |
| NA   | Neighborhood Associations                    |
| PR   | CBJ Parks and Recreation                     |
| SHI  | Sealaska Heritage Institute                  |
| SLAM | State Libraries Archives and Museum          |
| TBP  | Tourism Best Management Practices            |





★ A complete list of abbreviations is found in appendix D


| GOALS   | ACTIONS   | ANTICIPATED<br>IMPLEMENTING<br>PARTNER(S) | WHEN (ON-<br>GOING, NEAR,<br>MID, LONG) | CHAPTER(S) | RELEVANT PLAN(S)  |
|---|---|---|---|------------|---|
|    | <p>Expand investment downtown:</p> <ul style="list-style-type: none"> <li>• Develop stronger partnerships between government, non-profit and for profit developers;</li> <li>• Examine road blocks to public/private partnerships and joint developments of housing, mixed use, parking structures, and/or land leases and take steps to eliminate them;</li> <li>• Develop opportunities to use outside funding to support downtown investment.</li> </ul> | Housing Office, CDD, EPW, JEDC, DBA, JCC  | On-going                                | 3 & 4      | HAP, JCP  |
|  | <p>Create a “Downtown Clean and Safe” program that focuses on the following services:</p> <ul style="list-style-type: none"> <li>• Regular sidewalk cleaning;</li> <li>• Additional trash pickup;</li> <li>• Graffiti removal;</li> <li>• Block watches;</li> <li>• Coordinate and communicate with local police officers and safety ambassadors ;</li> <li>• CPTED practices.</li> </ul>   | JPD, JEDC, DBA, JCC                       | Near                                    | 3 & 5      |  |






| GOALS   | ACTIONS  | ANTICIPATED<br>IMPLEMENTING<br>PARTNER(S) | WHEN (ON-<br>GOING, NEAR,<br>MID, LONG) | CHAPTER(S)  | RELEVANT PLAN(S)    |
|---|--|---|---|-------------|---------------------|
|    | <p>Support and encourage 18/365 to improve vibrancy and attractiveness of downtown to residents and visitors:</p> <ul style="list-style-type: none"> <li>• Implement mechanisms to require or incentivize mixed use development;</li> <li>• Use Juneau's seasonal nature to strengthen and develop business and activity ;</li> <li>• Incentivize year-round businesses and program areas where businesses are closed seasonally so the areas remain active;</li> <li>• Create processes that allow for short term uses and temporary structures to activate vacant lots and store fronts and lower the barriers to success for start-ups;</li> <li>• Encourage public art, events, and placemaking opportunities at public parks and CBJ owned land/facilities including seasonal programming opportunities at parks and recreation facilities;</li> <li>• Require mixed use and housing on CBJ lands in the redevelopment of the harbors.</li> </ul> | CDD, DBA, JEDC, P&R, EPW, JCC             | Near                                    | 3, 4, 5 & 6 | JCP, WDP, JEDP, HAP |
|  | <p>Implement year-round programming along the south end of the Seawalk and at CBJ Archipelago site and encourage year-round programming at the privately held Archipelago site.</p>  | DH, Private                               | Near                                    | 3, 4, 5 & 6 | JCP, JCV            |






| GOALS  | ACTIONS   | ANTICIPATED<br>IMPLEMENTING<br>PARTNER(S) | WHEN (ON-<br>GOING, NEAR,<br>MID, LONG) | CHAPTER(S) | RELEVANT PLAN(S) |
|--|---|---|---|------------|------------------|
|   | Support the Alaska Committee's planning and development efforts to keep State jobs in Juneau.   | CBJ, State, JEDC                          | On-going                                | 3          | JEDP, JCP        |
|  | <p>Nurture preservation, restoration and revitalization of downtown:</p> <ul style="list-style-type: none"> <li>• Develop and advertise historic preservation opportunities;</li> <li>• Encourage the expansion of the historic district or creation of new historic districts;</li> <li>• Provide a variety of incentives to property owners for restoration, rehabilitation, and adaptive reuse;</li> <li>• Create a locally funded program to augment other programs and can be combined with housing fund resources to assist owners in obtaining funding for rehabilitation and restoration of housing units within historic buildings;</li> <li>• Evaluate the benefits and costs for each proposal to preserve, modify or remove a historic resource with consideration of the long term goals and vision for the Blueprint Downtown study area;</li> <li>• Work with the state to encourage better maintenance of their buildings.</li> </ul> | CDD, HRAC, State                          | Near                                    | 3 & 4      | JCPP, JCP, HAP   |





| GOALS   | ACTIONS   | ANTICIPATED<br>IMPLEMENTING<br>PARTNER(S) | WHEN (ON-<br>GOING, NEAR,<br>MID, LONG) | CHAPTER(S) | RELEVANT PLAN(S)  |
|---|---|---|---|------------|---|
|    | <p>Explore and implement programs for local business such as:</p> <ul style="list-style-type: none"> <li>• Low interest loans;</li> <li>• Tax breaks;</li> <li>• Tax Increment Financing;</li> <li>• Community Reinvestment Area Program;</li> <li>• Business plan development assistance for small local businesses;</li> <li>• Preferential business loans for businesses that operate downtown.</li> </ul> | CDD, JEDC, DBA, Law                       | Near                                    | 3          | JCP, HAP, JEDP  |
|   | <p>Tie future development of the Subport into the cultural campus in the Áak'w Kwáan Village/ Glacier Avenue subdistrict.</p>   | CDD, Private                              | Mid                                     | 4 & 5      | WDP, LRWP   |
|  | <p>Implement the concept of the “power of ten” placemaking concepts. Initially starting small and implement the “power of three, or five, or eight” and build on success, gradually achieving the “power of ten”.</p>   | CBJ, JEDC, DBA, JAHC                      | Mid                                     | 5 & 6      |  |





| GOALS   | ACTIONS   | ANTICIPATED<br>IMPLEMENTING<br>PARTNER(S) | WHEN (ON-<br>GOING, NEAR,<br>MID, LONG) | CHAPTER(S) | RELEVANT PLAN(S)  |
|---|---|---|---|------------|---|
|    | <p>Explore and implement programs for local business such as:</p> <ul style="list-style-type: none"> <li>• Low interest loans;</li> <li>• Tax breaks;</li> <li>• Tax Increment Financing;</li> <li>• Community Reinvestment Area Program;</li> <li>• Business plan development assistance for small local businesses;</li> <li>• Preferential business loans for businesses that operate downtown.</li> </ul> | CDD, JEDC, DBA, Law                       | Near                                    | 3          | JCP, HAP, JEDP  |
|   | <p>Tie future development of the Subport into the cultural campus in the Áak'w Kwáan Village/ Glacier Avenue subdistrict.</p>   | CDD, Private                              | Mid                                     | 4 & 5      | WDP, LRWP   |
|  | <p>Implement the concept of the “power of ten” placemaking concepts. Initially starting small and implement the “power of three, or five, or eight” and build on success, gradually achieving the “power of ten”.</p>   | CBJ, JEDC, DBA, JAHC                      | Mid                                     | 5 & 6      |  |





| GOALS   | ACTIONS   | ANTICIPATED<br>IMPLEMENTING<br>PARTNER(S) | WHEN (ON-<br>GOING, NEAR,<br>MID, LONG) | CHAPTER(S) | RELEVANT PLAN(S)               |
|---|---|---|---|------------|--------------------------------|
|  | <p>Facilitate the provision of an adequate supply of various housing types and sizes to accommodate present and future housing needs for all economic and age groups:</p> <ul style="list-style-type: none"> <li>• Provide incentives to encourage tourism related businesses to contribute to the housing needs for their workers;</li> <li>• Implement and enforce a blighted properties ordinance to encourage owners to repair downtown buildings;</li> <li>• Develop incentives and provide assistance to upgrade and permit existing illegal housing units;</li> <li>• Monitor the success of the 12 year housing tax abatement program and expand or make adjustments if necessary;</li> <li>• Examine zoning districts with a goal of increased housing throughout the Blueprint Downtown planning area and incorporation of "Missing Middle" housing, including: <ul style="list-style-type: none"> <li>○ Consider smaller lot sizes reflective of historic development;</li> <li>○ Reduce or eliminate setbacks;</li> <li>○ Increase density with duplexes, multifamily, accessory apartments and mixed uses or consider eliminating maximum density altogether;</li> <li>○ New development that reflects the existing neighborhood character;</li> </ul> </li> <li>• Consider eliminating maximum density requirements in favor of "form based" zoning or other zoning framework that regulates impacts and appearance.</li> </ul> | Law, CDD                                  | On-going                                | 3 & 4      | DHMP, WDP, CVP, HAP, JEDP, JCP |




| GOALS   | ACTIONS   | ANTICIPATED<br>IMPLEMENTING<br>PARTNER(S) | WHEN (ON-<br>GOING, NEAR,<br>MID, LONG) | CHAPTER(S) | RELEVANT PLAN(S) |
|---|---|---|---|------------|------------------|
|    | <p>Increase the number of independent travelers to diversify the economy with more year round and varied tourism:</p> <ul style="list-style-type: none"> <li>Promote heritage and cultural tourism;</li> <li>Promote conferences and conventions;</li> <li>Expand number of available hotel rooms.</li> </ul> | SHI, Travel Juneau, JEDC, DBA, JAHC, JCC  | On-going                                | 3 & 5      | JCP, CVP         |
|    | <p>Support efforts to expand and promote Juneau as an arts community including:</p> <ul style="list-style-type: none"> <li>SHI as the Northwest Coast arts center;</li> <li>Develop the arts and cultural campus in the Áak'w Kwáan Village District.</li> </ul>  | JAHC, SHI, SLAM,                          | On-going                                | 3, 4 & 5   | JEDP, WDP        |
|    | <p>Encourage integrated art and cultural elements, including a significant Alaskan Native component into new development, renovations and public facilities.</p>  | CDD, EPW, Private                         | On-going                                | 3, 4 & 5   | JCP, WDP         |
|  | <p>Promote uses and facilities that enhance the public realm, such as ground floor retail, plazas and parks, public seating, landscaping and street trees. Establish policies and procedures for seating design, placement and management.</p>  | CDD, DBA, EPW, DH, Private, JCC           | On-going                                | 3, 4 5 & 7 | JCP, JEDP, WDP   |
|  | <p>Actively market the existing, free Capital Transit circulator and maximize its availability with increased frequency.</p>  | EPW, JEDC, DBA, JCC                       | On-going                                | 5 & 7      | ATP, JEDP        |









| GOALS   | ACTIONS   | ANTICIPATED<br>IMPLEMENTING<br>PARTNER(S) | WHEN (ON-<br>GOING, NEAR,<br>MID, LONG) | CHAPTER(S) | RELEVANT PLAN(S) |
|---|---|---|---|------------|------------------|
|    | <p>Increase the number of independent travelers to diversify the economy with more year round and varied tourism:</p> <ul style="list-style-type: none"> <li>Promote heritage and cultural tourism;</li> <li>Promote conferences and conventions;</li> <li>Expand number of available hotel rooms.</li> </ul> | SHI, Travel Juneau, JEDC, DBA, JAHc, JCC  | On-going                                | 3 & 5      | JCP, CVP         |
|    | <p>Support efforts to expand and promote Juneau as an arts community including:</p> <ul style="list-style-type: none"> <li>SHI as the Northwest Coast arts center;</li> <li>Develop the arts and cultural campus in the Áak'w Kwáan Village District.</li> </ul>  | JAHc, SHI, SLAM,                          | On-going                                | 3, 4 & 5   | JEDP, WDP        |
|    | <p>Encourage integrated art and cultural elements, including a significant Alaskan Native component into new development, renovations and public facilities.</p>  | CDD, EPW, Private                         | On-going                                | 3, 4 & 5   | JCP, WDP         |
|  | <p>Promote uses and facilities that enhance the public realm, such as ground floor retail, plazas and parks, public seating, landscaping and street trees. Establish policies and procedures for seating design, placement and management.</p>  | CDD, DBA, EPW, DH, Private, JCC           | On-going                                | 3, 4 5 & 7 | JCP, JEDP, WDP   |
|  | <p>Actively market the existing, free Capital Transit circulator and maximize its availability with increased frequency.</p>  | EPW, JEDC, DBA, JCC                       | On-going                                | 5 & 7      | ATP, JEDP        |




| GOALS   | ACTIONS   | ANTICIPATED<br>IMPLEMENTING<br>PARTNER(S) | WHEN (ON-<br>GOING, NEAR,<br>MID, LONG) | CHAPTER(S)  | RELEVANT PLAN(S)  |
|---|---|---|---|-------------|---|
|    | <p>Fund and staff a dedicated entity:</p> <ul style="list-style-type: none"> <li>To oversee downtown improvements using the established Main Street program;</li> <li>Identify and track additional metrics for measuring progress revitalizing downtown.</li> </ul> <p>The dedicated entity may be:</p> <ul style="list-style-type: none"> <li>Housed solely within CBJ, within an existing organization, such as JEDC or the DBA;</li> </ul> <p>OR</p> <ul style="list-style-type: none"> <li>A newly created organization, such as a Local Improvement District (LID) or Business Improvement District (BID).</li> </ul> | CDD,<br>Manager's<br>Office, JEDC,<br>DBA | Near                                    | 3, 4, 5 & 6 | JCP, CVP, JEDP  |
|   | <p>Establish a unified image for the Downtown and Áak'W Kwaan Village/Glacier Avenue subdistricts that promotes a sense of place using streetscape amenities such as benches, trash cans and signage.</p>   | EPW, P&R, DH,<br>DBA, JCC                 | Near                                    | 3, 4 & 5    | JCP, CVP,<br>WDP, JEDP  |
|  | <p>Centralize management and permitting of vendors and commercial tours at CBJ controlled facilities, including the implementation of Parks &amp; Recreation's Commercial Use regulation for parks. Vendors should be managed to minimize their footprint.</p>  | CDD, P&R,<br>DH, TBMP                     | Near                                    | 3, 5 & 7    |  |




| GOALS   | ACTIONS  | ANTICIPATED<br>IMPLEMENTING<br>PARTNER(S) | WHEN (ON-<br>GOING, NEAR,<br>MID, LONG) | CHAPTER(S)  | RELEVANT PLAN(S)  |
|---|--|---|---|-------------|---|
|    | <p>Develop 'Complete Streets' design standards that address the requirements of all users including:</p> <ul style="list-style-type: none"> <li>• Reduce vehicle speeds;</li> <li>• Prioritize the needs of pedestrians and cyclists where appropriate;</li> <li>• Blur the separation of pedestrians and vehicles with shared space concepts on pedestrian dominated streets.</li> </ul>  | CDD, EPW,<br>AKDOT                        | Near                                    | 5 & 7       | AWTP, JCP,<br>WDP   |
|   | <p>Implement pedestrianization, parklets and restricted vehicle access where increased retail benefits will accrue. Emergency service access should be designed into any implementation of pedestrianization. Possible areas to consider are:</p> <ul style="list-style-type: none"> <li>• Seward Street;</li> <li>• S. Seward Street;</li> <li>• Front Street ;</li> <li>• N. Franklin (Front to 2<sup>nd</sup> Street).</li> </ul> | EPW, JEDC,<br>DBA, JPD,<br>CDD            | Near                                    | 3, 4, 5 & 7 | JEDP, JCP   |
|  | <p>Support development of the Ocean Center on the waterfront.</p>  | CBJ, Private                              | Mid                                     | 4 & 5       |  |








| GOALS   | ACTIONS  | ANTICIPATED<br>IMPLEMENTING<br>PARTNER(S) | WHEN (ON-<br>GOING, NEAR,<br>MID, LONG) | CHAPTER(S) | RELEVANT PLAN(S) |
|---|--|---|---|------------|------------------|
|    | Develop a system to coordinate seasonal housing to ensure units do not remain vacant.  | Private                                   | Mid                                     | 3          | HAP              |
|    | Develop the recreation corridor from the end of the Seawalk to the Rock Dump as recommended in Long Range Waterfront Plan.   | EPW & P&R                                 | Long                                    | 4, 5 & 6   | LRWP             |
|    | <p>Restore and rehabilitate Gold Creek to a more natural condition by partnering with organizations such as the Juneau Watershed Partnership including:</p> <ul style="list-style-type: none"> <li>• Walking and picnic areas where appropriate;</li> <li>• Signage along Glacier Avenue explaining the historic significance of the creek.</li> </ul> | P&R, CDD, EPW, AKDOT                      | Long                                    | 4,5 6 & 7  | JCP              |
|  | Increase playground space in the planning area, prioritizing the Downtown subdistrict.   | P&R, CDD, EPW, AKDOT                      | Long                                    | 5 & 6      | PMP              |




| GOALS   | ACTIONS  | ANTICIPATED<br>IMPLEMENTING<br>PARTNER(S) | WHEN (ON-<br>GOING, NEAR,<br>MID, LONG) | CHAPTER(S)  | RELEVANT PLAN(S)           |
|---|--|---|---|-------------|----------------------------|
|    | <p>Redevelop Marine Park including:</p> <ul style="list-style-type: none"> <li>• Space for public performances and free flow of people;</li> <li>• Use the principles of CPTED, Placemaking and Power of Ten in planning and management;</li> <li>• Wi-Fi access that discourages clustering of people.</li> </ul>   | P&R, EPW                                  | Long                                    | 3, 4, 5 & 6 | PMP                        |
|    | <p>Incentivize current and new businesses offering goods and services to local residents.</p>  | DBA, JEDC, JCC                            | On-going                                | 3           | JCP                        |
|  | <p>Street reconstruction projects should:</p> <ul style="list-style-type: none"> <li>• Strive for “complete streets” that accommodate the needs of all roadway uses (pedestrians, drivers, cyclists, transit);</li> <li>• Consider pedestrian and bicycle access;</li> <li>• Coordinate with water/sewer replacements;</li> <li>• Include infrastructure to accommodate future district heating;</li> <li>• Include EV charging infrastructure;</li> <li>• Include public art in the Downtown and Áak’w Kwáan subdistricts;</li> <li>• Incorporate benches and wider sidewalks where right-of-way widths allow;</li> <li>• Underground utilities when feasible.</li> </ul> | EPW, AKDOT                                | On-going                                | 3, 5 & 7    | JCP, WDP, NMTP, JCAP, JRES |






| GOALS   | ACTIONS   | ANTICIPATED<br>IMPLEMENTING<br>PARTNER(S) | WHEN (ON-<br>GOING, NEAR,<br>MID, LONG) | CHAPTER(S) | RELEVANT PLAN(S)  |
|---|---|---|---|------------|---|
|    | Preserve and provide public access to the shoreline, and open space/natural areas for water dependent/related uses via the Seawalk with connections to the existing pedestrian system.  | EPW, DH, P&R                              | On-going                                | 4,6 & 7    |    |
|    | Collaborate with the visitor industry in TBMP stewardship.  | CBJ, TBMP, CLIA                           | On-going                                | 3 & 5      |    |
|    | Work with user groups to fund trail development and improvement projects.   | P&R, Trail Mix                            | On-going                                | 6          | PMP   |
|    | Continue operating the Augustus Brown Swimming Pool.  | P&R                                       | On-going                                | 6          | PMP   |
|  | <p>Expand Juneau's Coordinated Entry System (CES) by lowering barriers to housing for Juneau's unsheltered and sheltered homeless households:</p> <ul style="list-style-type: none"> <li>• Improve access to the CES through Coordinated Street Outreach;</li> <li>• Establish evidence-based practices for service delivery based on a Housing First Philosophy;</li> <li>• Increase the number of housing units for Coordinated Entry referrals;</li> <li>• Support a data-driven partnership between the Juneau Coalition on Housing &amp; Homelessness (JCHH).</li> </ul> | JCHH, Service Providers                   | On-going                                | 3          |  |












| GOALS   | ACTIONS  | ANTICIPATED<br>IMPLEMENTING<br>PARTNER(S) | WHEN (ON-<br>GOING, NEAR,<br>MID, LONG) | CHAPTER(S) | RELEVANT PLAN(S)  |
|---|--|---|---|------------|---|
|    | <p>Improve safety, appearances and reduce waste:</p> <ul style="list-style-type: none"> <li>• Develop more creative ideas/solutions for bear proof trash cans;</li> <li>• Educate businesses and residents about CBJ regulations in regard to littering and trash removal;</li> <li>• Work with business owners to develop more practical recycling and packaging practices;</li> <li>• Develop a recognition program that rewards businesses that participate in compost and recycling programs;</li> <li>• Develop a program for property managers, tenants and residents to work together to reduce waste, including food waste;</li> <li>• Work with business owners and private waste management companies to develop more practical trash disposal practices;</li> <li>• Provide water-bottle filling stations.</li> </ul> | ADFG, JCOS, DBA, JCC, JEDC                | Near                                    | 3          | JCP, JCAP, WDP  |
|  | <p>Undertake a market study to determine what types of businesses and commercial rental rates the local market would support downtown.</p>   | CDD, JEDC, DBA, JCC                       | Near                                    | 3          |  |











| GOALS   | ACTIONS   | ANTICIPATED<br>IMPLEMENTING<br>PARTNER(S) | WHEN (ON-<br>GOING, NEAR,<br>MID, LONG) | CHAPTER(S) | RELEVANT PLAN(S)          |
|---|---|---|---|------------|---------------------------|
|    | <p>Parking</p> <ul style="list-style-type: none"> <li>• Implement the 2010 Downtown Juneau Parking Management Plan;</li> <li>• Implement metering (and supportive education program);</li> <li>• Prioritize consistent enforcement;</li> <li>• Implement a travel demand management program;</li> <li>• Develop and promote a parking app to assist drivers to quickly find, and pay for, available parking;</li> <li>• Implement an agreement for use of State parking facilities in evenings and weekends and for use during events;</li> <li>• Improve parking at the school district campus.</li> </ul> | EPW, P&R, JSD                             | Near                                    | 3, 4 & 7   | JCP, WDP, JEDP, ATP, DPMP |
|   | <p>Require canopies and covered walkways throughout the downtown core and Áak'w Kwaan Village/Glacier Avenue subdistrict.</p>   | CDD                                       | Near                                    | 3, 4 & 7   | JCP, WDP, JCPP            |
|  | <p>Reduce or eliminate surface parking:</p> <ul style="list-style-type: none"> <li>• With priority in the Áak'w Kwaan Village / Glacier Avenue subdistrict;</li> <li>• With a new parking structure or expansion of existing parking structures;</li> <li>• With consideration of impact on public parking.</li> </ul>  | CBJ, State, Private                       | Mid                                     | 4, 5 & 7   | WDP                       |






| GOALS   | ACTIONS   | ANTICIPATED<br>IMPLEMENTING<br>PARTNER(S) | WHEN (ON-<br>GOING, NEAR,<br>MID, LONG) | CHAPTER(S)  | RELEVANT PLAN(S)  |
|---|---|---|---|-------------|---|
|    | Reduce industrial truck traffic passing through downtown.   | CBJ, Private                              | Mid                                     | 3, 4 & 7    |  |
|    | Relocate City Hall and redevelop the area as a connection between downtown and Marine Park.   | CBJ                                       | Long                                    | 3, 4, 5 & 6 |  |
|    | Identify and complete pedestrian connections between: <ul style="list-style-type: none"> <li>Downtown subdistrict and Áak'W Kwaan Village/Glacier Avenue subdistrict;</li> <li>Existing trail networks in the study area (Downtown to Basin Road/ Mt. Roberts/ Flume).</li> </ul>   | P&R, CDD, EPW, AKDOT                      | Long                                    | 4,5 6 & 7   |  |
|  | Improve pedestrian and vehicular access to the harbors: <ul style="list-style-type: none"> <li>"Harbor Walk" connecting to the Seawalk at the Juneau Douglas Bridge;</li> <li>Improved pedestrian crossing at W. 12<sup>th</sup> Street;</li> <li>Harbor road connecting both harbors with one main access point at the Fisherman's Terminal;</li> <li>Reconfigure Harbor parking.</li> </ul> | DH, EWP, AKDOT                            | Long                                    | 4, 5, & 7   | DHMP  |

| GOALS   | ACTIONS  | ANTICIPATED<br>IMPLEMENTING<br>PARTNER(S) | WHEN (ON-<br>GOING, NEAR,<br>MID, LONG) | CHAPTER(S) | RELEVANT PLAN(S) |
|---|--|---|---|------------|------------------|
|    | <p>Implement traffic calming and consider pedestrian and bicycle safety and access at the following locations as part of scheduled reconstruction projects:</p> <ul style="list-style-type: none"> <li>• Willoughby Avenue particularly in vicinity of Foodland;</li> <li>• Calhoun Avenue – entire length;</li> <li>• Glacier Avenue – in particular around the schools</li> <li>• Basin Road;</li> <li>• Egan Drive (between 10<sup>th</sup> Street and Norway Point);</li> <li>• Intersections of Egan Drive and: <ul style="list-style-type: none"> <li>○ Glacier Avenue;</li> <li>○ Whittier Street;</li> <li>○ Willoughby Avenue.</li> </ul> </li> </ul> | EPW, AKDOT                                | On-going                                | 7          | ATP, WDP         |
|   | Support development of community gardens in parks and neighborhoods.   | P&R, NA, CDD                              | On-going                                | 3,4 5 & 6  | JCAP, JCP, JRES  |
|  | <p>Support and encourage neighborhood associations to:</p> <ul style="list-style-type: none"> <li>• Foster communication among residents, businesses and organizations, including the CBJ;</li> <li>• Encourage public involvement;</li> <li>• Provide recommendations to City agencies on topics that affect them such as ways to facilitate neighborhood specific placemaking.</li> </ul>  | NA, City Clerk                            | On-going                                | 3 ,4 & 5   | CVP, HAP         |

| GOALS   | ACTIONS  | ANTICIPATED<br>IMPLEMENTING<br>PARTNER(S) | WHEN (ON-<br>GOING, NEAR,<br>MID, LONG) | CHAPTER(S) | RELEVANT PLAN(S)  |
|---|--|---|---|------------|---|
|    | Increase ADA accessibility in CBJ parks and playgrounds as equipment is replaced.  | EPW, P&R                                  | On-going                                | 6          | PMP   |
|    | Emphasize walkability and cycling improvements, particularly at intersections, when implementing future projects from the Safe Routes to Schools plan and the Juneau Nonmotorized Transportation Plan.   | EPW, AKDOT                                | On-going                                | 7          | NMTP, SRTS  |
|    | Provide sufficient resources to CBJ and AKDOT street maintenance to clear snow and ice and to maintain enhancements when street improvements incorporate complete streets and traffic calming features.  | EPW, AKDOT                                | On-going                                | 3, 5 & 7   |  |
|  | <p>Support and enhance cycling:</p> <ul style="list-style-type: none"> <li>Add cycle lanes on: <ul style="list-style-type: none"> <li>Glacier Avenue between Willoughby Avenue and Highland Drive;</li> <li>W. 10<sup>th</sup> Street between Egan Drive and Glacier Avenue;</li> </ul> </li> <li>Set speed limit on Willoughby Avenue to safely accommodate cyclists;</li> <li>Regularly sweep cycle lanes and shoulders to remove gravel;</li> <li>Provide covered cycle storage, lockers and shower/changing room facilities;</li> <li>Allow a reduction in required off street parking when bike parking is provided;</li> <li>Provide additional signage for cross-Juneau bikeway in study area.</li> </ul> | EPW, AKDOT                                | On-going                                | 7          | JCP, SRTS, NMTP   |

| GOALS   | ACTIONS  | ANTICIPATED<br>IMPLEMENTING<br>PARTNER(S) | WHEN (ON-<br>GOING, NEAR,<br>MID, LONG) | CHAPTER(S) | RELEVANT PLAN(S)  |
|---|--|---|---|------------|---|
|       | Provide safe sheltered bus stops.  | EPW                                       | On-going                                | 7          | NMTP  |
|       | Implement methods of managing or regulating short-term nightly rentals.  | CDD                                       | Near                                    | 3          | HAP   |
|       | Encourage murals and develop a review process for murals on public buildings.  | CDD, EPW,<br>P&R, DH, LR                  | Near                                    | 5          | HCPP  |
|     | Explore feasibility and funding opportunities to provide shore power to docked cruise ships, coordinating with electric companies to ensure adequate electrical capacity.              | EPW, DH,<br>Private                       | Near                                    | 3 & 5      | JCAP, JRES  |
|   | Establish a MOU between CBJ and CLIA which includes a maximum of five large ships at one time, no hot berthing and arrival and departure times of docks scheduled to disperse impacts. | CBJ, CLIA                                 | Near                                    | 3 & 5      |  |

| GOALS   | ACTIONS   | ANTICIPATED<br>IMPLEMENTING<br>PARTNER(S) | WHEN (ON-<br>GOING, NEAR,<br>MID, LONG) | CHAPTER(S) | RELEVANT PLAN(S)  |
|---|---|---|---|------------|---|
|    | Incentivize electric tour buses to reduce emissions.  | CBJ, JCOS                                 | Near                                    | 3 & 5      | JRES  |
|    | Undertake comprehensive multi-modal study of South Franklin St./Marine Way corridor to: <ul style="list-style-type: none"> <li>• Provide for future vehicle and pedestrian increases;</li> <li>• Evaluate options for a by-pass.</li> </ul> | EPW, AKDOT                                | Near                                    | 7          | AWTP, JCP   |
|    | Support construction of a single cruise ship berth at the Subport subject to conditions as outlined by the VITF.  | CBJ, Private                              | Mid                                     | 3 & 5      |    |
|    | Improve/update existing trails to improve winter use and create more ADA accessible paths.  | P&R, Trail Mix                            | Long                                    | 6          | PMP   |
|    | Pursue the 2 <sup>nd</sup> crossing from Juneau to Douglas.   | CBJ, AKDOT                                | On-going                                | 3 & 7      | JCP, JEDP   |
|   | Pursue development of a deep water port alternative to the Rock Dump.   | CBJ, AKDOT                                | On-going                                | 3, 4 & 7   | JCP, JEDP   |
|  | Review and update zoning code and building code regulations that address development in avalanche/landslide areas based on updated mapping and industry standards.  | CDD, Law                                  | Near                                    | 4          |  |
|  | Implement an EV charging permit program and provide EV charging facilities at CBJ facilities. Encourage or require EV charging facilities in commercial and multi-family developments.  | EPW, P&R, DH                              | Near                                    | 3 & 7      | JCAP, JRES  |

| GOALS   | ACTIONS  | ANTICIPATED<br>IMPLEMENTING<br>PARTNER(S) | WHEN (ON-<br>GOING, NEAR,<br>MID, LONG) | CHAPTER(S) | RELEVANT PLAN(S)  |
|---|--|---|---|------------|---|
|  | Explore redevelopment opportunities for the AELP dock.   | Private                                   | Near                                    | 4          |  |
|  | Allow use of space in CBJ tour bus staging areas as loading zones during off-peak times.   | EPW, DH, P&R                              | Near                                    | 3 & 7      |  |
|  | Monitor downtown air quality. Consider introducing minimum emission standards for Commercial Vehicles if air quality is a problem. | DEC                                       | Near                                    | 3          | JCP, JCAP   |

## Implementing Tools, Mechanisms and Funding

The Blueprint Downtown Area Plan represents a snapshot in time, developed through collaboration and input from the community. Public and private entities, citizen groups, and individuals share the responsibility with the City and Borough of Juneau to put this plan into action. Successful implementation will depend on:

- Continued collaboration and partnership with broad based participation;
- Committed leadership;
- Effective communication;
- Management of implementation;
- Recognition of efforts;
- Use of outside resources;
- Enforcement of existing CBJ regulations and policies.

Bringing this plan to life involves coordinating a complex but interrelated series of events, relying heavily on the cooperation of various community groups. A Downtown Coordinator is essential to the success of this plan, to be the point person to oversee the implementation of this plan, advocate for necessary funding, and foster communication.

Blueprint Downtown is a wide reaching plan, encompassing components of both an area plan and a strategic plan. A wide variety of implementation tools are available to achieve the vision. The first step in implementing Blueprint Downtown is to adopt this document as an element of the City and Borough of Juneau Comprehensive Plan. This will allow the Assembly, Planning Commission and staff to use the plan as a basis for decision-making such as amendments to the land use code, overlay zoning districts, bonus provisions, design guidelines, staffing and capital project funding. A variety of programs and policies are discussed throughout this plan and not all are the responsibility of the CBJ.

## Funding

In order to achieve many of the recommended actions funding will be needed. What follows is not meant to be an all-inclusive list of funding opportunities. The state Division of Economic Development lists funding options for Native owned businesses, small businesses, non-profits, and government. In addition, the Alaska Department of Commerce, Community and Economic Development (DCCED) – Division of Investments and the Alaska Industrial Development and Export Authority (AIDEA) provide loans and assistance to small businesses.

### [Alaska Industrial Development and Export Authority \(AIDEA\)](#)

AIDEA is a public corporation of the State of Alaska with the public purpose to increase job opportunities and encourage economic growth of the state. AIDEA provides various means of financing to promote economic growth and diversity, as a funding resource in partnership with other financial institutions, economic development groups and guarantee agencies. AIDEA programs

include loan guarantee programs, export assistance, Rural Development Initiative Funds and Small Business Economic Development.

### [Brownfield grants](#)

The federal Environmental Protection Agency (EPA) operates the Brownfields and Land Revitalization Program. The Brownfield program is designed to empower communities and stakeholders to work together to prevent, assess, safely cleanup and sustainably reuse brownfields. A brownfield site, in general terms, is a property where the reuse, redevelopment or expansion of existing development may be complicated by hazardous substances. Cleaning up and reinvesting in these properties protects the environment, reduces blight, and takes development pressure off greens spaces and working lands. The program offers a variety of grants from community assessment to clean up. The program also offers a revolving loan fund grant, which provides funding to capitalize loans that are used to clean up brownfield sites. These funds can be used in conjunction with historic preservation funding.

### [Capital Project Programming](#)

CBJ and the State of Alaska produce annual capital budgets to fund infrastructure projects.

### [Community Development Block Grant \(CDBG\)](#)

The State administers and distributes federal CDBG funds to communities on a competitive basis. CDBG are single purpose project grants. There are three basic funding categories: community development, planning and Special Economic Development. The CBJ partners with local organizations to apply for the funds. Because Juneau does not meet the federal requirement that 51% of the population are of low/moderate income (established by HUD) eligible projects are limited.

### [Downtown Business Improvement District \(BID\)](#)

A BID is a specific area where local stakeholder owners oversee and fund the maintenance, improvement, and promotion of their commercial district.

### [Economic Development Technical Assistance](#)

A federal grant program administered by the Economic Development Administration to build capacity for economic development based on local business conditions.

### [Historic Preservation Grants](#)

The Alaska Office of History and Archaeology offers Historic Preservation Fund grants to owners of historic properties. These funds are intended to assist with predevelopment and development work on historic properties.

### [Historic Property Tax Exemption](#)

The CBJ Revenue and Tax Code allows for repair and rehabilitation work on historic property to qualify for a property tax exemption for up to four years. The exemption is in the amount equal to the value of the repair or rehabilitation work, with a maximum amount of \$20,000. In order to qualify a property must be recognized locally as a historic building.

### Historic Rehabilitation Tax Credit (HRTC)

The Historic Rehabilitation Tax Credit gives a 20 percent tax credit (not a deduction) to owners who rehabilitate historic buildings, in accordance with the Secretary of Interior's Standards for Rehabilitation. This program encourages property owners to rehabilitate their historic properties for an income producing use, such as rental housing. Rehabilitation projects do not have to be large in order to take advantage of this incentive. This program can be used in conjunction with other programs, such as Brownfield Revolving Loan Program. In order to qualify a property must be recognized locally in a historic building.

### Juneau Affordable Housing Fund (JAHF)

The CBJ Housing Fund was established to promote creation of affordable housing in the Capital City. The Housing Fund includes programs like the CBJ Accessory Apartment Incentive Grant Program and other initiatives.

### Local Improvement Districts (LID)

Local Improvement Districts are a financing mechanism by which the CBJ can acquire, construct, and install needed public improvements on behalf of the property owners. All properties benefiting from the improvements share in the initial cost. LIDs are formed through a petition process and require approval by the Assembly.

### Marine Passenger Fees

This CBJ program established in 1999, assigns a tax on cruise ship passengers to assist in funding projects that enhance the tourism experience and offset community impacts created by the cruise ship industry. All proposals for a Marine Passenger Fee project are forwarded with the City Manager's proposed list to the Assembly Finance Committee for review, and forwarded to the full Assembly for consideration during the annual budget cycle.

### [Municipal Land Bank \(MLB\)](#)

A MLB is a quasi-governmental entity created by a borough or city to effectively manage and repurpose an inventory of underused, abandoned, or foreclosed property.

### [Revenue Bonds](#)

Municipal bonds issued to fund projects which then repay investors from the income generated by the project.

### [Small Business Development Grants](#)

Numerous small business development grant opportunities are available. The State Small Business Assistance Center offers assistance for entrepreneurs, startups and existing businesses. Their webpage provides links to resources. Additionally JEDC has resources to help guide those planning to start or do business in Juneau.

### [Tax Increment Financing \(TIF\)](#)

Alaska is one of 46 states that allows the formation of a TIF district. TIF legislation allows local

governments to set up TIF districts, issue bonds to finance development, and use any new taxes generated from the development or increased values (tax increment) to pay off the bond.

### [USDA Rural Development Loans](#)

The USDA business and industry program can provide development credit in communities with populations of 50,000 through the OneRD Guarantee Loan Initiative. These loans are available to nonprofit and for profit businesses, federally recognized Tribes, public bodies and individuals. Approved lending institutions must apply for the funds to make the loans available to the community.

### [USDA Rural Utility Service \(RUS\)](#)

USDA's RUS provides infrastructure and infrastructure improvements to rural communities. These include water and waste water treatment, electric power and telecommunications services.



Image: Pat McGonegal



Image: Irene Gallion



Image: Laurel Christian

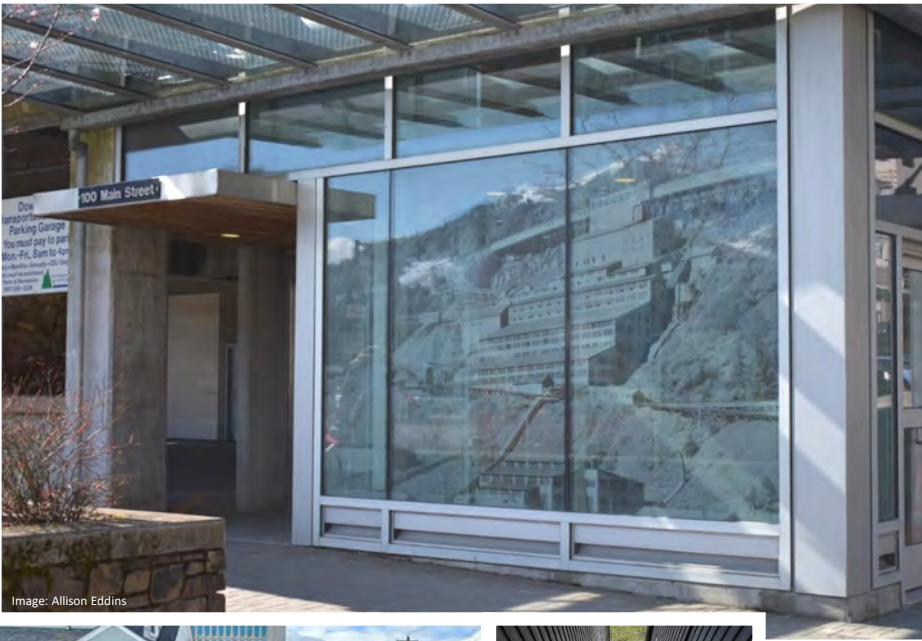


Image: Allison Eddins

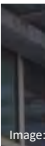


Image:



Image: Irene Gallion



Image: Pat McGonegal

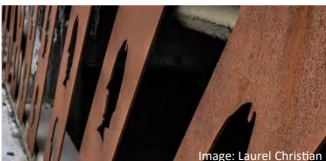


Image: Laurel Christian



Image: Flats Families

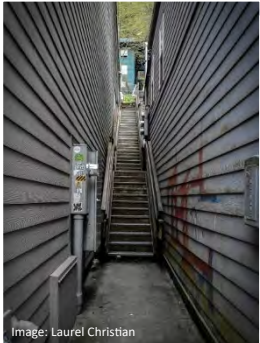


Image: Laurel Christian



Image: Eric Feldt



Image: Irene Gallion



Image: Allison Eddins



Photo Credit: Dale Whitney

## CHAPTER 3. ECONOMIC VITALITY



Downtown Juneau is the economic heart of our community, and promoting a diversity of economic development activities is one of the key goals of this area plan. Economic development in downtown Juneau benefits the entire borough, in both community vitality and a healthy economy.

### Capital City

Juneau's status as Alaska's Capital City is a source of pride, central to the community's identity, and a significant source of economic activity. Our status as the state capital also brings the companion presence of the federal government. Juneau's high concentration of state, federal, tribal, and local government jobs and activities, including the legislative session, tribal Assembly, and meetings and events, contribute to the visibility and overall vitality of downtown and the city as a whole.

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

### Related Plans

Economic vitality has been the subject of many plans over the last 20 years. Recommendations from these plans, if not already implemented, and new recommendations are presented in this chapter.

- 1997 Capital City Vision Project
- 2002 Tourism Management Plan
- 2004 Long Range Waterfront Plan
- 2012 Willoughby District Land Use Plan
- 2013 Comprehensive Plan
- 2015 Economic Development Plan
- 2016 Housing Action Plan
- 2017 Downtown Harbors Upland Management Plan –Norway Point to Bridge Park

One of the eight initiatives of the 2015 Juneau Economic Development Plan is to "Protect and Enhance Juneau's Role as Capital City." This plan identifies potential threats and opportunities to the initiative – capital move, legislature move, capital creep, replacement of retiring state workers, and declining state revenues. Surveys done for this

planning effort indicate strong community support for preserving Juneau as the state capital. This plan recommends a list of action items to achieve this goal.



Photo Credit: Patrick McGonegal

At one time, CBJ planning efforts advocated for developing a new capitol complex. CBJ future land use maps feature “future capitol site” located on Telephone Hill. With recent renovations to the existing capitol building, a new capitol complex is unlikely in the near future. However, CBJ should

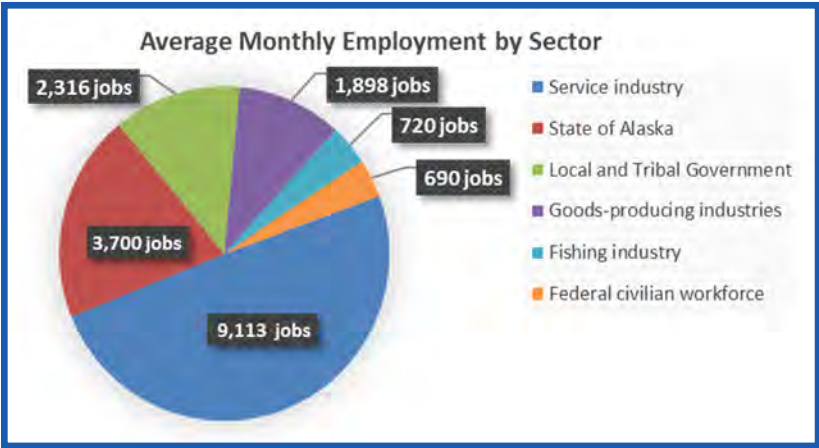
continue to support efforts to retain and increase state jobs and services in Juneau and improve services and facilities that support Juneau’s role as the capital city. Past efforts to evaluate the cost of moving the capital have found the move to be cost prohibitive. However, efforts to move the capital happen in earnest every few years.

In response to the 2020 COVID-19 Pandemic some State of Alaska offices have extinguished their leases in favor of staff continuing to work remotely. The long-term effects of this shift are not yet evident.

## Downtown Employment & Income

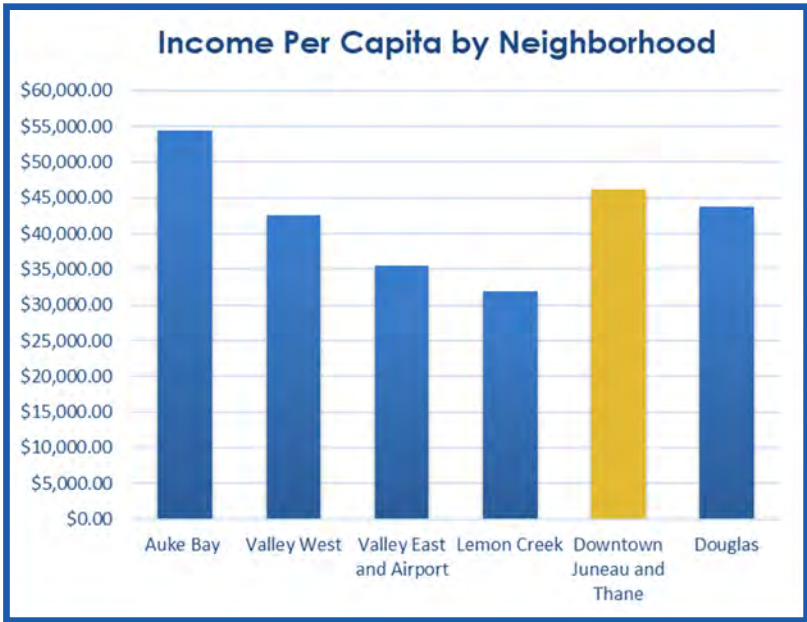
In addition to the many jobs related to operating as the state capital, downtown Juneau is a major employment hub for the community. Available data for Downtown Juneau is inconsistent across sectors and does not present a clear picture of downtown employment and commerce. The Juneau Economic Development Council produces an annual report that details Juneau’s performance

as a whole on a variety of indicators. This information is useful in context with the industries located downtown, and study area demographics (JEDC, 2020). Juneau’s average monthly employment for 2019 was 17,951 jobs. With 1,151,100 cruise passenger arrivals in 2018, 2,800 of the jobs in the service sector category either directly or indirectly related to tourism. While tourism and related businesses represent a visible and significant portion of downtown industry, Juneau’s year-round function as the seat of state and local government separates it from other Southeast Alaska cruise ports. The downtown location of the state capitol also generates economic activity in



Source: State of Alaska, Dept. of Labor

the winter months when the State Legislature is in session and staff temporarily relocate to Juneau from other parts of Alaska. Additionally, the downtown harbors are home to a portion of Juneau’s commercial fishing fleet. The Taku Smokerries processing dock is popular with tourists, and continued connection between these two industries is encouraged by the Downtown Harbors Uplands Management Plan with recommendations for fish sales, shops, and dining. With an annual per



Source: American Community Survey

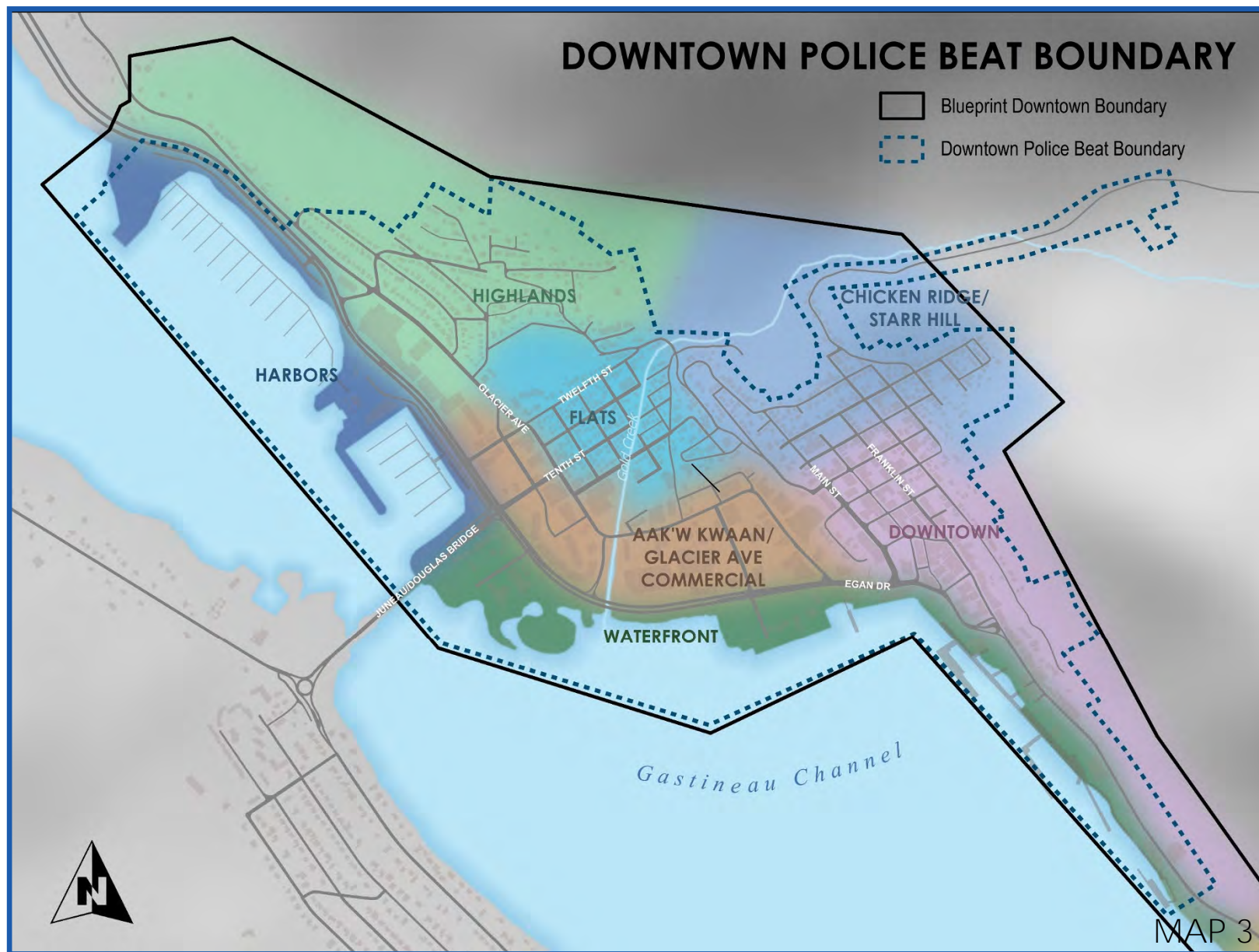
capita income of \$46,188, downtown is Juneau’s second most affluent neighborhood, trailing Auke Bay. As discussed elsewhere in this Plan, the historic neighborhoods downtown offer desirable real estate due to their unique character and central location. The neighborhoods are discussed in detail in Chapter 4, Land Use, Neighborhoods and Housing.

## A Safe and Welcoming Downtown

The cleanliness, comfort, and safety of Downtown are key to attracting residential, business, and tourism investment. Additionally, accessible tourist resources are essential to a positive visitor experience, and influence the likelihood of a future visit or positive recommendation. Because the perception of safety has an impact on the economic health of downtown; public safety emerged as one of the nine core focus areas through the Blueprint Downtown visioning process.

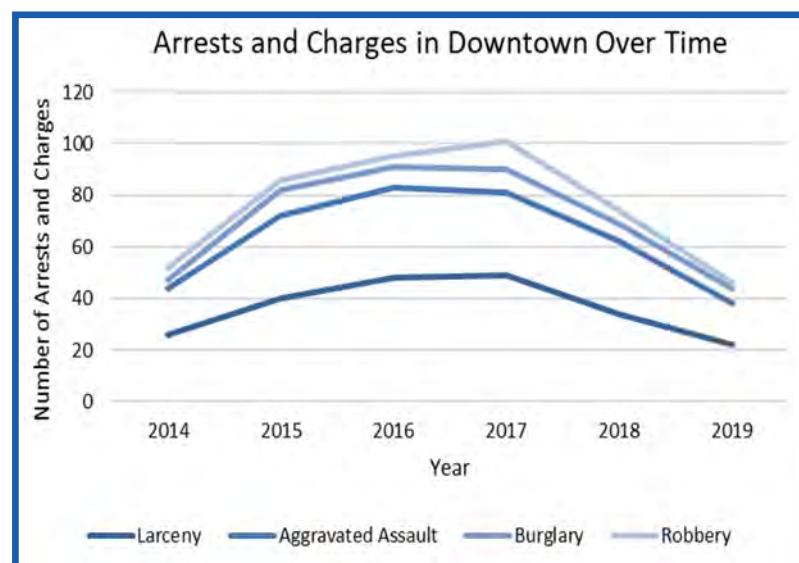
The city and its partners in mental health, homelessness, low-income housing, and other human services must continue to work together to address broad societal issues that tend to manifest in an urban environment. Funding and construction





of “Housing First,” a facility dedicated to housing the chronically homeless, is the single largest effort to this end. Following the completion of Phase 1, Bartlett Hospital and Juneau Police Department (JPD) have seen a reduction in service expenses for this population. Phase 2 was completed in 2020. The Glory Hall, a homeless shelter, opened a new facility in the Mendenhall Valley in July of 2021, and closed the downtown facility. Additionally, in 2019 CBJ Capital City Fire and Rescue (CCFR) took over management of the CBJ Sleep-off Center and the CARES Program from Bartlett, which connects people to services and reduces dependence on emergency services downtown and throughout the borough. The Sleep-off Center is located in the St. Vincent de Paul complex near the new Glory Hall site. In 2019 St. Vincent de Paul took over management of the cold weather shelter, which is housed in their valley complex.

Data shows that crime in the downtown area is trending down. However, public perception about crime does not reflect this reality. Public comment received during the visioning process indicated that



Source: Juneau Police Department

there is a strong public perception that downtown is negatively affected by homelessness and undesirable behaviors, despite declines in vagrancy and behavior issues. A challenge to both public safety, and the perception of public safety, is that those being served by Housing First, Glory Hall, and other providers with zero tolerance drug policies may not be the population responsible for on-going issues. Opioid addiction, and the issues that occur with it, are of growing concern. Additionally, officers who work downtown have reported that there is more opportunity for misconduct during the winter

months when more retail shops are closed and there is generally less activity downtown. The COVID-19 pandemic exacerbated this sentiment, with many downtown residents and business owners reporting public safety concerns with limited activity Downtown.

Supporting community partnerships is a key economic development activity for local governments. CBJ has the unique capacity to interact in some way with each member of the web of social service providers, mental health organizations, and local business networks. Community partnerships are relationships with non-CBJ organizations to further a community goal or need. Partnerships are mutually beneficial and represent a collaboration to support sustainability of a program and help create citizen and business engagement around certain activities or projects. Over the coming years, it will be important to continue to deepen relationships with existing community partners and to grow relationships with new ones. Partnerships are particularly vital to linking CBJ's management and regulatory role with its human service role, ensuring that all community

members have access to support services. Businesses – both individually and collectively – play an important role in ensuring downtown is clean and attractive, working with government and service agencies to report problems; this is especially critical for businesses operating during the winter.

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

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



Photo Credit: Ben Lyman

## CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED)

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

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

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



Photo Credit: Patrick McGonegal

## Housing as Economic Development

Housing contributes to the overall health of Downtown and supports business activity by enlivening the streets at all hours. In 2020, Juneau's Downtown contained approximately 1,755 dwelling units, with a population of about 3,058.

One of the strongest messages from the 2015 Juneau Economic Development plan was the clear connection between Juneau's economic success and an adequate supply of housing. The 2016 Housing Action Plan (HAP) reaffirms this nexus. The JEDP also recommends creating stronger

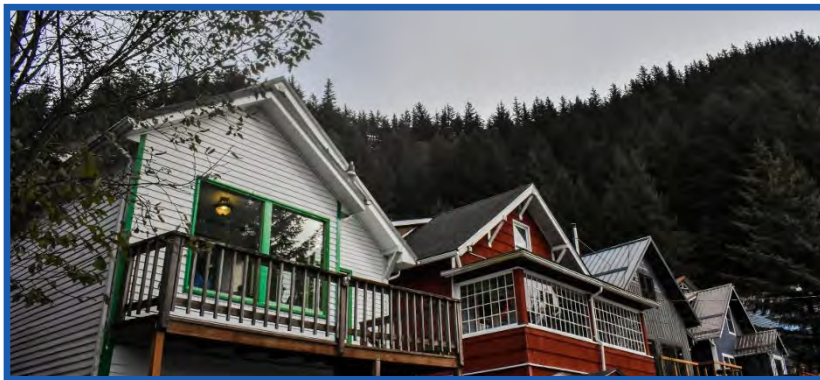


Photo Credit: Laurel Christian

partnerships between government, non-profit, and for-profit developers, as well as the development of incentives to spur housing development. This plan also states that downtown could be a much more vibrant, exciting place if more people lived there. The HAP highlights the importance of using available land more efficiently, and recommends rehabilitating historic properties as a way to revitalize downtown and provide more housing. Housing and Neighborhoods is one of the nine core focus areas developed through the Blueprint visioning process and is represented in several of the goals. Increased housing of all types is essential for increased downtown vitality.

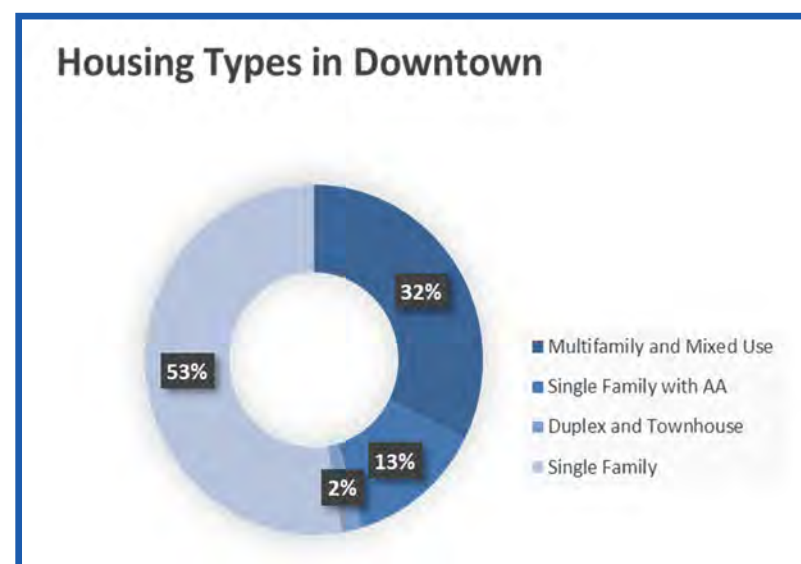
Housing development is a fundamental opportunity for revitalizing downtown and evolving into an 18-365 district. To accommodate a wide variety of people interested in living downtown, housing diversity is key. There are opportunities for higher density residential development, mixed-use development, infill development, and redevelopment. National trends show an increasing demand for "urban" living. Juneau's unique housing needs are based on seasonal changes

including housing for both legislative session and tourist season, which often overlap by several months. These groups are both in need of housing that is accessible to downtown. Despite demographic changes and the loss of state jobs to the Anchorage area, demand for workforce housing in downtown Juneau persists.

Developing additional housing, particularly in the Downtown and Áak'w Kwáan Village/Glacier Avenue subdistricts, will provide the following benefits: built-in 18-hour customer base; additional tax revenue; increased vibrancy; increased revenue for property owners; opportunities for adaptive-use and other historic preservation; new housing options for all ages and incomes; opportunity for “carless” living and associated reduction in parking demand. The 2018 Upstairs/Downtown Housing Inventory analyzed a small area within the Downtown subdistrict with the goals of better understanding downtown housing stock and barriers to development and to find opportunities for housing development in order to guide future discussion and creation of housing incentives.

Downtown housing accommodates a growing and

diverse residential population, requiring a wide range of housing types that are affordable to all incomes and abilities. The growth of the senior population as residents age in place suggests a need for more affordable, dense housing to support residents who no longer want to maintain single-family homes. Downtown lost more than 80 low-income units with the loss of the Bergmann Hotel and Gastineau Apartments within the past decade.



Source: Upstairs Downtown

Accessory apartments have been successful in adding small, affordable units.

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

## A Diversified Economy

Nationwide, downtowns are struggling due to the prevalence of online shopping and the resulting challenges for brick and mortar businesses. Juneau’s downtown was once a full-service shopping area with businesses that supported all aspects of life in a remote community. With the development of the Mendenhall Valley and Lemon Creek as shopping centers, the rise of online commerce, and the growth of the tourism industry, Juneau’s downtown has transitioned from a full-service economy to a tourism economy. This change has benefits – businesses are well kept and attractive – but many buildings are closed during the off-season and some residents feel that

*A vibrant, diversified, and stable economy built around a business climate that encourages entrepreneurship, investment, innovation, and job creation; and supports the environmental, cultural, and social value that make Juneau a great place to live and enjoyable place to visit.*

Vision: Juneau’s Economic Desired Economic Future. 2015 Juneau Economic Development Plan

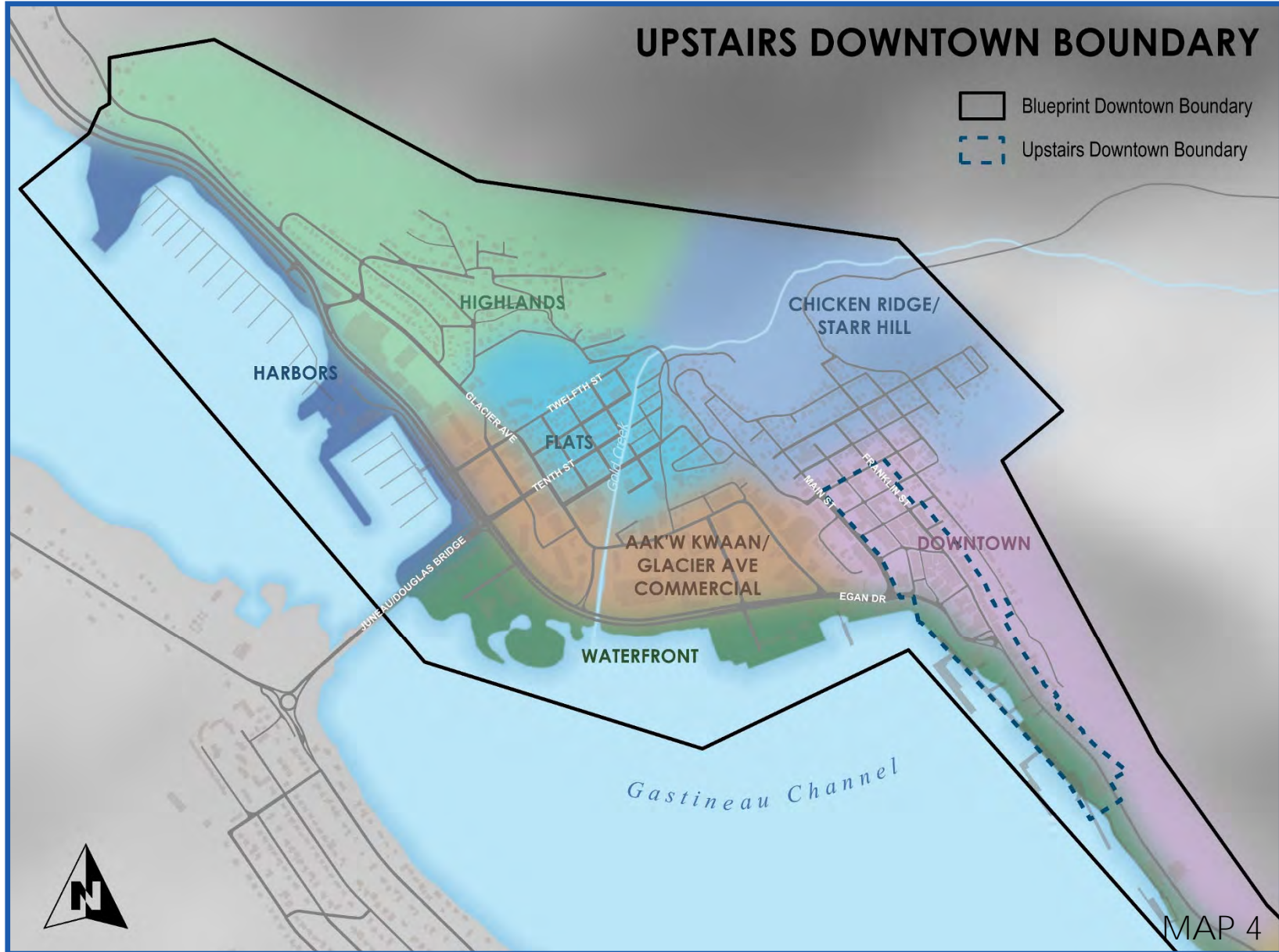




Photo Credit: Patrick McGonagal

downtown is no longer authentic – that by developing a tourist-friendly shopping area, the industry has “taken over” downtown Juneau.

In recent years, there has been an increase in adaptive reuse in the downtown districts. New restaurants, breweries, and a distillery create destinations for both residents and visitors. While South Franklin Street is largely populated with tourism-related businesses, the area from Ferry Way to the Capitol Building is home to a variety of

businesses that serve locals year-round. Proponents of developments at the Archipelago property and the Subport both stated the intention of prioritizing local businesses. While closed businesses during the winter months are cause for concern, it is also important to consider how many businesses a community of Juneau’s size can realistically support. Great downtowns present a shared experience; people go downtown for an experience, rather than a single errand or purpose. Juneau may see more immediate benefits by focusing revitalization efforts toward areas where there is already local support and momentum while



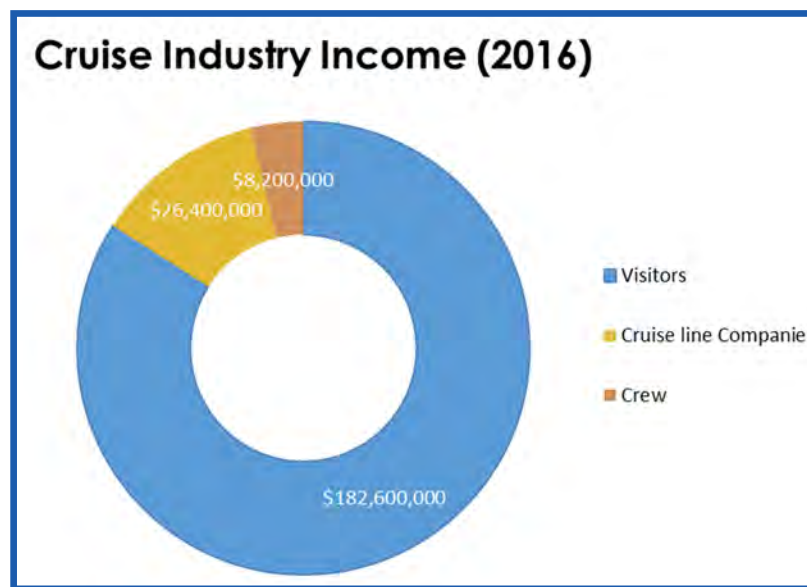
Photo Credit: Irene Gallion

working to keep the South Franklin area safe in the off-season. CBJ and business groups must explore opportunities for incentivizing year-round businesses, and seek creative ways to find business opportunities for seasonal businesses in all seasons and manage the impacts of businesses that are closed seasonally.

The cancelled 2020 cruise season, due to the global effects of the COVID-19 pandemic, presents a difficult lesson on the importance of the cruise industry to the local economy. This highlights the importance of expanding Juneau's tourism industry beyond cruise passengers. Increasing the number of independent travelers and drawing conferences and conventions to Juneau will reduce dependency on the cruise industry and potentially spread the tourist season thorough the year. Initiatives to develop heritage tourism and become a Northwest Coast art center are expected to attract independent travelers. Juneau's role as an arts community is discussed in detail in Chapter 5, Downtown Activities and Tourism. Opportunities exist for Juneau to capitalize on the economic potential of the arts industry, and the creative and

entrepreneurial vitality of our artistic community.

Juneau was scheduled to have 623 ship calls in 2020. The direct economic impact of the visitor industry was \$238 million in 2019. The Juneau Economic Study calculates total direct, indirect, and induced economic impact of the cruise industry in 2016 at \$319 million or 10% of Juneau's economic output (source: Federal Maritime Commission, p. 16-20). According to the "Southeast Alaska Business Climate and COVID-19 Impacts



Source: Southeast Conference

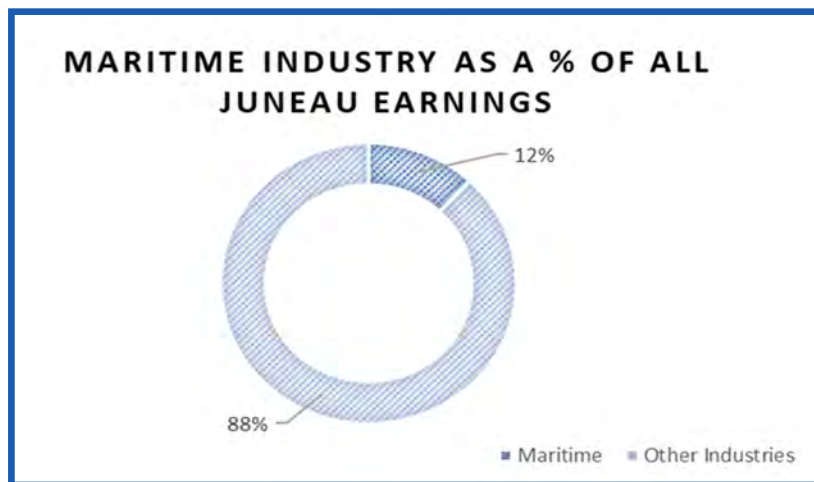
Survey 2020” published by Southeast Conference, 70% of business leaders reported lost revenue, while 43% of business leaders reported that “loss of cruise ships has an enormous impact” on their businesses (pg. 15). Of the \$218 million relief dollars invested in all industries over the last 12 months, more than \$74 million was invested directly into the Tourism industry (Southeast Conference, pg. 18). Than elsewhere in Alaska.



Photo Credit: Patrick McGonegal

## WORKING WATERFRONT

The waterfront comprises marine and upland activities associated with three functional areas: commercial, tourism, and recreation. The commercial activities have been termed as “working waterfront”, and include marine industrial or other non-tourism waterfront dependent/related uses. These include marine and bulk cargo and other industrial uses at the Rock Dump, the Coast Guard and NOAA near the Support, and Taku Smokeries near the Tram. Additionally, the Harbors



Source: Juneau Downtown Harbors Master Plan, Bridge Park to Norway Point

subdistrict includes commercial fishing support. The 2004 Long Range Waterfront Plan indicates the intent to maintain downtown Juneau's working waterfront. The 2017 Juneau Downtown Harbors Uplands Master Plan envisions expanding commercial fishing services. A concept articulated through the visioning work is "authentic." Maintaining and enhancing the working waterfront is one way of embodying authentic Juneau. However, cargo traffic generated at the Rock Dump is seen as conflicting with tourist traffic, and creates safety concerns. Recognizing the

importance of receiving cargo, Blueprint Downtown supports the Rock Dump remaining an industrial area, until such time an alternative deep-water port is established. According to the 2017 Juneau Downtown Harbors Uplands Master Plan, the maritime industry is the second largest sector for workforce earnings, after government. Additionally, Juneau is Alaska's top port for mid-sized vessels to larger vessels with more vessels identifying Juneau as their home port than else where in Alaska.

#### **JUNEAU'S MARITIME ECONOMY**

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

Source: Juneau Downtown Harbors Master Plan, Bridge Park to Norway Point

## Economic Initiatives

Although actions related to policies and processes in downtown can be important steps to spur new activity and development, it is also critical to have a holistic strategy to advertise those changes to partners. Providing clear and consistent messaging that highlights the actions of the city and partners, and shares the resulting success stories, can be an essential part of promoting downtown. This effort can help attract and retain new residents and businesses and encourage new development to support this growth. A successful

image and branding campaign can also give the community a sense of pride in downtown as a destination and resource for the city as a whole. Branding could be accomplished through a Main Street program (discussed below and in Chapter 5).

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

vibrancy and livability.

## JUNEAU ECONOMIC DEVELOPMENT PLAN

In 2015 the CBJ adopted a 10-year economic development plan for the entire borough. All of the identified initiatives support downtown improvement, but several impact the Blueprint Downtown planning area more directly, or can be focused to support downtown more directly. The eight potential initiatives identified in the plan are:

- Enhance Essential Infrastructure;
- Build the Senior Economy;
- Attract and Prepare the Next Generation Workforce;
- Recognize and Expand Juneau's Position as a Research Center;
- Build on our Strengths;
- Protect and Enhance Juneau's Role as the Capital City;
- Revitalize Downtown;
- Promote Housing Affordability and Availability.

## JUNEAU ECONOMIC DEVELOPMENT COUNCIL (JEDC)

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

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

All of these focus areas support the economic vitality of downtown Juneau. JEDC works with and supports, the Downtown Business Association (DBA) and coordinates with the Chamber of Commerce. JEDC also worked with DBA in achieving Main Street accreditation, which is discussed below. JEDC's FY2020 Status Report to the Assembly is found in

appendix H. A few examples of how JEDC supported economic vitality downtown include establishing a downtown Ambassador Program and the Umbrella Project, which provides umbrellas for loan throughout downtown, as well as support for the Visitor Products Cluster Working Group.

## MAIN STREET

The 2015 Juneau Economic Development Plan identified the National Main Street program as a strategy that many communities use to support small business development and revitalize downtowns. In 2016, the Juneau Downtown



Photo Credit: Michael Penn

Business Association contracted with the National Main Street Center to visit Juneau. This visit included, among other activities, a community visioning session and a workshop for businesses. The Technical Assistance Visit Report (Appendix I) identifies assets, challenges, opportunities and priorities. The report also includes recommendations for next steps, a conceptual budget and opportunities for funding. In 2019, Juneau became Alaska's first accredited Main Street Program.

Main Street is a flexible program that can take many forms. As a part of the organization, Juneau can take advantage of the practical advice and assistance available. The technical visit report states having a Downtown Coordinator is the most important tool needed for Juneau to be successful in implementing a downtown revitalization. The 1997 Capital City Vision Project, 2013 Comprehensive Plan and the 2015 Juneau Economic Development Plan recommend this as well. Successful downtown development requires a person dedicated to coordinating activities and improvements. Many Main Street communities have an organization, often a 501(c)(3) Nonprofit, funded by methods such as grants, special taxation districts

### Downtown coordinator may, among many tasks:

- Track and report downtown statistics.
- Develop and implement an image and branding campaign to market and promote Downtown and encourage residents and businesses, to "look local first" for purchases of goods and services.
- Advocate for development and improvement strategies that strengthen downtown as Juneau's city center including the advantages to telecommuters, to employers, both local and outside of Juneau
- Support and expand events that bring people to Downtown, including participating in programming and active management of public spaces.
- Facilitate connections among business owners to coordinate open hours, special events and marketing efforts that build on the Downtown identity.
- Create a "Downtown Clean and Safe" program that focuses on the following services: regular sidewalk cleaning, additional trash pickup, graffiti removal, block watches, coordination and communication with local police officers and safety ambassadors.

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

1. Comprehensive. A single project cannot revitalize a downtown or commercial neighborhood. An ongoing series of initiatives is vital to build community support and create lasting progress.
2. Incremental. Small project make a big difference. They demonstrate that “thing are happening” on Main Street and refine, the skills and confidence the program will need to tackle project that are more complex.
3. Self-Help. Only local leadership can breed long-term success by fostering and demonstrating community involvement and commitment to the revitalization effort.
4. Public/Private Partnership. Every local Main Street program needs the support and expertise of both the public and private sectors. For an effective partnership, each must recognize the strengths and weaknesses of the other.
5. Identifying and Capitalizing on Existing Assets. Unique offering and local assets provide the solid foundation for a successful Mail street initiative.
6. Quality. From storefront design to promotional campaigns to special events, quality must be instilled in the organization.
7. Change. Changing community attitudes and habits is essential to bring about a commercial district renaissance. A carefully planned Main Street program will help shift public perceptions and practices to support and sustain the revitalization process.
8. Action Oriented. Frequent visible changes in the look and activities of the commercial district will reinforce the perception of positive change. Small, but dramatic, improvements early in the process will remind the community that the revitalization effort in underway.

Source: Main Street America

FIGURE 11

such as a Business Improvement District (BID), and donations. Some of these Main Street programs manage street clean-ups, safety officers, programing, and façade improvements.

Juneau's participation in the Main Street program is in its infancy with ample opportunity to grow and develop. Developing funding streams is a critical component of getting the Main Street program to its full potential. The Main Street program is also discussed in Chapter 5.



Source: Main Street America

FIGURE 12

## Public Facilities and Infrastructure

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

### PUBLIC UTILITIES

Public utilities downtown include water, sewer and stormwater systems. Utilities in the planning area were originally installed many years ago. As streets are reconstructed, water, sewer and stormwater systems are replaced. For example the current Capital Improvement Plan includes funding for improvements to downtown streets which include

#### District Heat

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

sewer replacement. This practice provides efficiencies and minimizes impacts on adjacent property owners.

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

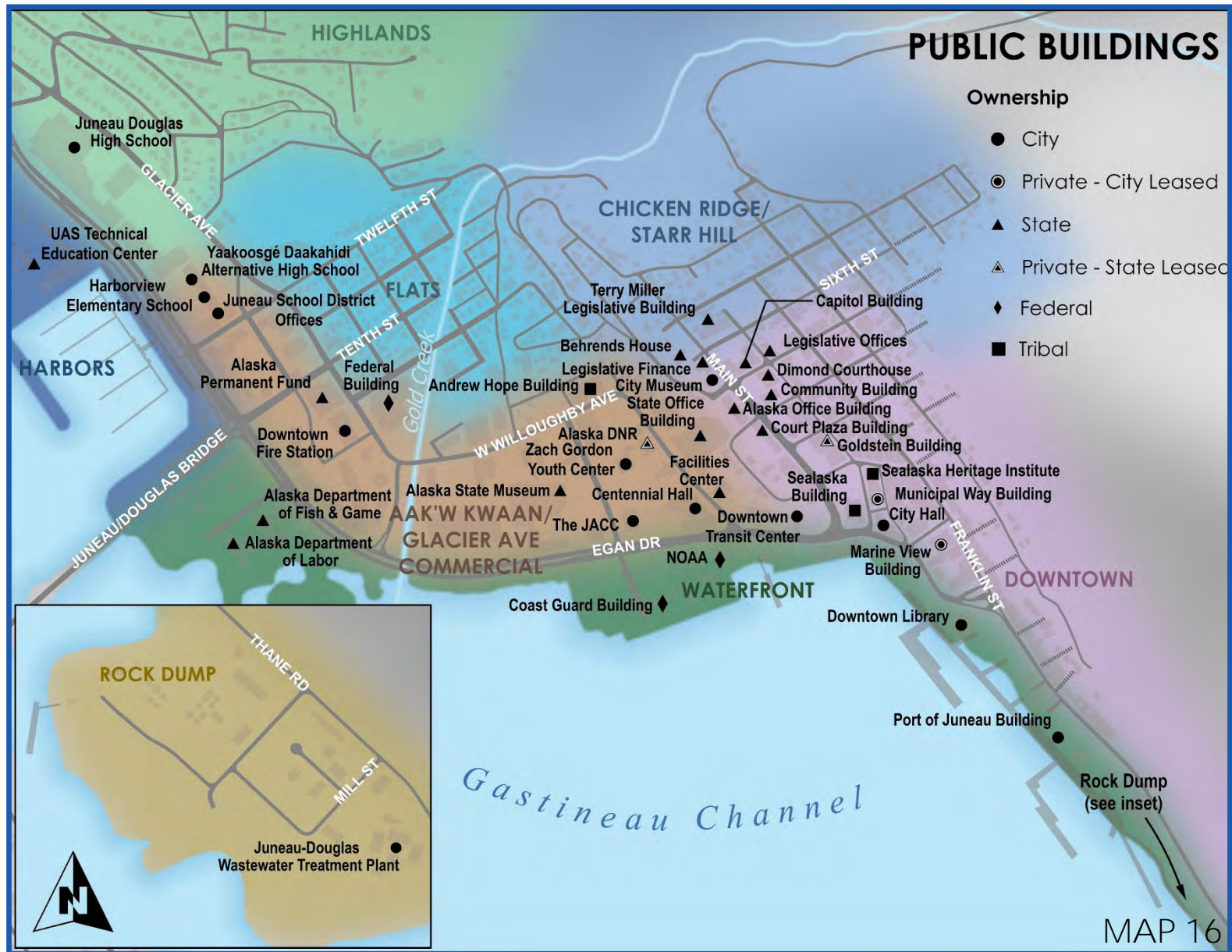
District heating for the downtown core was identified in the 2018 Juneau Energy Strategy as a way of reducing both heating costs and the use of fossil fuels. The 2011 Willoughby District Plan states one of the area's assets it is an excellent location for a District Heat and/or Energy Project, primarily because there are many large publicly owned facilities in a compact area. Efforts were made to install infrastructure for a future district heat system during the Egan Drive reconstruction. Ultimately, the reconstruction project was completed without the added pipes.

The Blueprint Downtown study area also includes the school district campus, with Harborview Elementary School, Juneau Douglas High School:



Photo Credit: Patrick McGonegal

Yadaa at Kalé, Montessori Borealis School, Juneau Community Charter School, and Yaa<sup>k</sup>oosgé Daakahídi Alternative High School and the district offices. The University of Alaska Southeast also has a Technical Education Center, located in downtown Juneau, which consists of technical, construction and mechanical labs, a mine simulator, classrooms, and office space.



| MARIE DRAKE<br>PLANETARIUM  | JUNEAU-DOUGLAS<br>YADAA.AT KALÉ<br>HIGH SCHOOL  | HARBORVIEW<br>ELEMENTARY<br>SCHOOL  | AUGUSTUS BROWN<br>POOL  | ZACH GORDON<br>YOUTH CENTER  |
|---|---|---|---|--|
| <p>Amenities: 30 foot dome with theater style seating</p> <p>Description: Planetarium, constructed in the 1960s, operated by a nonprofit, hosts astronomy talks and other public events.</p> <p>Opportunities: Additional community programming, children's programming</p> | <p>Amenities: Auditorium, gymnasium</p> <p>Description: 9-12 high school</p> <p>Opportunities: The auditorium is already used for plays and concerts, and can also accommodate large public meetings. Art classrooms and shop facilities can be used for adult education classes.</p> | <p>Amenities: Two playgrounds, covered play shelter, turf field</p> <p>Description: K-5 elementary school, gymnasium and commons. Rooms may be available for community use</p> <p>Opportunities: Continue making the turf field and playground available for public use</p> | <p>Amenities: Lap pool, Aqua Climb climbing wall, high/low diving boards, warmer recreation pool, dry sauna and exercise deck with equipment</p> <p>Description: A 75 foot long lap pool, with amenities, may be rented, offers wide variety of swimming lessons, fitness classes and recreational swimming</p> <p>Opportunities: Expand senior programming and include dryland fitness classes such as yoga, tai chi and weight training. Add a small gym or multi-use space</p> | <p>Amenities: Indoor, outdoor basketball courts, weight room, exercise equipment, ping-pong, foosball, pool tables, outdoor fire pit, board games, outdoor garden, commercial kitchen</p> <p>Description: Offers, drop-in youth activities, provides hot meals, referrals to necessary supports for youth and families in need. Serves as headquarters for CBJ Parks and Recreation's youth and social services programming</p> <p>Opportunities: Expanded programming as grant funds become available</p> |

## Sustainability & Resiliency

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

Many of the actions recommended by this plan support sustainability, such as mixed-use buildings, redevelopment of existing buildings, increased walkability, and economic diversity. Continuing and expanding these sustainable practices will aid in maintaining our area's inherent beauty and enhance our quality of life.

During the course of the Blueprint Downtown planning process the COVID-19 pandemic changed life in Juneau. Many of these changes will

likely be with us moving into the future. Community success requires resilience and adaptability when faced with unexpected challenges such as the pandemic. Many of the recommendations from past plans, and Blueprint Downtown, when implemented, will position downtown to be economically and socially resilient. At the same time, the pandemic has opened up opportunities. One such opportunity is that more of the work force is remote. Juneau can capitalize on this by attracting new residents, and entice past residents to return, by promoting the unique quality of life that we offer.

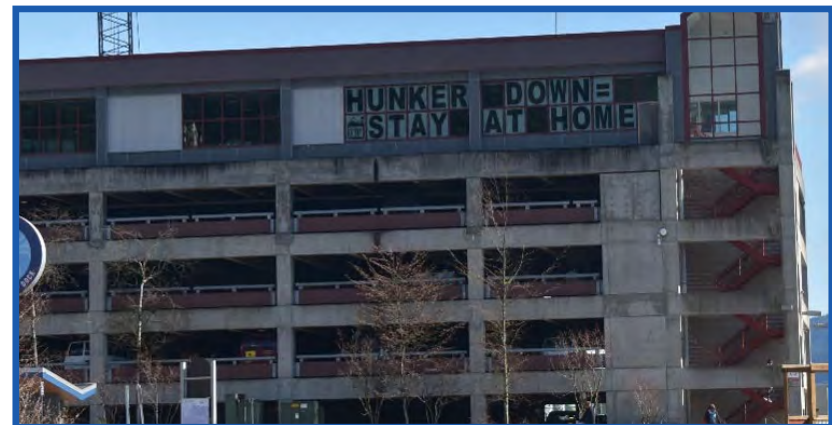


Photo Credit: Allison Eddins

Another important lesson from the pandemic is the need to diversify Juneau's year-round economy to accommodate new and growing industries. The area would also benefit from promoting diversified tourism products, emphasizing independent travelers and attracting conferences and conventions. Cruise tourism and an office-based workforce will likely return to an extent, however an adaptable and resilient local economy can serve these markets while also incorporating new industries and opportunities.

The pandemic has also demonstrated the need for more outdoor dining spaces. Due to Juneau's weather and limited outdoor space, food service businesses have not been designed to create outdoor seating and dining areas. Other communities have allowed restaurants to convert street parking spaces to outdoor seating and expanded allowed sidewalk seating. This type of use is discussed in Chapter 4 and 5 and

*Opportunity  
Brickyard Park (aka  
The Deckover)  
Could be used/  
managed for outdoor  
seating outside cruise  
season*

should be encouraged in Juneau to support local business and enhance vibrancy downtown.

Yet another challenge the pandemic brought to the forefront is food security. Food security is a measure of the availability of food and individuals' ability to access it. Because of Juneau's reliance on the shipping in of most food, food security concerns are felt community wide. This is contrary to other communities where food security is typically seen as an economic issue. Community gardens are a strategy to decrease food insecurity because of their ability to provide access to nutritious food. Establishing more community gardens will somewhat reduce our dependence on goods being shipped in. Community gardens can also create a sense of community and when implemented at a neighborhood scale serve as a placemaking tool. In addition to residents growing or harvesting their own food, there are an increasing number of local agriculture, aquaculture, and small businesses (downtown and beyond) that enhance Juneau's food security and provide valuable offerings for the community.

Another aspect of food security is food waste.

Many successful downtowns have developed programs for sharing and distributing food still appropriate for consumption and composting waste. Distributing food instead of throwing it in the trash has a strong societal benefit, feeding those in need, and reducing the waste stream into the landfill. Composting of appropriate food waste would also help to lengthen the life of the landfill and support agriculture of all types.

## Historic Resource Preservation

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

years, many historic buildings have been lost, making those that remain even more important if downtown is to keep a link to its past.

Designated historic landmarks and the centrally located Historic District are invaluable cultural resources that can contribute substantially to downtown's economic vitality and identity. There are undesignated historic properties scattered throughout the Blue print Downtown study area that lack the financial incentives and protections available to designated historic landmarks. One of the best ways to identify and document historic properties is through building surveys. These



Photo Credit: Allison Eddins

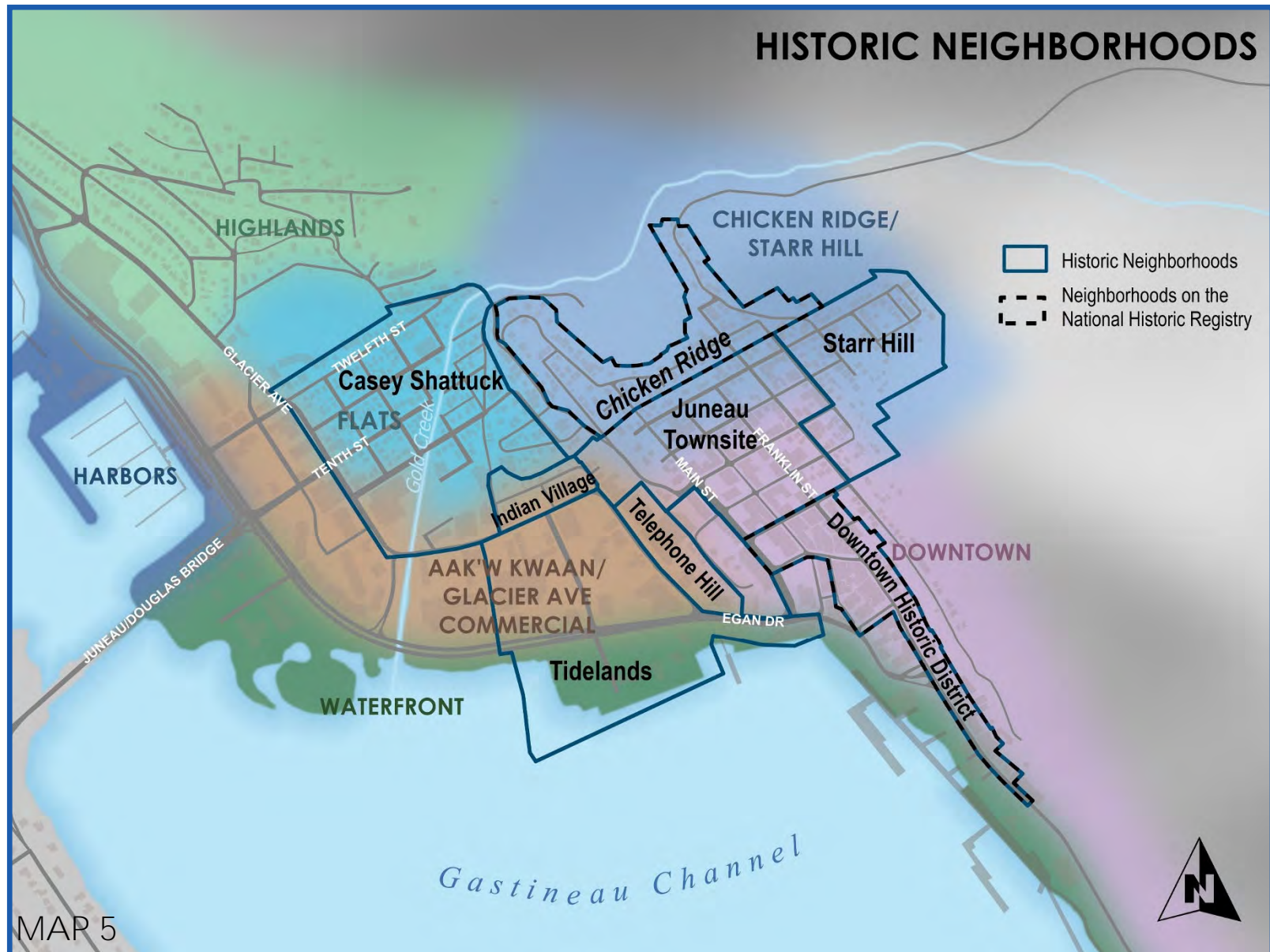
surveys inform a community about the historic resources it contains and why they may be important. They are used specifically in the evaluation of the local or state significance of a structure or location, as well as eligibility for listing on the National Register of Historic Places. Ideally, building surveys should be updated every 10 years or so in order to provide an accurate record of our historic structures.

Numerous state and federal grants are available to assist property owners of historic buildings. In order to qualify for federal funds, buildings must be listed on the National Register of Historic Places, or exist within a historic district that is listed on the National Register. The Downtown Historic District and the Chicken Ridge Historic District 9 are both listed on the National Register of Historic Places. State grant funding can help support survey and building maintenance work. Many communities have seen these funds used to leverage additional private investment. The infusion of private and public funds can make a significant impact when focused in a relatively small area, such as the Blueprint Downtown study area.

The restoration and preservation of historic properties maximizes the use of existing materials and infrastructure and reduces waste and consumption. The restoration of existing buildings has a lower climate impact than new construction and is a key to sustainable development.

It is important to recognize that despite the many benefits of preserving historic resources there may be impacts and each proposal to preserve or remove a historic resource should include a consideration of the benefits and costs, which should then be evaluated with consideration of the long term goals and vision for the Blueprint Downtown study area.

With a few exceptions, the built environment within the study area is representative of the mining history and the European building styles that were brought over with the first miners. While maintaining and documenting these building styles is key to preserving Juneau's historic character, it is equally important that Alaska Native culture be represented in the built environment. The Front and Franklin Street Redesign Project inserted medallions with Tlingit phrases and art. The Sealaska Heritage






Institute erected three house posts on the corner of Front and Seward Streets, which is now formally named Heritage Corner. More projects like this will be critically important in creating cultural representation.



The values associated with preserving historic and cultural resources include:











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







Photo Credit: Patrick McGonegal





| GOALS   | ACTION  | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS  |
|---|---|-------------------------------------|---------------------------------|---|
|    | <p>Expand investment downtown:</p> <ul style="list-style-type: none"> <li>• Develop stronger partnerships between government, non-profit and for profit developers;</li> <li>• Examine road blocks to public/private partnerships and joint developments of housing, mixed use, parking structures, and/or land leases and take steps to eliminate them;</li> <li>• Develop opportunities to use outside funding to support downtown investment.</li> </ul> | CDD, EPW, JEDC, DBA, JCC            | On-going                        | HAP, JCP  |
|  | <p>Create a "Downtown Clean and Safe" program that focuses on the following services:</p> <ul style="list-style-type: none"> <li>• Regular sidewalk cleaning;</li> <li>• Additional trash pickup;</li> <li>• Graffiti removal;</li> <li>• Block watches;</li> <li>• Coordinate and communicate with local police officers and safety ambassadors;</li> <li>• CPTED practices.</li> </ul>  | JPD, JEDC, DBA, JCC                 | Near                            |  |

















| GOALS   | ACTION   | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS      |
|---|--|-------------------------------------|---------------------------------|---------------------|
|    | <p>Support and encourage 18/365 to improve vibrancy and attractiveness of downtown to residents and visitors:</p> <ul style="list-style-type: none"> <li>• Implement mechanisms to require or incentivize mixed use development;</li> <li>• Use Juneau's seasonal nature to strengthen and develop business and activity ;</li> <li>• Incentivize year-round businesses program areas where businesses are closed seasonally so the areas remain active;</li> <li>• Create processes that allow for short term uses and temporary structures to activate vacant lots and store fronts and lower the barriers to success for start-ups;</li> <li>• Encourage public art, events, and placemaking opportunities at public parks and CBJ owned land/facilities including seasonal programming opportunities at parks and recreation facilities;</li> <li>• Require mixed use and housing on CBJ lands in the redevelopment of the harbors.</li> </ul> | CDD, DBA, JEDC, P&R, EPW, JCC       | Near                            | JCP, WDP, JEDP, HAP |
|  | <p>Implement year-round programming along the south end of the Seawalk and at CBJ Archipelago site and encourage year-round programming at the privately held Archipelago site.</p>  | DH, Private                         | Near                            | JCP, JCV            |






| GOALS  | ACTION  | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS |
|--|---|-------------------------------------|---------------------------------|----------------|
|               | <p>Support the Alaska Committee's planning and development efforts to keep State jobs in Juneau.</p>  | CBJ, State, JEDC                    | On-going                        | JEDP, JCP      |
|      | <p>Nurture preservation, restoration and revitalization of downtown:</p> <ul style="list-style-type: none"> <li>• Develop and advertise historic preservation opportunities;</li> <li>• Encourage the expansion of the historic district or creation of new historic districts;</li> <li>• Provide a variety of incentives to property owners for restoration, rehabilitation, and adaptive reuse;</li> <li>• Create a locally funded program to augment other programs and can be combined with housing fund resources to assist owners in obtaining funding for rehabilitation and restoration of housing units within historic buildings;</li> <li>• Evaluate the benefits and costs for each proposal to preserve, modify or remove a historic resource with consideration of the long term goals and vision for the Blueprint Downtown study area;</li> <li>• Work with the state to encourage better maintenance of their buildings.</li> </ul> | CDD, HRAC, State                    | Near                            | JCPP, JCP, HAP |






| GOALS   | ACTION  | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS  |
|---|---|-------------------------------------|---------------------------------|---|
|    | <p>Explore and implement programs for local business such as:</p> <ul style="list-style-type: none"> <li>• Low interest loans;</li> <li>• Tax breaks;</li> <li>• Tax Increment Financing;</li> <li>• Community Reinvestment Area Program;</li> <li>• Business plan development assistance for small local businesses;</li> <li>• Preferential business loans for businesses that operate downtown.</li> </ul>   | CDD, JEDC, DBA, Law                 | Near                            | JCP, HAP, JEDP  |
|  | <p>Crime Prevention Through Environmental Design (CPTED)</p> <ul style="list-style-type: none"> <li>• Implement all aspects of CPTED – clean, attractive, active, exterior windows, marketing and active programming by encouraging residents, businesses and developers to contact JPD for CPTED consultations;</li> <li>• Incentivize new development projects to seek CPTED consultations at the planning stages of development;</li> <li>• Provide improved street lighting, stair and sidewalk lighting, parking lot lighting (use CPTED principles).</li> </ul> | JPD, CDD, EPW                       | On-going                        |  |




| GOALS   | ACTION  | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS                 |
|---|---|-------------------------------------|---------------------------------|--------------------------------|
|  | <p>Facilitate the provision of an adequate supply of various housing types and sizes to accommodate present and future housing needs for all economic and age groups:</p> <ul style="list-style-type: none"> <li>• Provide incentives to encourage tourism related businesses to contribute to the housing needs for their workers;</li> <li>• Implement and enforce a blighted properties ordinance to encourage owners to repair downtown buildings;</li> <li>• Develop incentives and provide assistance to upgrade and permit existing illegal housing units;</li> <li>• Monitor the success of the 12 year housing tax abatement program and expand or make adjustments if necessary;</li> <li>• Examine zoning districts with a goal of increased housing throughout the Blueprint Downtown planning area and incorporation of "Missing Middle" housing, including: <ul style="list-style-type: none"> <li>◦ Consider smaller lot sizes reflective of historic development;</li> <li>◦ Reduce or eliminate setbacks;</li> <li>◦ Increase density with duplexes, multifamily, accessory apartments and mixed uses or consider eliminating maximum density altogether;</li> <li>◦ New development that reflects the existing neighborhood character;</li> </ul> </li> <li>• Consider eliminating maximum density requirements in favor of "form based" zoning or other zoning framework that regulates impacts and appearance.</li> </ul> | Law, CDD                            | On-going                        | DHMP, WDP, CVP, HAP, JEDP, JCP |







| GOALS   | ACTION  | ANTICIPATED IMPLEMENTING PARTNER(S)      | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS |
|---|---|--|---------------------------------|----------------|
|    | <p>Increase the number of independent travelers to diversify the economy with more year round and varied tourism:</p> <ul style="list-style-type: none"> <li>Promote heritage and cultural tourism;</li> <li>Promote conferences and conventions;</li> <li>Expand number of available hotel rooms.</li> </ul> | SHI, Travel Juneau, JEDC, DBA, JAHC, JCC | On-going                        | JCP, CVP       |
|    | <p>Support efforts to expand and promote Juneau as an arts community including:</p> <ul style="list-style-type: none"> <li>SHI as the Northwest Coast arts center;</li> <li>Develop the arts and cultural campus in the Áak'w Kwáan Village District.</li> </ul>  | JAHC, SHI, SLAM,                         | On-going                        | JEDP, WDP      |
|   | <p>Encourage integrated art and cultural elements, including a significant Alaskan Native component into new development, renovations and public facilities.</p>  | CDD, EPW, Private                        | On-going                        | JCP, WDP       |
|  | <p>Promote uses and facilities that enhance the public realm, such as ground floor retail, plazas and parks, public seating, landscaping and street trees. Establish policies and procedures for seating design, placement and management.</p>  | CDD, DBA, EPW, DH, Private, JCC          | On-going                        | JCP, JEDP, WDP |









| GOALS  | ACTION  | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS       |
|--|---|-------------------------------------|---------------------------------|----------------------|
|  <br>          | Provide adequate, safe, clean and well identified public restrooms and monitor for safety.  | EPW, JPD, P&R                       | On-going                        | JCP                  |
|  <br>          | Complete the Seawalk.   | EPW, DH                             | On-going                        | LRWP                 |
|  <br>          | Establish design guidelines that: <ul style="list-style-type: none"> <li>• Include CPTED principles;</li> <li>• Incorporate the design guideline recommendations of the Long Range Waterfront Plan, Historic District and the Willoughby District Plan;</li> <li>• Are developed through a public process;</li> <li>• Allow flexibility;</li> <li>• In the Historic District, allow for architectural creativity and modern interpretations of historical features for new construction.</li> </ul>   | CDD, HRAC, DBA, NA                  | Near                            | WDP, LRWP, JCPP, JCP |
|  <br>  | Fund and staff a dedicated entity: <ul style="list-style-type: none"> <li>• To oversee downtown improvements using the established Main Street program;</li> <li>• Identify and track additional metrics for measuring progress revitalizing downtown.</li> </ul> The dedicated entity may be: <ul style="list-style-type: none"> <li>• Housed solely within CBJ, within an existing organization, such as JEDC or the DBA;</li> </ul> <b>OR</b> <ul style="list-style-type: none"> <li>• A newly created organization, such as a Local Improvement District (LID) or Business Improvement District (BID).</li> </ul> | CDD, Manager's Office, JEDC, DBA    | Near                            | JCP, JVP, JEDP       |

| GOALS   | ACTION   | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS  |
|---|--|-------------------------------------|---------------------------------|---|
|    | Establish a unified image for the Downtown and Áak'W Kwaan Village/Glacier Avenue subdistricts that promotes a sense of place using streetscape amenities such as benches, trash cans and signage.   | EPW, P&R, DH, DBA, JCC              | Near                            | JCP, JCV, WDP, JEDP   |
|    | Centralize management and permitting of vendors and commercial tours at CBJ controlled facilities, including the implementation of Parks & Recreation's Commercial Use regulation for parks. Vendors should be managed to minimize their footprint.  | CDD, P&R, DH, TBMP                  | Near                            |  |
|   | <p>Implement pedestrianization, parklets and restricted vehicle access where increased retail benefits will accrue. Emergency service access should be designed into any implementation of pedestrianization. Possible areas to consider are:</p> <ul style="list-style-type: none"> <li>• Seward Street;</li> <li>• S. Seward Street;</li> <li>• Front Street ;</li> <li>• N. Franklin (Front to 2<sup>nd</sup> Street).</li> </ul> | EPW, JEDC, DBA, JPD, CDD            | Near                            | JEDP, JCP   |
|  | Develop a system to coordinate seasonal housing to ensure units do not remain vacant.  | Housing Office, Private             | Mid                             | HAP   |

| GOALS   | ACTION  | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS  |
|---|---|-------------------------------------|---------------------------------|---|
|    | <p>Redevelop Marine Park including:</p> <ul style="list-style-type: none"> <li>• Space for public performances and free flow of people;</li> <li>• Use the principles of CPTED, Placemaking and Power of Ten in planning and management;</li> <li>• Wi-Fi access that discourages clustering of people.</li> </ul>  | P&R, EPW                            | Long                            | PMP   |
|    | <p>Incentivize current and new businesses offering goods and services to local residents.</p>   | DBA, JEDC, JCC                      | On-going                        | JCP   |
|   | <p>Street reconstruction projects should:</p> <ul style="list-style-type: none"> <li>• Strive for “complete streets” that accommodate the needs of all roadway uses (pedestrians, drivers, cyclists, transit);</li> <li>• Consider pedestrian and bicycle access;</li> <li>• Coordinate with water/sewer replacements;</li> <li>• Include infrastructure to accommodate future district heating;</li> <li>• Include EV charging infrastructure;</li> <li>• Include public art in the Downtown and Áak’w Kwáan Glacier Avenue subdistricts;</li> <li>• Incorporate benches and wider sidewalks where right-of-way widths allow;</li> <li>• Underground utilities when feasible.</li> </ul> | EPW, AKDOT                          | On-going                        | JCP, WDP, NMTP, JCAP, JRES  |
|  | <p>Collaborate with the visitor industry in TBMP stewardship.</p>   | CBJ, TBMP, CLIA                     | On-going                        |  |

| GOALS   | ACTION   | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS  |
|---|--|-------------------------------------|---------------------------------|---|
|    | <p>Expand Juneau's Coordinated Entry System (CES) by lowering barriers to housing for Juneau's unsheltered and sheltered homeless households:</p> <ul style="list-style-type: none"> <li>• Improve access to the CES through Coordinated Street Outreach;</li> <li>• Establish evidence-based practices for service delivery based on a Housing First Philosophy;</li> <li>• Increase the number of housing units for Coordinated Entry referrals;</li> <li>• Support a data-driven partnership between CBJ and the Juneau Coalition on Housing &amp; Homelessness (JCHH).</li> </ul>  | JCHH, Service Providers             | On-going                        |  |
|  | <p>Improve safety, appearances and reduce waste:</p> <ul style="list-style-type: none"> <li>• Develop more creative ideas/solutions for bear proof trash cans;</li> <li>• Educate businesses and residents about CBJ regulations in regard to littering and trash removal;</li> <li>• Work with business owners to develop more practical recycling and packaging practices;</li> <li>• Develop a recognition program that rewards businesses that participate in compost and recycling programs;</li> <li>• Develop a program for property managers, tenants and residents to work together to reduce waste, including food waste;</li> <li>• Work with business owners and private waste management companies to develop more practical trash disposal practices;</li> <li>• Provide water-bottle filling stations.</li> </ul> | ADFG, JCOS, DBA, JCC, JEDC          | Near                            | JCP, JCAP, WDP  |

| GOALS   | ACTION   | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS  |
|---|--|-------------------------------------|---------------------------------|---|
|    | Undertake a market study to determine what types of businesses and commercial rental rates the local market would support downtown.  | CDD, JEDC, DBA, JCC                 | Near                            |    |
|    | Parking <ul style="list-style-type: none"> <li>• Implement the 2010 Downtown Juneau Parking Management Plan;</li> <li>• Implement metering (and supportive education program);</li> <li>• Prioritize consistent enforcement;</li> <li>• Implement a travel demand management program;</li> <li>• Develop and promote a parking app to assist drivers to quickly find, and pay for, available parking;</li> <li>• Implement an agreement for use of State parking facilities in evenings and weekends and for use during events;</li> <li>• Improve parking at the school district campus.</li> </ul> | EPW, P&R, JSD                       | Near                            | JCP, WDP, JEDP, ATP, DPMP   |
|  | Require canopies and covered walkways throughout the downtown core and Áak'w Kwaan Village/Glacier Avenue subdistrict.   | CDD                                 | Near                            | JCP, WDP, JCPP  |
|  | Reduce industrial truck traffic passing through downtown.  | CBJ, Private                        | Mid                             |  |

| GOALS   | ACTION  | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS   |
|---|---|-------------------------------------|---------------------------------|--|
|    | Relocate City Hall and redevelop the area as a connection between downtown and Marine Park.   | CBJ                                 | Long                            |   |
|    | Support development of community gardens in parks and neighborhoods.  | P&R, NA, CDD                        | On-going                        | JCAP, JCP, JRES  |
|    | Support and encourage neighborhood associations to: <ul style="list-style-type: none"> <li>Foster communication among residents, businesses and organizations, including the CBJ;</li> <li>Encourage public involvement;</li> <li>Provide recommendations to City agencies on topics that affect them such as a way to facilitate neighborhood specific placemaking.</li> </ul> | NA, City Clerk                      | On-going                        | CVP, HAP   |
|   | Provide sufficient resources to CBJ and AKDOT street maintenance to clear snow and ice and to maintain enhancements when street improvements incorporate complete streets and traffic calming features.   | EPW, AKDOT                          | On-going                        |  |
|  | Implement methods of managing or regulating short-term nightly rentals.   | CDD                                 | Near                            | HAP  |
|  | Explore feasibility and funding opportunities to provide shore power to docked cruise ships, coordinating with electric companies to ensure adequate electrical capacity.   | EPW, DH, Private                    | Near                            | JCAP, JRES   |












| GOALS   | ACTION   | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS  |
|---|--|-------------------------------------|---------------------------------|---|
|    | Establish a MOU between CBJ and CLIA which includes a maximum of five large ships at one time, no hot berthing and arrival and departure times of docks scheduled to disperse impacts. | CBJ, CLIA                           | Near                            |    |
|    | Incentivize electric tour buses to reduce emissions.   | CBJ, JCOS                           | Near                            | JRES  |
|    | Support construction of a single cruise ship berth at the Subport subject to conditions as outlined by the VITF.   | CBJ, Private                        | Mid                             |    |
|    | Pursue the 2 <sup>nd</sup> crossing from Juneau to Douglas.  | CBJ, AKDOT                          | On-going                        | JCP, JEDP   |
|    | Pursue development of a deep water port alternative to the Rock Dump.  | CBJ, AKDOT                          | On-going                        | JCP, JEDP   |
|   | Implement an EV charging permit program and provide EV charging facilities at CBJ facilities. Encourage or require EV charging facilities in commercial and multi-family developments. | EPW, P&R, DH                        | Near                            | JCAP, JRES  |
|  | Allow use of space in CBJ tour bus staging areas as loading zones during off-peak times.   | EPW, DH, P&R                        | Near                            |  |
|  | Monitor downtown air quality. Consider introducing minimum emission standards for Commercial Vehicles if air quality is a problem.   | DEC                                 | Near                            | JCP, JCAP   |



Image: Karena Perry



Image: Karena Perry



Image: Flats Families



Image: Barbara Sheinberg



Image: Flats Families



Image: Flats-Families



Image: Flats Families



Image: Irene Gallion



Photo Credit: Patrick McGonegal

## CHAPTER 4.

# LAND USE, NEIGHBORHOODS & HOUSING

---



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

This chapter describes the eight downtown subdistricts and makes recommendations to guide future land use decisions, physical character and placemaking opportunities specific to the district.

Housing patterns in the Blueprint area exhibit an unusual imbalance. Perimeter neighborhoods, such as the Casey - Shattuck (Flats), Starr Hill, Chicken Ridge and the Highlands are highly sought after, with most homes in good condition and increasing in value. Meanwhile, the central core has lost housing units through redevelopment, fire, or lack of

### What is comprehensive planning?

Comprehensive planning is a process that determines community goals and aspirations in terms of community development. A comprehensive plan is a local government's guide to a community's physical, social, and economic development.

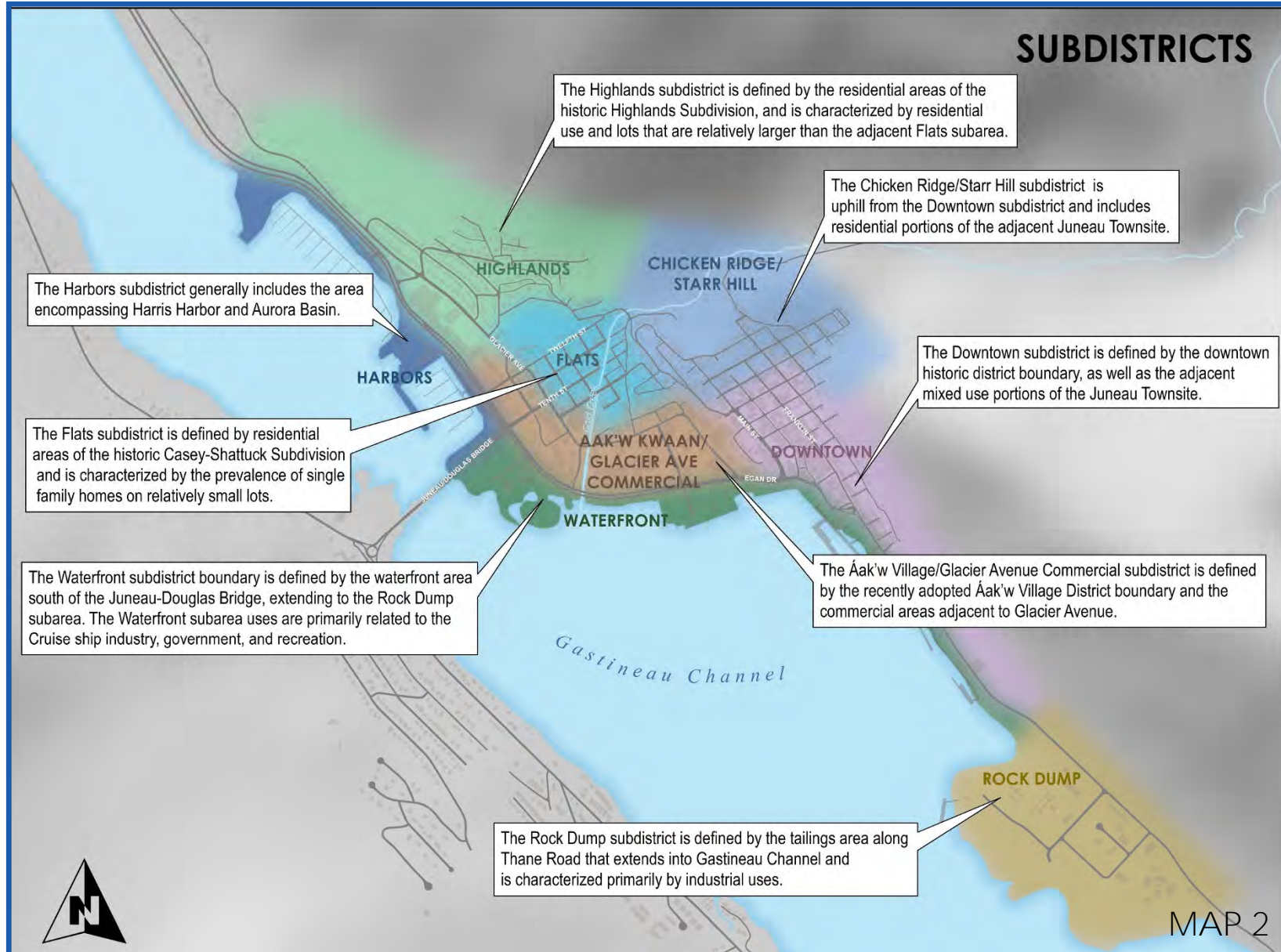
Comprehensive plans are not meant to serve as land use regulations in themselves; instead, they provide a rational basis for local land use decisions with a twenty-year vision for future planning and community decisions.

### What is land use?

Land use describes how people are using the land, whereas, land cover indicates the physical land type. Examples of land use include: housing, offices, ball fields. Examples of land cover include: forests, wetlands, lakes and oceans.

### What is zoning?

The act of setting rules for the use of land and the types of structures that can be built on it.



maintenance. The perimeter neighborhoods are primarily single-family units, and core housing is apartments. The Visioning Report identifies the impact that short-term rentals (AirBnB and VRBO) have had on long-term rental housing. The loss of housing, predominantly apartments, has created a lack of affordable housing downtown. This segment of downtown is attractive to younger residents, those interested in living a “car-free” life-style, and seasonal tenants (both legislative and tourism-based). These residents are supported by a service industry with dining, entertainment, and other amenities. As more attractive housing becomes available downtown, business opportunities will grow. An animated downtown is a great place to live by developing diverse housing options and resident-serving amenities that boost commerce, build community, and create 18/365 vibrancy. (see Chapter 3 for more about 18/365)

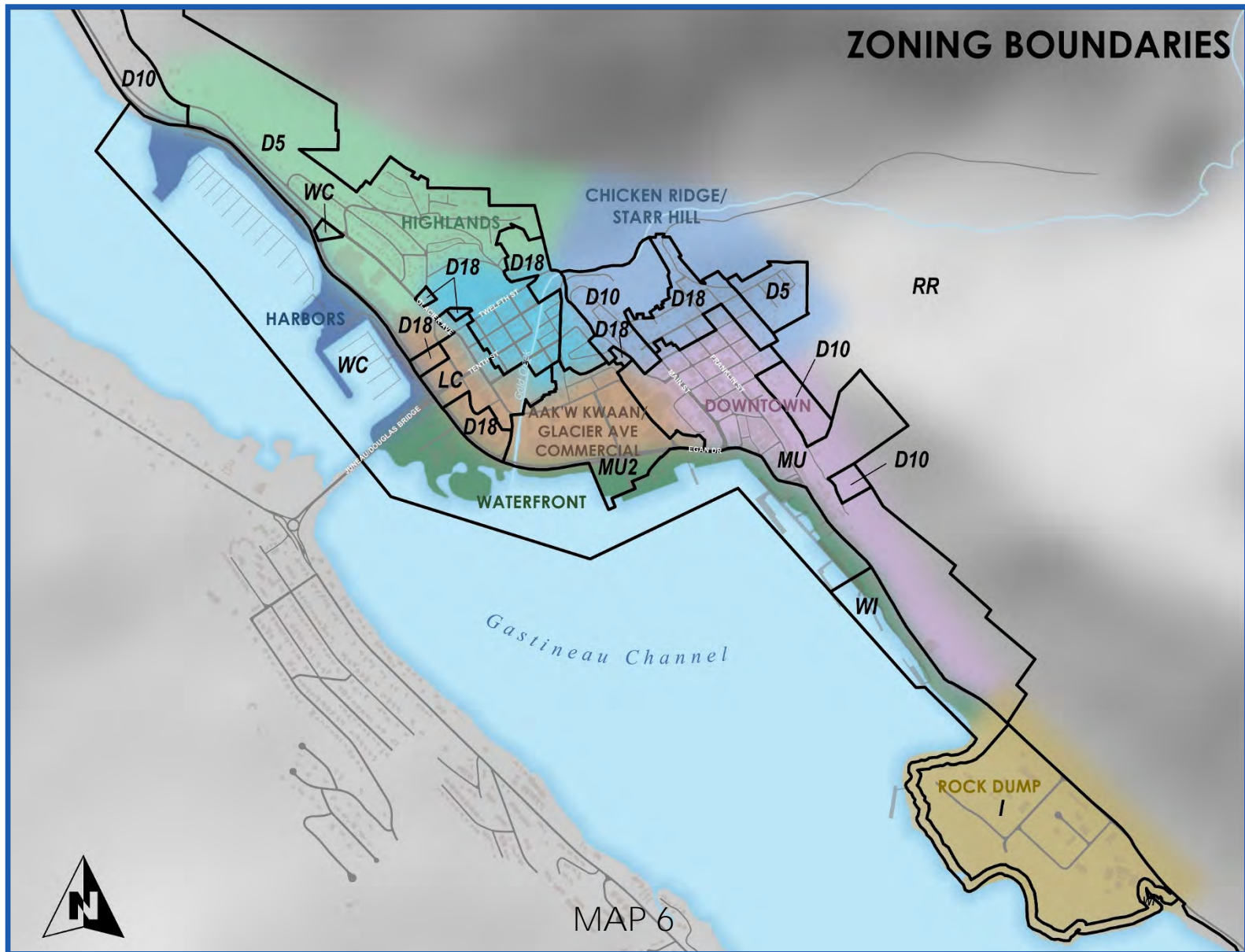
18/365 - an 18  
hour downtown,  
365 days a year.

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

## Related Plans

Land use, neighborhoods and housing have been the subject of many plans over the last 20 years. Recommendations from these plans, if not already implemented, and new recommendations are presented in this chapter.

- 2002 Tourism Management Plan
- 2004 Long Range Waterfront Management Plan
- 2012 Willoughby District Land Use Plan
- 2013 Comprehensive Plan
- 2017 Upland Harbors Master Plan –Norway Point to Bridge Park.
- 2018 Marine Park to Taku Dock Urban Design Plan.
- 2020 Historic and Cultural Preservation Plan



## Overview of Zoning and Land Use Designations

Map 6 provides a brief description of the zoning districts found in the Downtown planning area. A summary of the zoning districts can be found in Appendix K.

The table below lists dimensional standards for zoning districts present in Downtown Juneau.

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

Table 14: Dimensional Standards CBJ Land Use Code

## OVERLAY ZONES

The Downtown Historic District applies to most of the Downtown subdistrict. This overlay zone establishes design guidelines with the intent to promote awareness of Juneau's heritage and maintain historical integrity. The 2020 Historic and Cultural Preservation Plan seeks to update these design guidelines and standards without being overly prescriptive. The Downtown and Áak'w Kwáan/ Glacier Avenue subdistricts are also regulated by all three parking overlays: Fee-in-Lieu, PD 1, and PD 2. These overlay zones reduce off-street parking requirements either by simple reduction or allowing payment of a fee in place of providing off street parking. Areas in mapped avalanche and mass wasting areas in an overlay zone are required to adhere to significant engineering, and construction standards to withstand potential impacts from these hazards. Residential development is limited in this area as well to protect lives. The 2004 Long Range Waterfront Plan recommends the creation of a waterfront overlay, which if implemented would establish design guidelines. In 2018, the Alternative Development Overlay District (ADOD) was created.

It is a temporary overlay that is scheduled to sunset in August 2022. This temporary overlay zone provides a process for residential properties to receive reduced setbacks without the need to show hardship through the variance process. The overlay district recognizes existing development patterns and neighborhood character. The ADOD is temporary to allow time for the development of zoning regulations, specifically setback requirements that better fit the neighborhood character than existing zoning.

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

Overlay zoning is a special zoning district placed over an existing zoning district, part of a district, or a combination of districts. The overlay zone establishes regulations that are applied to property within the overlay zone in addition to the requirements of the underlying or base zoning district.

*The Alternative Development Overlay District (ADOD) was adopted by the CBJ Assembly in August, 2022. The intent of the ADOD is to create flexibility for renovation and redevelopment in neighborhoods downtown. The ADOD creates a process for reduced setbacks and changes to lot size and dimensional requirements that support existing neighborhood character.*

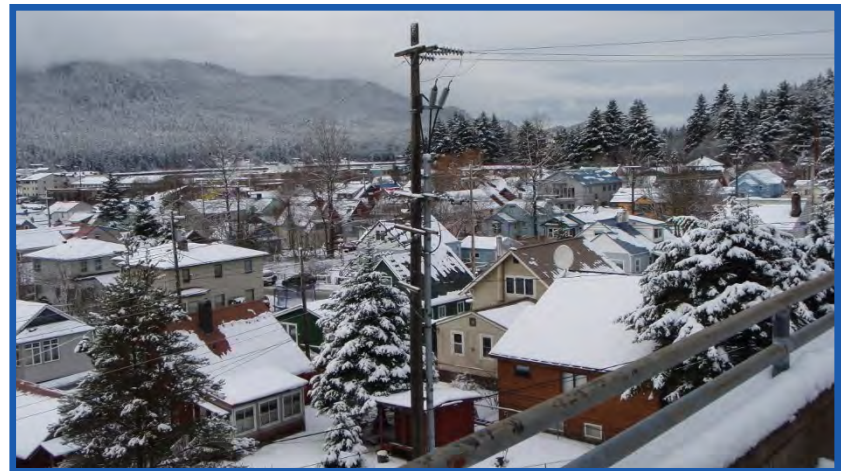


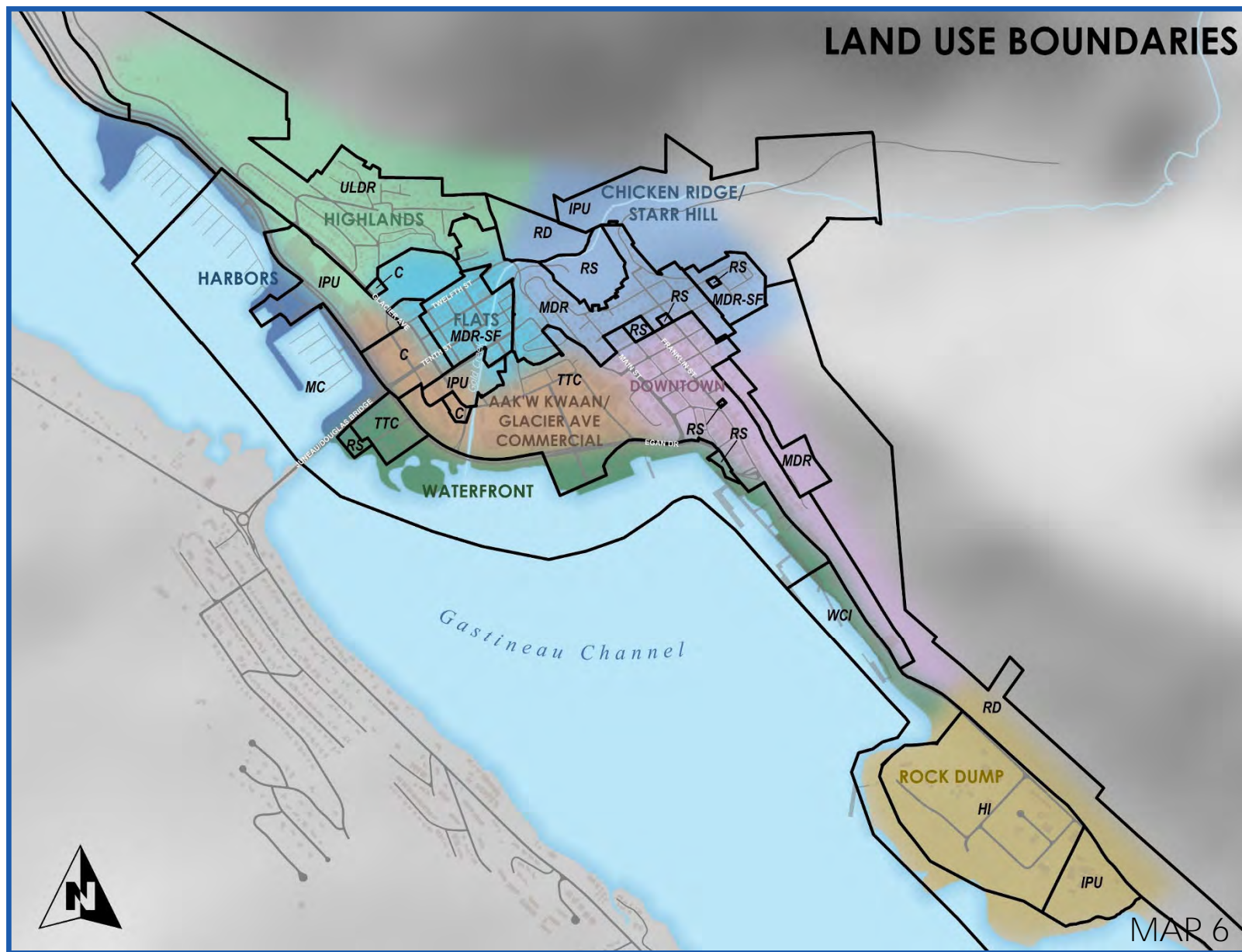
Photo Credit: Flats Families

## BONUS ELIGIBLE AREAS

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



Photo Credit: Patrick McGonegal



## LAND USE DESIGNATIONS IN THE COMPREHENSIVE PLAN

The 2013 Comprehensive Plan establishes land use designations borough wide. The intent of these maps is to turn the goals and policies of the plan into specific land use designations. The designations express a range of uses and densities so that more than one zoning district could be chosen as consistent with the plan. The Comprehensive Plan also provides guidance for rezoning lands. All new zoning or rezoning is required to be substantially consistent with the Comprehensive Plan land use maps. Appendix K provides an overview of the land use designations of the Comprehensive Plan. The land use designations from The 2013 Comprehensive Plan are shown on Map 6.

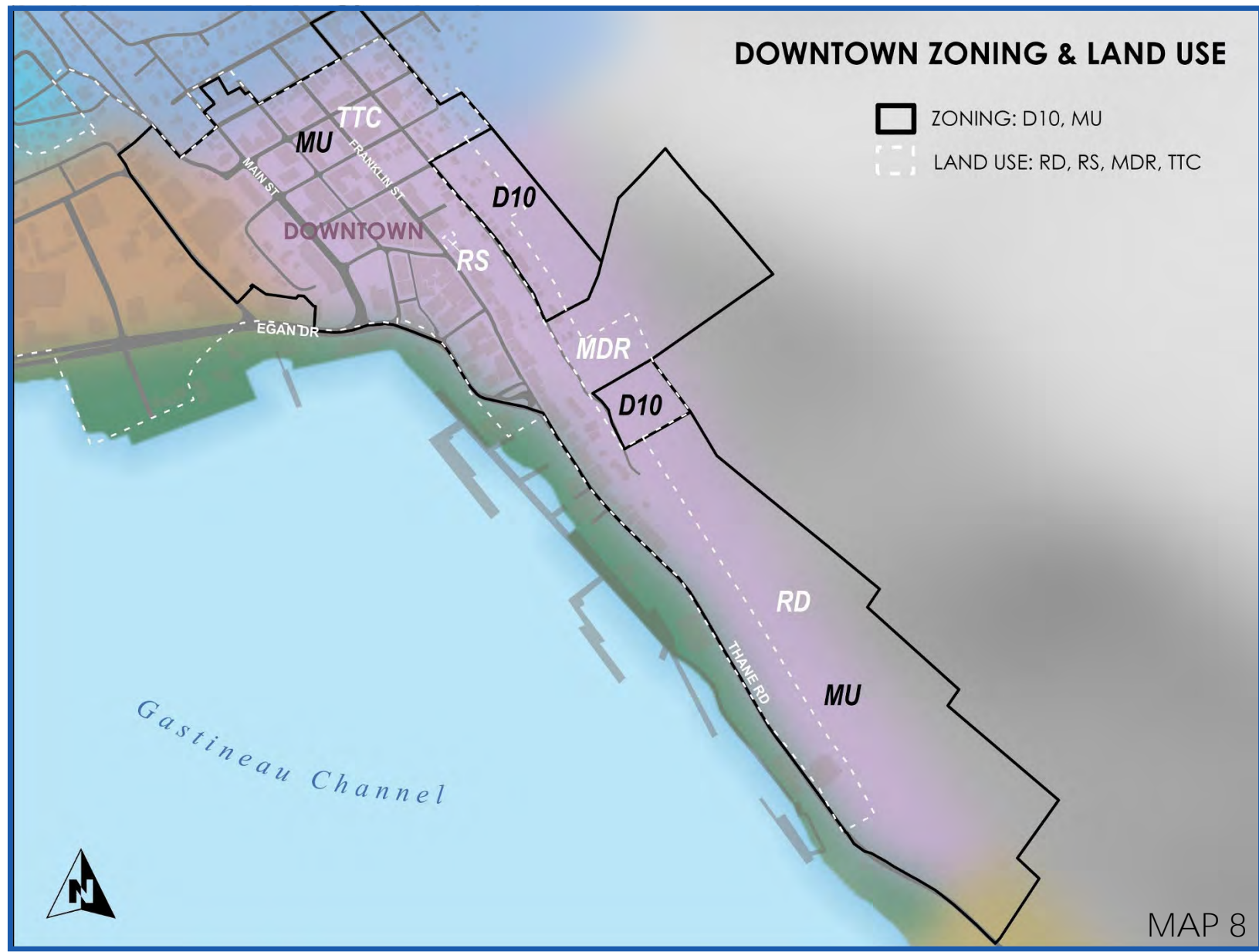
### Subdistricts

Downtown Juneau is comprised of eight subdistricts. Some are strong, established neighborhoods that are the foundation of Juneau's history and success;

others are new and evolving, trying to take hold and create their own identity and character. Together they make downtown Juneau strong and vibrant. Each subdistrict contains a unique combination of features that will influence public and private decisions about future development location and intensity, planning, and public investment.

### DOWNTOWN

Juneau's downtown subdistrict forms the heart of Alaska's capital city. The city center is full of shops, restaurants, performing arts venues, tourist attractions, and government buildings. Residences surround the business center of Juneau, and apartment buildings mingle with the businesses that dominate the downtown core. Several downtown homes have been converted to offices, and historic buildings mix with their more modern counterparts. It also includes the Governor's Mansion as well as several other historically significant mansions. Downtown Juneau has a good "walkability score" which is a measure of how friendly an area is to



walking. Factors influencing walkability include the presence or absence and quality of footpaths and sidewalks, traffic and road conditions, land use patterns, building accessibility, and safety. Capital Transit provides reliable access within the subdistrict and to other areas of Downtown and the rest of the borough.

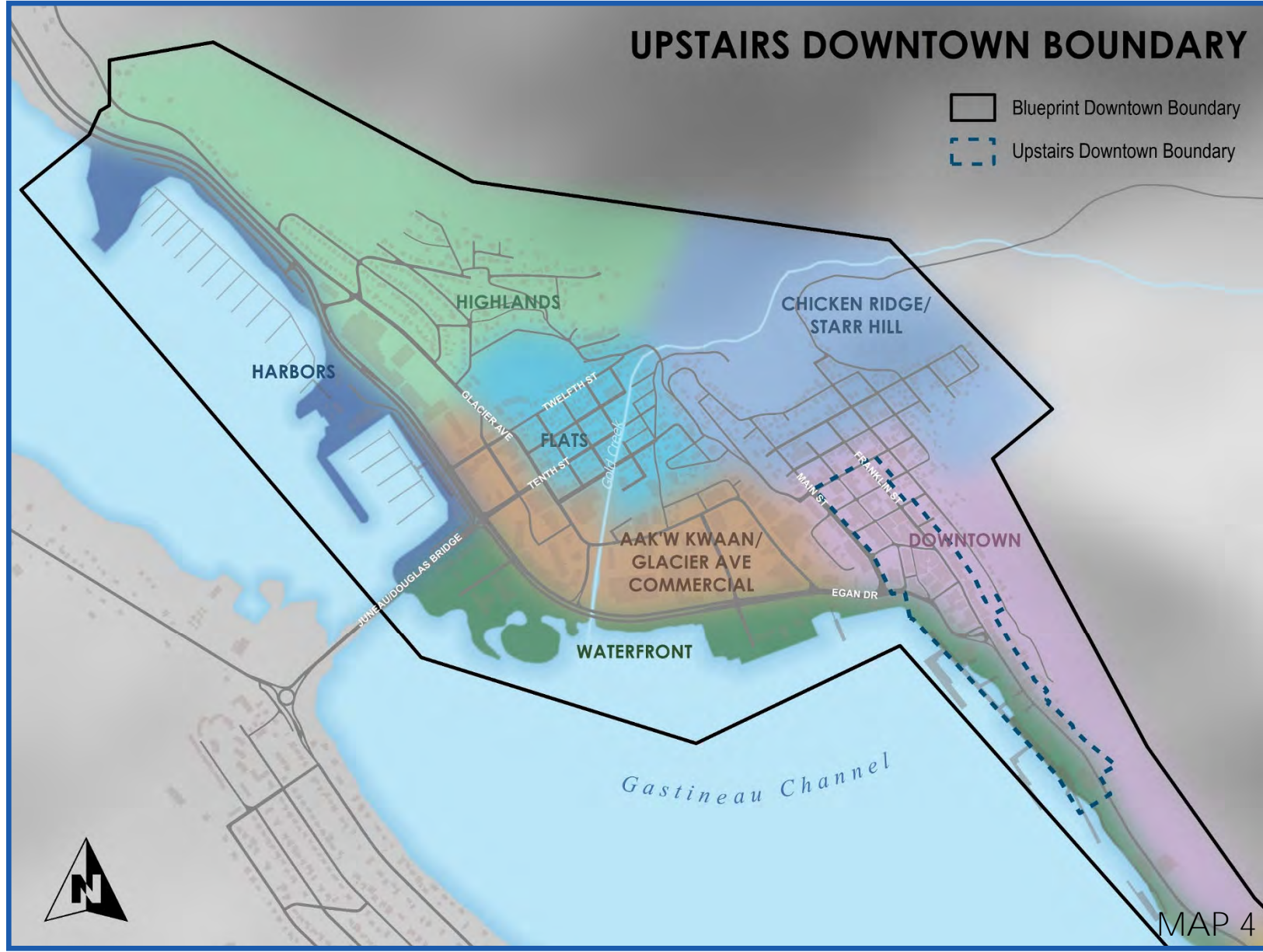
The nationally recognized Downtown Historic District is completely within the downtown subdistrict. This is the only area with adopted design standards and guidelines for development. These standards and guidelines, adopted in 2009, strive to ensure new development and significant remodels and renovations maintain the integrity of the historic district. The 2020 Historic and Cultural Preservation Plan recommends updating and revising these standards and guidelines to be clearer and to provide flexibility in their interpretation. The design standards could be updated to identify key architectural and site features to ensure historical integrity is maintained, without being overly prescriptive. The design standards are, among other things, intended to promote awareness of Juneau's heritage, and should therefore include Native

design traditions and forms that were popular during the period of significance for the Downtown Historic District.

**History** The Downtown subdistrict was originally inhabited by the Auk Nu Tlingit people. In 1880, gold was discovered at the mouth of Gold Creek by Joe Juneau and Richard Harris. The Bureau of Land Management surveyed the original town site, creating many of the familiar neighborhoods and streets. The City of Juneau was incorporated in 1900, and in 1906 became the state capital when the territorial capital was moved from Sitka.



Photo Credit: Alaska State Library



**Housing** There are approximately 780 housing units in the Downtown subdistrict. With the current zoning, except for the 77 acres zoned Mixed Use (MU), there is a potential for up to 110 additional units. The MU zoning district does not have a limit on the number of units, however, the possible number of units is limited by development constraints, such as off-street parking, or how high a building might be built. In 2019, the CBJ completed the Upstairs/Downtown Housing Inventory (Map 4). Housing information was compiled from a wide-range of sources and mapped. The project set out to understand and show what the residential unit and population statistics are for the study area, whether property owners are local, what the building uses and characteristics are, and what the regulatory considerations for development are. The study estimated 358 residents, with 181 housing units in 33 buildings. Of the 181 housing units, 11 were being used as short term rentals. Of the 106 buildings on 183 lots, 22 buildings and 39 lots were owned by entities with out of town mailing addresses. Over half of the buildings are used strictly as business/commercial and six are only residential. The study

identified several regulatory considerations for development: avalanche/mass wasting and flood hazard, fee-in-lieu parking, parking districts PD1 and PD2, Downtown Historic District, and zoning. The development community has identified off-street parking requirements as the largest challenge to adding new housing in this subdistrict.

Opportunity  
Building code allows  
for up to 2 stories of  
concrete and then  
a story of wood  
frame construction

**Placemaking** Many aspects of placemaking are already evident in the Downtown subdistrict. Events such as First Friday and Gallery Walk are examples of programming that create a sense of place. During the summer, the area is active and lively, teeming with tourists and the businesses that support them. Yet many more opportunities exist. Additionally, some residents choose not to visit downtown during this time of year because of the crowds, and most businesses on South Franklin Street are closed during the winter months. Many of the recommendations in this plan, when brought to fruition, will implement the concept of placemaking. Placemaking is discussed in detail in Chapter 5.

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



Photo Credit: Allison Eddins

## WATERFRONT

This subdistrict, beginning just north of the Rock Dump, runs parallel to Franklin Street to the Douglas Bridge, adjacent and shore side to the Downtown District. The Waterfront subdistrict is an important center of business, retail, tourism and social activity. It is the focal point for maritime cargo and visitor arrival; serves as a gateway to downtown, the state capital, and Juneau at large; and is an important economic engine. Along South Franklin, properties facing South Franklin may be in, or partly in, the Historic District, and subject to design guidelines.

Since the adoption of the 2004 Long Range Waterfront Plan, several significant developments have come about: installation of the majority of the Seawalk, two floating cruise ship berths, improved bus parking and staging and a new deckover on the CBJ portion of the site the "Archipelago" lot. Renamed "Peratrovich Plaza" in 2022 These changes have altered the patterns of visitor debarkation and traffic, and provided the capacity for larger ships and increased numbers of visitors.

**History** Juneau's waterfront has a history as a working waterfront. The Juneau Cold Storage building, which burned down in the 1980's was located on the Archipelago lot. The naval "Subport" was near the current USCG facilities and the Juneau's first air service (floatplanes) were located at the "Seadrome" now known as Merchant's Wharf. For many years the Alaska State Ferry docked in the area of what is now the Mt. Juneau Tram. The Alaska Steamship Wharf was located where Marine Park and the library now stand. The now defunct AEL&P dock was originally a fuel dock.



Photo Credit: Alaska State Library

**Housing** There are approximately 78 housing units in the subdistrict. With current zoning there is potential for approximately 2,200 units. Areas of the district that are zoned Waterfront Industrial (WI) only allow for caretaker units associated with industrial uses on the site. Numerous Comprehensive Plan policies support the need for industrially zoned land and recognize that residential uses are generally incompatible with industrial uses. Areas zoned Waterfront Commercial (WC) and Mixed Use 2 (MU2) can accommodate housing and mixed-use development. This subdistrict has the potential for high-end housing because of the proximity to Gastineau Channel, with accompanying views and high walkability scores.



Photo Credit: Patrick McGonagal

**Land Use** Most of the subdistrict is zoned WC. A small area of MU2 zoning includes the Subport and surrounding area. The Comprehensive Plan land use designations are Marine Commercial (MC), Traditional Town Center (TTC) and Waterfront Commercial/Industrial (WCI). There are small areas of Institutional Public Use (IPU) and Recreation Service (RS). The zoning and land use designations are generally well aligned. Zoning districts identified as “waterfront” are intended to accommodate land uses that are “water dependent” or “water related”. As mentioned above, WC and MU2 zoning can accommodate mixed-use and residential densities of 18 dwelling units per acre (WC) and 80 dwelling units per acre (MU2). Consideration of increasing the maximum density in the WC zoning district will facilitate more housing. (Map 9)

One of the concerns identified in the visioning process was the limited public access to the water. The waterfront is very active with barges, cruise ships and float planes, which creates a dangerous environment for small craft and individuals. Public access to the water is directed to Overstreet Park, Aurora and Harris Harbors.

The 2004 Long Range Waterfront Master Plan (LRWP) recommended the establishment of an overlay “Waterfront District” to provide design guidelines for development in this area. Draft guidelines were developed, but no more action was taken. The draft guidelines focus on building aesthetics and site design, such as landscaping and parking. The draft guidelines incorporate many of the CPTED principles as discussed in Chapter 3.

The 2018 Marine Park to Taku Dock Urban Design Plan establishes a vision and plan for the uplands between Marine Park and Taku Dock and includes the Archipelago property. One of the goals of the plan was foster a public/private partnership for cohesive and coordinated redevelopment of this site. Since the plan was completed, the Archipelago site has been re-platted, and a private development proposal received approval by the Planning Commission but due to COVID-19 no further action has taken place. An opportunity still exists to develop the uplands portion of the area as mixed-use. CBJ Docks and Harbors developed its portion of the site for cruise ship visitor needs, including a transportation staging area, pedestrian

circulation, covered shelter with restrooms, and open space. The site is ripe for placemaking.



Photo Credit: Michael Penn

The 2021 Small Cruise Ship Infrastructure Plan calls for development of a port for ships carrying up to 350 passengers to be located at the Seadrome. This would create a seawalk connection and provide cohesion between future Subport development, the Wharf and Marine Park.

The area known as the Subport is identified in the LRWP as having the greatest potential for Juneau’s

“renaissance.” The LRWP included the AEL&P dock in this area. The plan recommends redeveloping the Subport to provide for a mix of residential, commercial, office, hotel, cultural activities and open space with economic and social life year round. The plan also recommends investigating whether the development of new maritime activities such as small craft marina, a yacht club or a cruise ship pier are appropriate. The property along the shoreline is zoned WC. The U.S. Coast Guard and NOAA own the majority of this area. The uplands portion of the Subport is zoned MU2. In 2020, Norwegian Cruise Lines (NCL) purchased the property from the Alaska Mental Health Trust Authority. NCL began a series of public meetings to present their development concepts for the site and address public concerns and questions. There is no set timeline for development, but NCL hopes to begin construction in 2022. This site is one of the remaining sections of the Seawalk to be constructed. The LRWP also makes recommendations about “massing and scale” of development. It recommends a 45-foot maximum building height inland, and a 35-foot maximum building height on the waterside. The plan states

buildings should be consistent with the maritime architectural character of Juneau, and include deep recessed building openings and strong detailing. The rezoning of the uplands to MU2 was recommended by the LRWP to accommodate the mixed-use development envisioned by the plan for this area. The AEL&P dock may be eligible for grant funds from the EPA Brownfields Program, which provides grants and technical assistance to communities, states, tribes and others to assess, safely clean up and sustainably reuse contaminated properties. In 2020, the CBJ Assembly appointed Visitor Industry Task Force (VITF) recommended developing a cruise ship dock on the site, subject to conditions including Seawalk construction, dock electrification, and space for one cruise ship and for vessels from the neighboring U.S. Coast Guard and NOAA facilities.

The Alaska Ocean Center is a proposed development to be located at the Subport that would house marine research facilities such as the University of Alaska and NOAA. It would also serve as a visitor destination, educating visitors about Juneau’s Northern Pacific marine ecosystem. It could serve as an anchor, drawing interest to the

area as well as the Áak'w Kwáan Village subdistrict across Egan Drive. Development of the Subport should also support the development of the arts and cultural district envisioned for the Áak'w Kwáan Village/Glacier Avenue subdistrict.

Juneau-Douglas Bridge to Gold Creek is discussed in the LRWP as well as the 2017 Downtown Harbors Uplands Master Plan (DHMP). The LRWP states this area holds promise as a mixed-use area, with two- and three-story office, residential, hospitality and recreational uses. The plan calls for development of a gateway into downtown, traffic calming along Egan Drive, and enhancement of tidelands and natural areas. The development of Overstreet Park and reconstruction of Egan Drive have implemented many aspects of this vision. The DHMP would link the Seawalk with a Harbor Walk joining Harris and Aurora Harbors for safe and continuous pedestrian access. Additionally, the plan suggests a community building at Overstreet Park. The use of the building is undetermined, but a museum, yacht club, or restaurant, have been suggested. The primary idea is to create a destination and focal point for community gatherings and special events

on the waterfront. The plan also envisions a kayak launch.



Photo Credit: Alexandra Pierce

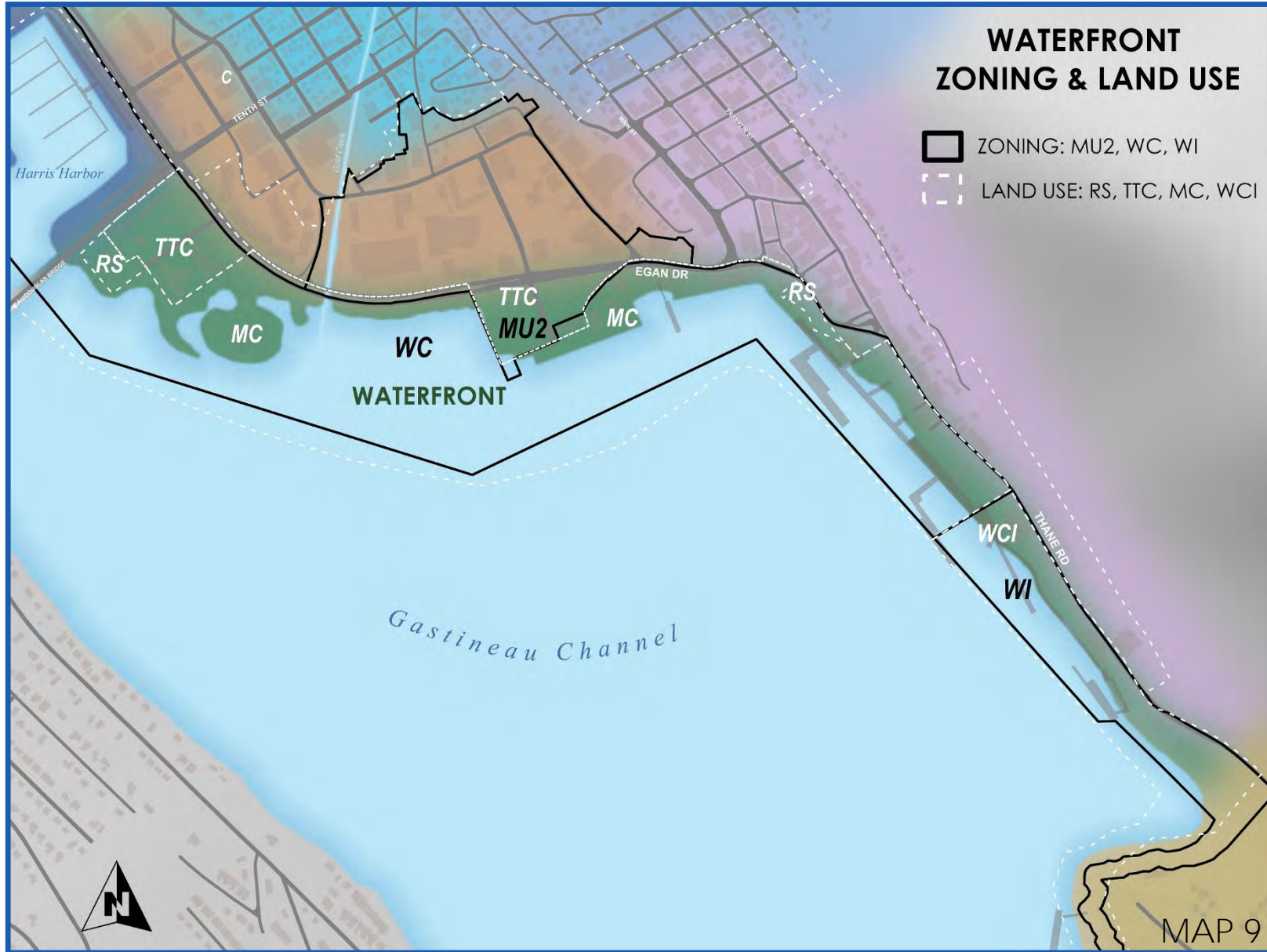
The LRWP calls for partial or full removal of Merchant's Wharf and expansion of Marine Park to create a "village green." The plan envisions this area as a marine gateway for downtown, creating a view from Main Street and a Capitol Complex on Telephone Hill. The Seawalk would continue in this area as well. With the recent renovation of the Capitol it's unlikely the complex would move. The CBJ is exploring Telephone Hill as a future site of a

new City Hall. When City Hall moves, the site is ideal for redevelopment as a central plaza or town center, forming the heart of downtown.

***Placemaking*** The Seawalk and Marine Park are natural locations for placemaking, and both host a variety of planned and spontaneous activities. Many developments have incorporated art (photos here) and landscaping. As with the Downtown subdistrict, more opportunities for placemaking exist. Much of the area is closed during the winter months, many residents avoid the area during tourist season to avoid crowds or due to real or perceived safety concerns.



Photo Credit: Patrick McGonegal



## ROCK DUMP

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

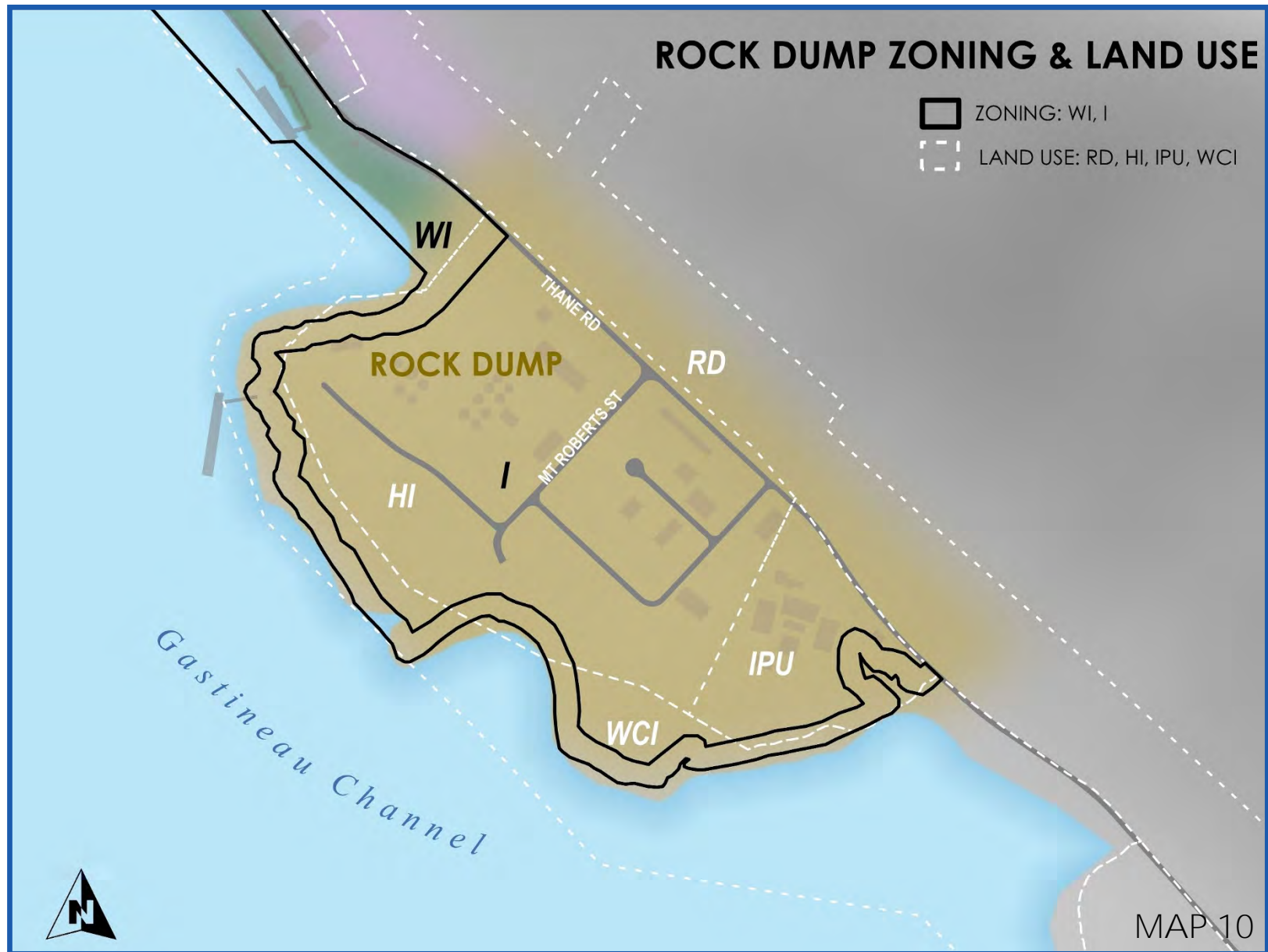
**History** The area is built on mine tailings from the Alaska Juneau Gold Mining Company, which was at one point the largest gold mine in the world. After the mine shut down in 1945 the area was vacant for many years. At one time it was the site of an ad-hoc golf course and an impromptu ATV track. In the early 1980s the mounds of tailings were graded to accommodate the current development.

**Housing** The Rock Dump subdistrict is zoned Industrial (I) and Waterfront Industrial (WI). These zoning districts do not allow residential uses. A single caretaker unit may be allowed as an accessory use to an industrial use. In general, residential uses are not compatible with industrial uses. Areas held for industrial use are intended to accommodate land uses that generate noise, odors, and dust, and have other impacts to the surrounding area. The Comprehensive Plan has many policies in place about the need to retain industrially zoned land throughout the borough. At such time as an alternate industrial area and deep water port is developed, it may be reasonable to revise the Comprehensive Plan Land Use Maps and rezone the area to allow housing and other mixed uses.

**Land Use** The primary difference between the two zoning districts for the Rock Dump is that WI focuses on and prioritizes land uses that are “water dependent” or “water related.” The LRWP envisions this area continuing as an economic engine and logistics point for Juneau by preserving and continuing waterfront dependent and industrial uses. This plan also recommends removing tourism-related retail as a permissible use in this area, although the plan supports tourism-related retail as an accessory use to the existing cruise ship dock (AJ Dock/UNOCAL). The plan also calls for continued operation of the CBJ wastewater treatment facility with buffering and screening. The end of the Seawalk is planned for the area of the AJ Dock. The plan recommends a transition to a recreation corridor that would run along seaward of the uplands, connecting to the Little Rock Dump. In support of transitioning this area to more recreational and commercial uses pursuit of the alternative deep water port, and a second crossing must be prioritized. Moving heavy industrial uses from the area would also address safety concerns of heavy truck traffic in the crowded downtown,

and noise concerns from Douglas (Chapter 7).

**Placemaking** In general placemaking is not encouraged in Industrial Areas to maintain safety of the general public and those working in the area. There are placemaking opportunities where passengers disembark at the AJ Dock, along the Seawalk, along the envisioned recreation corridor at the southern edge of the Rock Dump. This area is one of the first views of Juneau that millions of visitors see.



## ÁAK'W KWÁAN VILLAGE/GLACIER AVENUE

The Áak'w Kwáan Village/Glacier Avenue subdistrict is defined by the recently adopted Áak'w Kwáan Village District boundary that includes Willoughby Avenue and Whittier Avenue and the commercial areas adjacent to Glacier Avenue. These commercial areas are anchored by the major grocery shopping center and by the arts and cultural district. Bordering the Downtown core, the Áak'w Kwáan Village District is a mix of businesses, including a hotel; state and tribal offices; cultural amenities such as the State of Alaska Archives, the Alaska State Library and Museum (SLAM) in the Andrew P. Kashevaroff building, Centennial Hall Convention Center, Elizabeth Peratrovich Hall in the Andrew Hope building, and the Juneau Arts and Cultural Center (JACC); and the Zach Gordon Youth Center. Two totem poles, representing the Eagle and Raven clans of the Áak'w Kwáan were installed at Gajaa Hit next to Fireweed Place. Fireweed Place is a mixed-use building with an art workshop

downstairs and housing above. The Glacier Avenue commercial district, located between the Casey Shattuck neighborhood and Norway Point, is an educational hub with Harborview Elementary School, Juneau Douglas High School: Yadaa.at Kalé, Montessori Borealis School, Juneau Community Charter School, and Yaa~~k~~oosgé Daakahídi Alternative High School. The Augustus Brown Swimming Pool, school district administrative offices and a mix of businesses are also located



Photo Credit: Patrick McGonegal

here. The Evergreen Cemetery separates the area from the Highlands neighborhood.

Juneau's Comprehensive Plan has long supported the development of a "cultural campus" in the Áak'w Kwáan Village District, formerly the Willoughby District. The area was renamed to reflect the history of the area and acknowledge Native culture. Partly in response to the envisioned "cultural campus," the City commissioned the 2011 Willoughby District Plan, (of which only Chapter 5, Land Use Plan, was adopted as an element of the Comprehensive Plan).



Photo Credit: Karena Perry

**History** The Tlingit people have owned and occupied the entire region of Southeast Alaska for several thousand years. Seven or eight hundred years ago, the Áak'w Kwáan had their principal winter village in Auke Bay, but regularly dispersed to fish camps and villages at the mouths of streams along Gastineau Channel, including Dzántik'i Héeni, now Gold Creek. With the establishment of mining in Juneau, the Tlingits who came to work in the mines were forced to move to the area now known as the Áak'w Kwáan Village District.



Photo Credit: Alaska State Library

**Housing** The Áak'w Kwáan Village District has approximately 700 dwelling units. The Willoughby District Area Plan seeks to add approximately 400 more residential units over 20 to 25 years. Increasing residential use will create an 18-hour district (as discussed in Chapter 3) by generating activity beyond regular work hours. The plan calls for denser residential development along Village Street, in mixed-use buildings by Gold Creek, and above the first floor along Willoughby Avenue. Residential units are envisioned as a mix of market rate and affordable housing, made up of townhouses, apartments, condominiums, and loft style units, expected to house young professionals, legislative staff, seasonal workers, and residents “downsizing.” Blueprint Downtown supports the recommendations of the Willoughby District Area Plan for adding additional residential units by increased density and mixed-use development. The areas with greater potential for new mixed-use development currently provide surface parking for surrounding offices, Centennial Hall, and the JACC. There are several options for relocating this parking including a new parking structure, renovation/expansion of the State

parking structure, or underground parking with new construction.



Photo Credit: Karena Perry

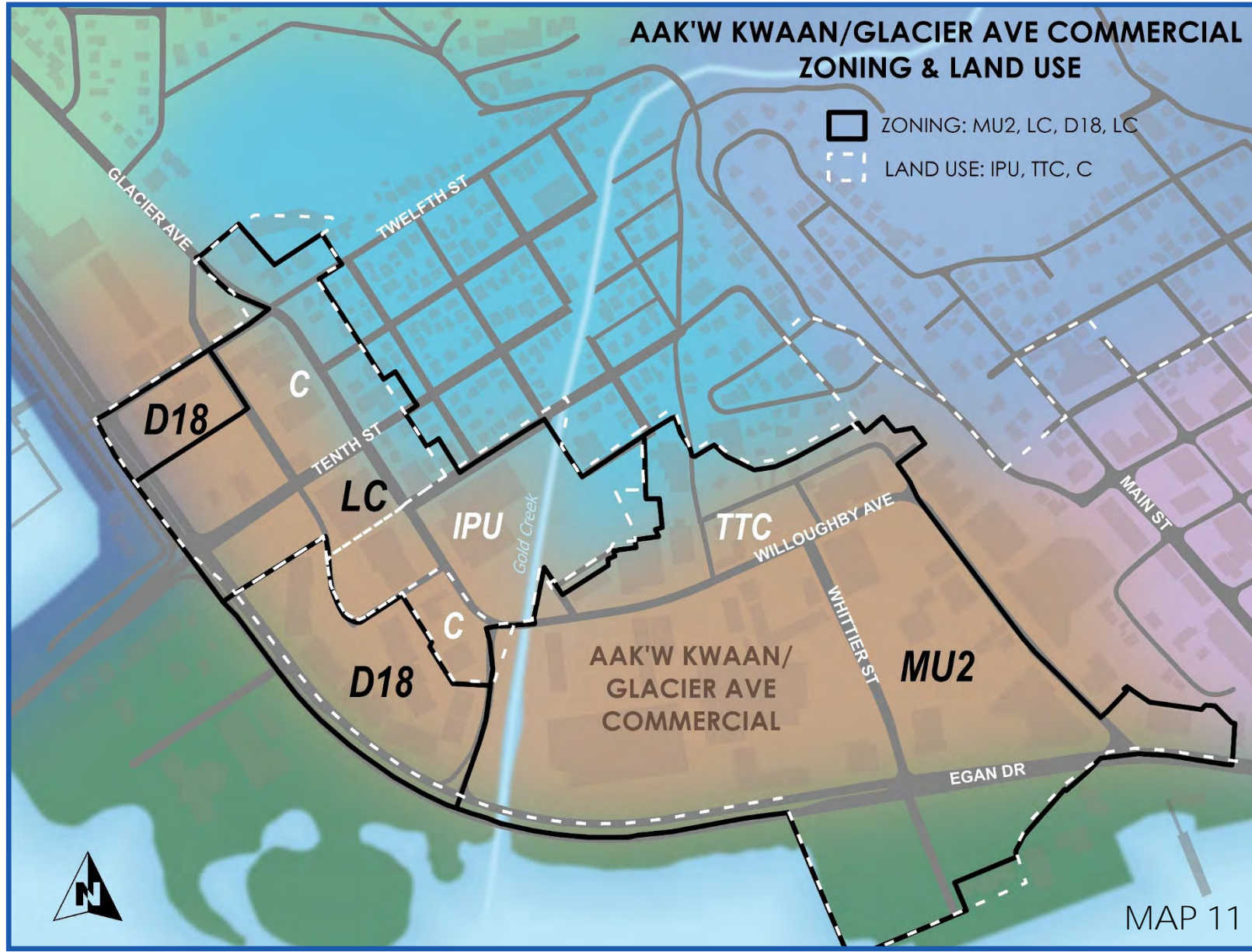
The 2016 Housing Action Plan makes several recommendations that are relevant to the Áak'w Kwáan Village / Glacier Avenue Sub district. Changing the zoning ordinance to require both

residential and commercial uses in mixed-use districts, and up zoning D18 districts to mixed-use would substantially affect this subdistrict. Revising the bonus section of the zoning ordinance is also recommended by the Willoughby Plan and is endorsed by Blueprint Downtown.

**Placemaking** Opportunities for placemaking abound in the Áak'w Kwáan Village / Glacier Avenue Subdistrict. As the home of Centennial Hall, Elizabeth Peratrovich Hall, the JACC, and the SLAM, the district is fitting for “creative placemaking” such as public art and outdoor concerts. Activating these public spaces and capitalizing on the creative energy of these district anchors can serve to improve viability and public safety in the immediate term. Outdoor music events, coupled with temporary street closures are both low cost and low risk. Inviting food carts, artists, and vendors can enhance the event and provides revenue.



Photo Credit: Karena Perry



## CHICKEN RIDGE/STARR HILL; FLATS; HIGHLANDS

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

One of Juneau's oldest neighborhoods, where much of the city's building boom took place during the Gold Rush, is Casey Shattuck. Locally known as “The Flats,” the neighborhood is populated by craftsman style homes with small yards. Its oldest buildings reflect the style of much of the architecture from that time period in the western United States. They are short, simple, and lack ornamentation. The neighborhood borders the Áak'w Kwáan Village/Glacier Avenue Commercial subdistrict.

Past the Flats and above the coast of Gastineau Channel, Juneau's “Highlands” neighborhood sits approximately one mile from the center of town. Starting up Highland Drive from Egan Drive, the streets wind up the south side of Mount Juneau. On

the lower streets, many houses have flat roofs to accommodate the view plane. Near the top of the hill sit several large homes. These homes were built from 1950 to 1960, and the styles reflect that era. The Juneau Douglas High School, Yadaa.at Kalé, Harborview Elementary School, Montessori Borealis School, Juneau Community Charter School, Yaakoosgé Daakahidi Alternative High School, Augustus Brown Swimming Pool, and school district administrative offices are just down the hill from this neighborhood, across Egan Drive from Harris Harbor and Aurora Harbor.

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

Starr Hill was named for Frank Starr. He arrived in

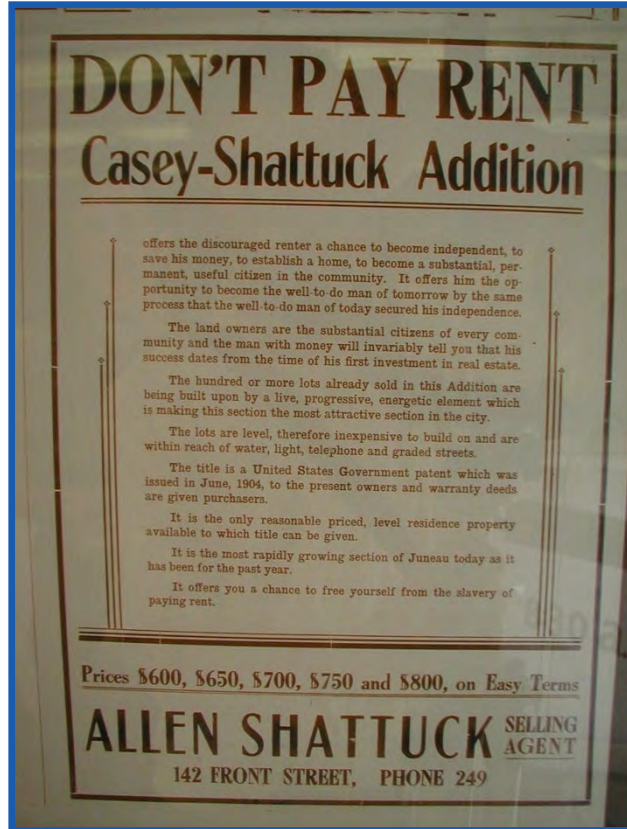


Photo Credit: Alaska State Library

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

National Register of Historic Places.

William Casey had a dairy farm in the area known as the Flats. He and Henry Shattuck, an insurance broker and real estate developer, worked together to develop the Casey Shattuck Subdivision, which was the first addition to the original Juneau Townsite. Four structures in the neighborhood are identified as properties of historic significance: Shattuck Mansion, the Alaska Electric Light and Power Plant, Evergreen Cemetery, and the Torkelson-Samuelson House.

The Highlands Subdivision was recorded in 1946. Most homes in the neighborhood were developed in 1950s and 1960s and contain mix of architectural styles, most commonly mid-century modern homes with flat roofs. The streets meander to accommodate topography with many homes tucked into treed areas and built on steep banks. Portions of the Highlands neighborhood are designated as landslide and avalanche hazard areas. In the early 1900s an avalanche reached tidewater where Aurora Harbor is now.

**Housing** These highly sought after residential neighborhoods are developed primarily with single-

family homes on small lots. The majority of the properties are well-maintained and many of these homes have been reconfigured over time to accommodate additional dwelling units. There are approximately 1,100 housing units. Many homes and properties predate zoning regulations and are considered “nonconforming” or “grandfathered” under current zoning, which was established in 1987. The area is developed to a much higher density than the 1987 zoning supports, which limits opportunities for infill development. CBJ amended



Photo Credit: Flats Families

regulations in 2015 allowing accessory apartments on lots less than the minimum lot size for the zoning district, which has proven to be a successful way of adding housing without significantly changing neighborhood character.

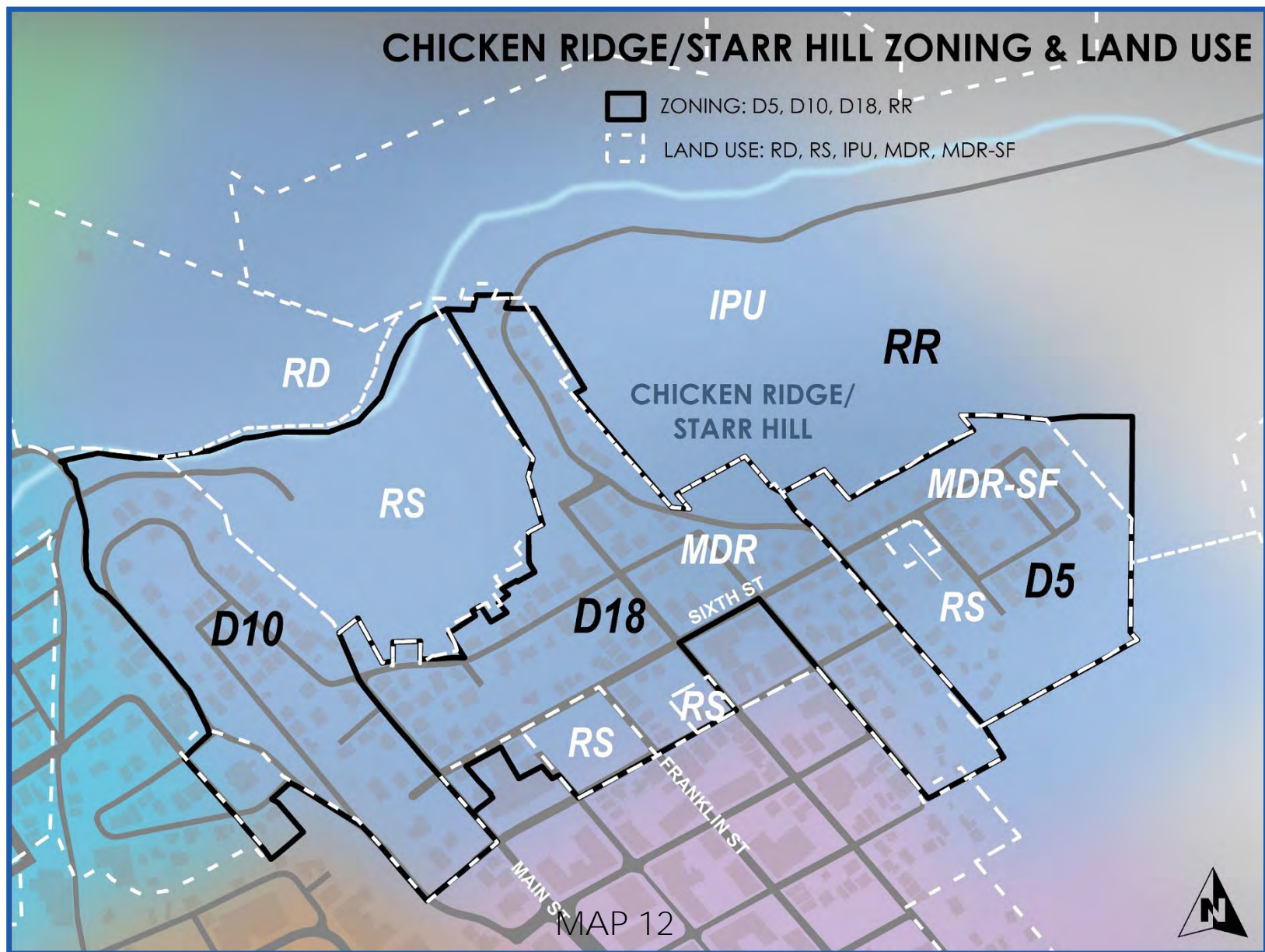
**Land Use** As described above, these neighborhoods are a mix of residential zoning districts. The Comprehensive Land Use designation is primarily Medium Density Residential, which encompasses density up to 20 units per acre and may be in single-family or multi-family development. The Flats is designated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

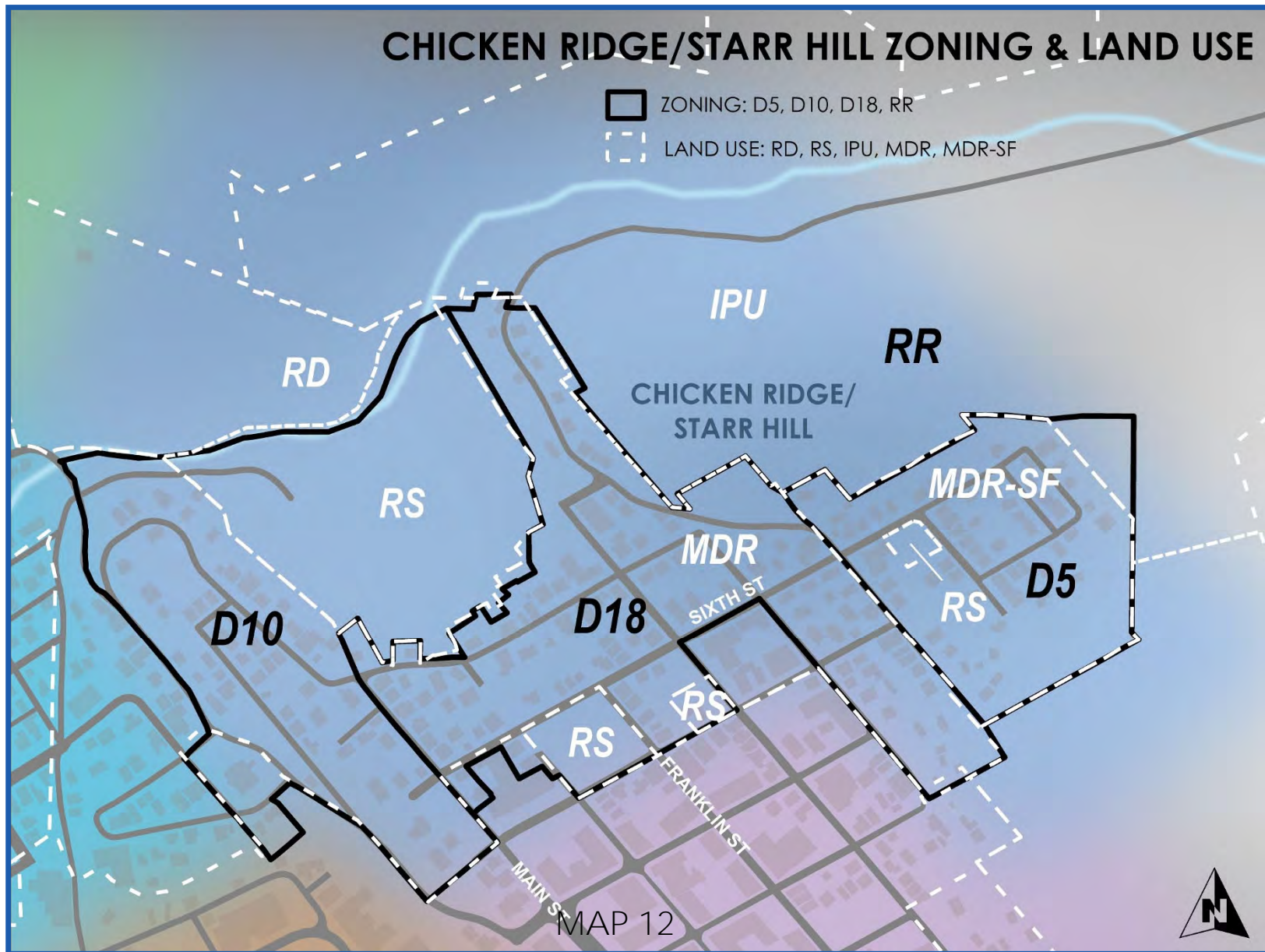
promote infill development, many communities have moved away from maximum densities in favor of more form-based regulation. In Downtown Juneau, this would help retain the historic character of these residential neighborhoods while increasing density.

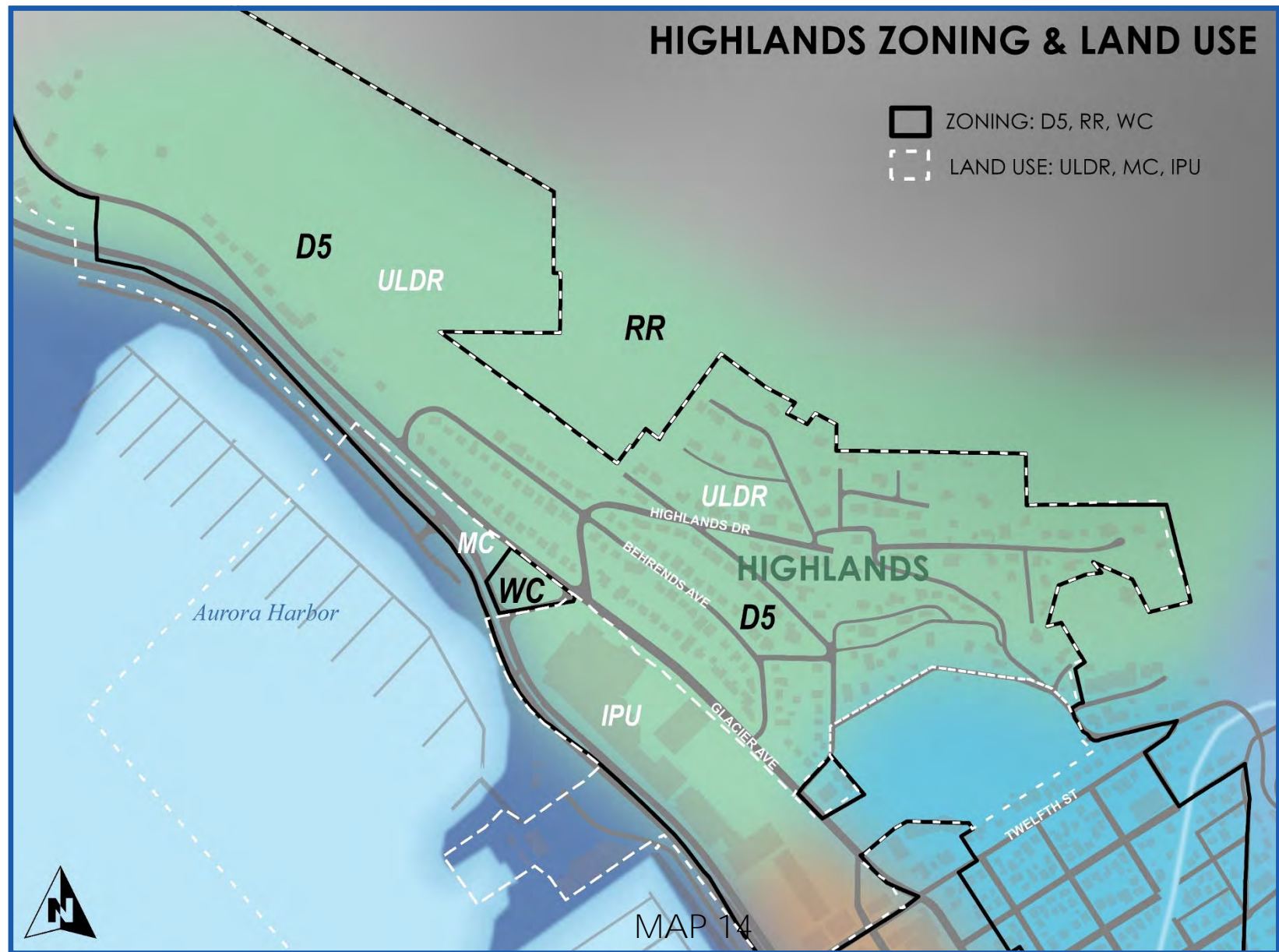
**Placemaking** Residential neighborhoods also benefit from placemaking. Placemaking may help establish a neighborhood identity and sense of community. It can take many forms, ranging from public art installations and “gateway signs” to annual traditions and community gardens. Examples of neighborhood scale placemaking already taking place are the annual Halloween displays and “Free Day” in the Flats.



Photo Credit: Flats Families







## HARBORS

The Harbors subdistrict begins at the Juneau-Douglas Bridge and stretches north to the end of the Blueprint Downtown planning area at Norway Point. The subdistrict is bounded by Egan Drive on the upland side and Gastineau Channel on the shore side. The majority of this subdistrict is owned by the city. Uplands development is constrained by the State of Alaska Department of Transportation & Public Facilities right-of-way. The University of Alaska Southeast (UAS) and the Federal government are



Photo Credit: Patrick McGonegal

also landowners, and there are two small areas in private ownership. Aurora Harbor and Harris Harbor provide moorage for much of Juneau's commercial fishing fleet, as well as small to mid-size recreational vessels, a number of which are live-aboards. The area also includes the Juneau Yacht Club, the UAS Technical Education Center, and a variety of marine-related services.

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

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

The 2017 Downtown Harbors Uplands Master Plan, Bridge Park to Norway Point (DHMP) is a development plan with a phased approach to

enhancing the Juneau downtown harbor uplands. The document establishes a vision and master plan. When implemented it will provide facilities to support harbor users, the fishing fleet, and the community. Blueprint Downtown supports implementation of the DHMP.

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

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

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

The DHMP envisions housing above commercial uses in Harris Harbor. As the owner/land manager, the city is in a unique position to require mixed-use development. However, housing is outside the mission and scope of authority of the Docks and Harbors Department, the managing entity. Mixed-use development could be required through the lease process. Mechanisms to require the desired mixed-use development should be explored.

**Land Use** Because the Harbors subdistrict is zoned Waterfront Commercial it can accommodate all the development called for in the DHMP, with residential density up to 18 units per acre. There is

potential for increasing residential density in the Waterfront Commercial zoning district. The Comprehensive Plan designates the majority of the subdistrict as Marine Commercial, while the area of Norway Point is designated Waterfront Commercial/Industrial. The Waterfront Commercial zoning district aligns well with these designations.

The Harbors Uplands Master Plan envisions the following:

- Norway Point as a marine service center to increase local capacity for vessel repair and maintenance. It is estimated this would provide \$2 to \$3.5 million annually in increased economic activity.
- Aurora Harbor and Harris Harbors would have improved access from the Harbors to Egan Drive with a harbor road connecting both harbors and one main access point at the Fisherman's Terminal.
- Parking would be reconfigured.
- A "Harbor Walk" would connect to the Seawalk at the Juneau Douglas Bridge, providing uninterrupted pedestrian access

from the Harbors all the way to the Rock Dump.

- Harris Harbor uplands would be redeveloped and leased. The area could accommodate food trucks and small retail, or professional maritime related businesses and housing could be offered on the upper level. This mixed-use scenario is seen as a way to make the harbor a destination and a vibrant part of the community.



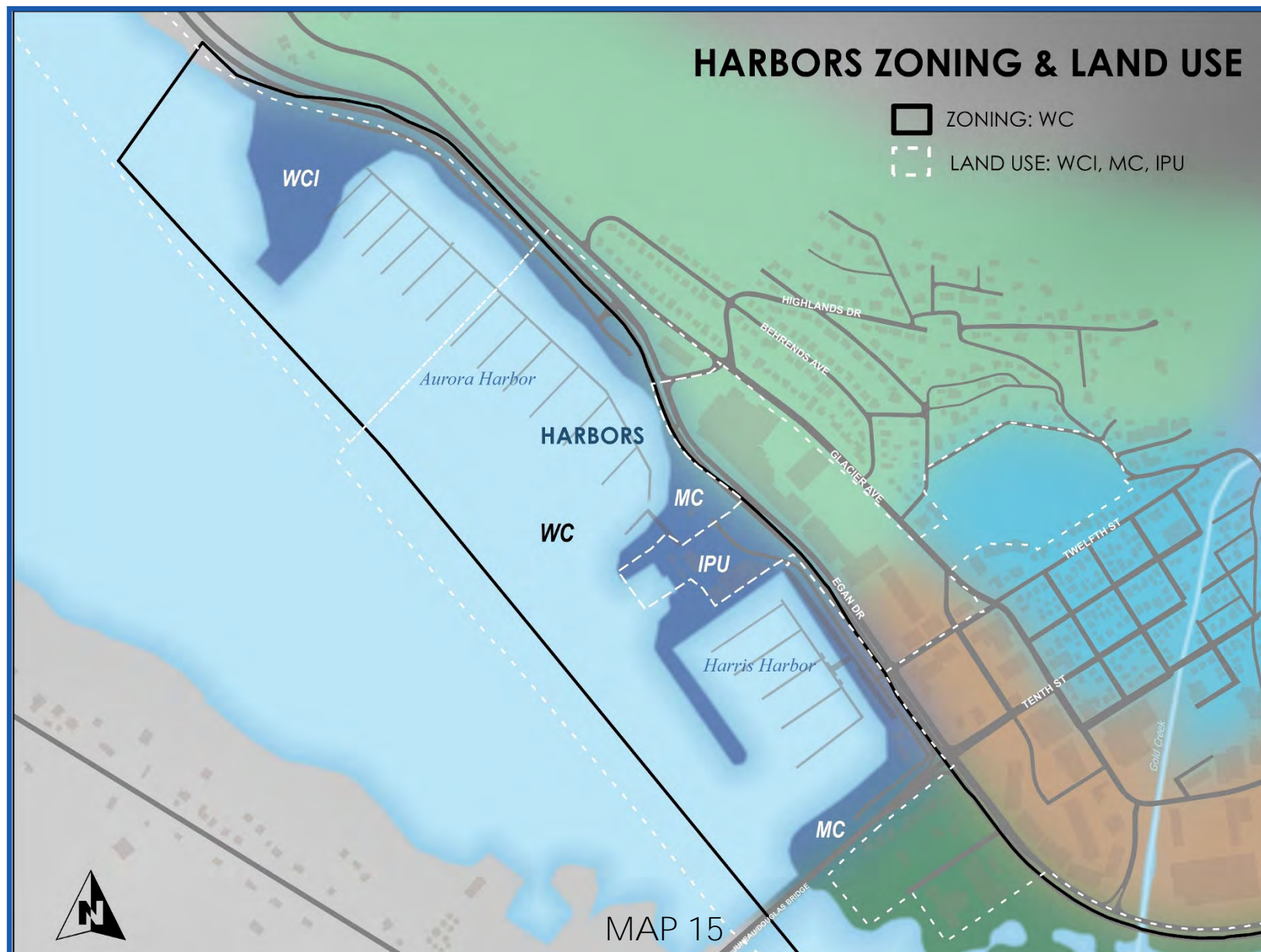
Photo Credit: Patrick McGonegal

In recognition of the economic value of commercial fishing to Juneau, Fisherman's Terminal would consolidate commercial fishing activity to the area adjacent to the UAS Tech Center while providing necessary facilities. Direct fish sales would be allowed here as well. A new harbormaster office is envisioned, with commercial retail space, public restrooms, and a laundry. The plan suggests a community building at Overstreet Park to create a destination and focal point for community gathering and special events on the waterfront. The plan also recommends additional access to the water via a kayak launch.

***Placemaking*** A working waterfront is often a destination for those not working in the industry. Adding direct fish sales, retail, restaurants, food trucks, and housing with better vehicular and pedestrian access will enhance this area. Improvements should include integrated art as an element of placemaking.



Photo Credit: Allison Eddins



## Housing

As discussed in Chapter 3, housing contributes to the overall health of downtown and supports business activity by enlivening the area at all hours. The need for housing throughout Juneau has been well documented for many years. Many plans recommend an adequate supply of various housing types and sizes to accommodate present and future housing needs for all economic and age groups. The Blueprint Downtown study area can accommodate a variety and range of housing types. One of the challenges is how to integrate more units in the established and already densely developed residential neighborhoods.

Missing Middle Housing adds housing to existing neighborhoods while retaining the character. This type of housing can provide diverse housing options, such as duplexes, triplexes, and even multi-family in “house-

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

scale” buildings. Chicken Ridge and Starr Hill have a mix of zoning, D5, D10 and D18. The Flats are primarily zoned D5. The D5 zoning district allows single family and duplex development, as well as accessory apartments. The D10 and D18 zoning districts can accommodate housing types that



Photo Credit: Irene Gallion

implement the concept of “Missing Middle Housing.” However, density is calculated based on lot area, and many lots may not support additional units even if they could blend in with the character

of the surrounding neighborhood. Future zoning revisions should consider opportunities for increased density that conforms to the form and character of the surrounding neighborhood, or other methods of regulating development by appearance and impacts.

Other opportunities for adding housing in the Blueprint Downtown study area are incentivizing or requiring mixed-use development where zoning accommodates and establishing incentives to place currently empty units on the market, increasing maximum density in the WC zoning district or consideration of removing density limitations and managing land use by impacts and aesthetics (form-based zoning, performance zoning or a hybrid).

## Natural Resources

Throughout the year-long vision process, a most recurrent theme was appreciation of Juneau's incredible natural setting, which provides a significant public benefit. The harbor frontage, mountains, trails, and adjacent wilderness are all

easily accessible from the relatively compact, walkable downtown. Juneau's geography and geology provide exceptional economic, aesthetic, and recreational values, including:

- Locally-sourced clean hydroelectric power;
- Clean, easily-accessed drinking water
- Recreation;
- Commercial fishing;
- Mining;
- Tourism;
- Creative inspiration

## AVALANCHES AND LANDSLIDES

Juneau's spectacular setting is also an unusually sensitive and complex physical environment. Downtown Juneau is at risk from avalanches, landslides, and flooding. Climate modeling predicts Juneau will see overall warmer and wetter weather, particularly in the fall and winter. These changes are expected to increase the risks from these

natural hazards, a factor that weighs heavily in planning for current and future development. Citation climate change: predicted impacts on Juneau, 2007.

Avalanches and landslides pose a serious threat to public safety and essential infrastructure in downtown Juneau due to the combination of extreme topography and high precipitation. This challenge is compounded by the scarcity of developable land. The "*2013 State of Alaska All Hazards Mitigation Plan*" identified \$1.17 billion in facilities located in high hazard avalanche areas statewide, with \$563 million (48 percent) located within Juneau with 93 critical facilities in avalanche zones and over 157 critical facilities located in landslide zones.

Avalanches, or snowslides, and landslides have many similarities. Avalanches are more likely to occur on moderately steep slopes. Vegetation that is taller than the snow depth can help prevent avalanches, but vegetation covered by snow is of little help. Landslides or mudslides typically start in moderately steep areas with little to no vegetation, or where previously disturbed root systems are

unable to hold the underlying material in place.

CBJ's hazard maps, adopted in 1987 for downtown Juneau, are based on maps created in the 1970s. These low-resolution maps combine landslide and avalanche areas into a single map that identifies moderate and severe hazard areas. A second hazard analysis was conducted in 1992 for a more limited area, and was not adopted. CBJ's adopted maps, along with other hazard maps and studies



Photo Credit: Alaska State Library

may be found at: <http://www.juneau.org/cddftp/GeophysicalHazards.php>.



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




## FLOODS





Flooding occurs with regular frequency in Juneau and much of the downtown waterfront area lies within a high hazard velocity flood zone. This natural event is only problematic when it threatens public health, safety, and the built environment. Downtown Juneau is at greatest risk for coastal flooding, when high winds coincide with high tides to create storm surges and wave run-ups. The FEMA released new Borough-wide flood maps for public review in 2018, which were adopted in 2020.


In the 2020 maps, some properties had minor reductions to the flood zone boundary; no properties were added.





















Construction in velocity flood zones has specific building requirements that are implemented by CBJ zoning and building regulations. These requirements comply with FEMA's regulations and allow the City and Borough Juneau to maintain eligibility in the National Flood Insurance Program and property owners to obtain federally backed flood insurance. Additionally, the regulations ensure that development in the flood zone is constructed to minimize danger and reduce financial impacts from flooding.






| GOALS  | ACTION   | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS      |
|--|--|-------------------------------------|---------------------------------|---------------------|
|   | <p>Expand investment downtown:</p> <ul style="list-style-type: none"> <li>• Develop stronger partnerships between government, non-profit and for profit developers;</li> <li>• Examine road blocks to public/private partnerships and joint developments of housing, mixed use, parking structures, and/or land leases and take steps to eliminate them;</li> <li>• Develop opportunities to use outside funding to support downtown investment.</li> </ul>  | CDD, EPW, JEDC, DBA, JCC            | On-going                        | HAP, JCP            |
|  | <p>Support and encourage 18/365 to improve vibrancy and attractiveness of downtown to residents and visitors:</p> <ul style="list-style-type: none"> <li>• Implement mechanisms to require or incentivize mixed use development;</li> <li>• Use Juneau's seasonal nature to strengthen and develop business and activity ;</li> <li>• Incentivize year-round businesses program areas where businesses are closed seasonally so the areas remain active;</li> <li>• Create processes that allow for short term uses and temporary structures to activate vacant lots and store fronts and lower the barriers to success for start-ups;</li> <li>• Encourage public art, events, and placemaking opportunities at public parks and CBJ owned land/facilities including seasonal programming opportunities at parks and recreation facilities;</li> <li>• Require mixed use and housing on CBJ lands in the redevelopment of the harbors.</li> </ul> | CDD, DBA, JEDC, P&R, EPW, JCC       | Near                            | JCP, WDP, JEDP, HAP |

















| GOALS   | ACTION  | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS |
|---|---|-------------------------------------|---------------------------------|----------------|
|    | Implement year-round programming along the south end of the Seawalk and at CBJ Archipelago site and encourage year-round programming at the privately held Archipelago site.  | DH, Private                         | Near                            | JCP, JCV       |
|   | <p>Nurture preservation, restoration and revitalization of downtown:</p> <ul style="list-style-type: none"> <li>• Develop and advertise historic preservation opportunities;</li> <li>• Encourage the expansion of the historic district or creation of new historic districts;</li> <li>• Provide a variety of incentives to property owners for restoration, rehabilitation, and adaptive reuse;</li> <li>• Create a locally funded program to augment other programs and can be combined with housing fund resources to assist owners in obtaining funding for rehabilitation and restoration of housing units within historic buildings;</li> <li>• Evaluate the benefits and costs for each proposal to preserve, modify or remove a historic resource with consideration of the long term goals and vision for the Blueprint Downtown study area;</li> <li>• Work with the state to encourage better maintenance of their buildings.</li> </ul> | CDD, HRAC, State                    | Near                            | JCPP, JCP, HAP |
|  | Tie future development of the Subport into the cultural campus in the Áak'w Kwáan Village/Glacier Avenue subdistrict.   | CDD, Private                        | Mid                             | WDP, LRWP      |










| GOALS  | ACTION  | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS   |
|--|---|-------------------------------------|---------------------------------|--|
|   | <p>Review and amend the Comprehensive Plan Land Use Designations and zoning to support uses other than industrial on the Rock Dump.</p>   | CDD, Law                            | Mid                             |   |
|  | <p>Crime Prevention Through Environmental Design (CPTED)</p> <ul style="list-style-type: none"> <li>• Implement all aspects of CPTED – clean, attractive, active, exterior windows, marketing and active programming by encouraging residents, businesses and developers to contact JPD for CPTED consultations;</li> <li>• Incentivize new development projects to seek CPTED consultations at the planning stages of development;</li> <li>• Provide improved street lighting, stair and sidewalk lighting, parking lot lighting (use CPTED principles).</li> </ul> | JPD, CDD, EPW                       | On-going                        |  |









| GOALS   | ACTION   | ANTICIPATED<br>IMPLEMENTING<br>PARTNER(S) | WHEN<br>(ONGOING,<br>NEAR, MID,<br>LONG) | RELEVANT<br>PLANS              |
|---|--|---|--|--------------------------------|
|  | <p>Facilitate the provision of an adequate supply of various housing types and sizes to accommodate present and future housing needs for all economic and age groups:</p> <ul style="list-style-type: none"> <li>• Provide incentives to encourage tourism related businesses to contribute to the housing needs for their workers;</li> <li>• Implement and enforce a blighted properties ordinance to encourage owners to repair downtown buildings;</li> <li>• Develop incentives and provide assistance to upgrade and permit existing illegal housing units;</li> <li>• Monitor the success of the 12-year housing tax abatement program and expand or make adjustments if necessary;</li> <li>• Examine zoning districts with a goal of increased housing throughout the Blueprint Downtown planning area and incorporation of "Missing Middle" housing, including:             <ul style="list-style-type: none"> <li>◦ Consider of smaller lot sizes reflective of historic development;</li> <li>◦ Reduce or eliminate setbacks;</li> <li>◦ Increase density with duplexes, multifamily, accessory apartments and mixed uses or consider eliminating maximum density altogether;</li> <li>◦ New development that reflects the existing neighborhood character;</li> </ul> </li> <li>• Consider eliminating maximum density requirements in favor of "form based" zoning or other zoning framework that regulates impacts and appearance.</li> </ul> | Law, CDD                                  | On-going                                 | DHMP, WDP, CVP, HAP, JEDP, JCP |

| GOALS   | ACTION   | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS       |
|---|--|-------------------------------------|---------------------------------|----------------------|
|             | <p>Support efforts to expand and promote Juneau as an arts community including:</p> <ul style="list-style-type: none"> <li>• SHI as the Northwest Coast arts center;</li> <li>• Develop the arts and cultural campus in the Áak'w Kwáan Village District.</li> </ul>   | JAHC, SHI, SLAM,                    | On-going                        | JEDP, WDP            |
|             | Encourage integrated art and cultural elements, including a significant Alaskan Native component into new development, renovations and public facilities.  | CDD, EPW, Private                   | On-going                        | JCP, WDP             |
|             | Promote uses and facilities that enhance the public realm, such as ground floor retail, plazas and parks, public seating, landscaping and street trees. Establish policies and procedures for seating design, placement and management.  | CDD, DBA, EPW, DH, Private, JCC     | On-going                        | JCP, JEDP, WDP       |
|           | Complete the Seawalk.  | EPW, DH                             | On-going                        | LRWP                 |
|     | <p>Establish design guidelines that:</p> <ul style="list-style-type: none"> <li>• Include CPTED principles;</li> <li>• Incorporate the design guideline recommendations of the Long Range Waterfront Plan, Historic District and the Willoughby District Plan;</li> <li>• Are developed through a public process;</li> <li>• Allow flexibility;</li> <li>• In the Historic District, allow for architectural creativity and modern interpretations of historical features for new construction.</li> </ul> | CDD, HRAC, DBA, NA                  | Near                            | WDP, LRWP, JCPP, JCP |

| GOALS   | ACTION  | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS  |
|---|---|-------------------------------------|---------------------------------|---|
|    | <p>Fund and staff a dedicated entity:</p> <ul style="list-style-type: none"> <li>To oversee downtown improvements using the established Main Street program;</li> <li>Identify and track additional metrics for measuring progress revitalizing downtown.</li> </ul> <p>The dedicated entity may be:</p> <ul style="list-style-type: none"> <li>Housed solely within CBJ, within an existing organization, such as JEDC or the DBA; OR</li> <li>A newly created organization, such as a Local Improvement District (LID) or Business Improvement District (BID).</li> </ul> | CDD, Manager's Office, JEDC, DBA    | Near                            | JCP, JVP, JEDP  |
|    | <p>Establish a unified image for the Downtown and Áak'W Kwaan Village/Glacier Avenue subdistricts that promotes a sense of place using streetscape amenities such as benches, trash cans and signage.</p>   | EPW, P&R, DH, DBA, JCC              | Near                            | JCP, JCV, WDP, JEDP   |
|  | <p>Implement pedestrianization, parklets and restricted vehicle access where increased retail benefits will accrue. Emergency service access should be designed into any implementation of pedestrianization. Possible areas to consider are:</p> <ul style="list-style-type: none"> <li>Seward Street;</li> <li>S. Seward Street;</li> <li>Front Street;</li> <li>N. Franklin (Front to 2<sup>nd</sup> Street).</li> </ul>   | EPW, JEDC, DBA, JPD, CDD            | Near                            | JEDP, JCP   |
|  | <p>Support development of the Ocean Center on the waterfront.</p>   | CBJ, Private                        | Mid                             |  |

| GOALS   | ACTION  | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS  |
|---|---|-------------------------------------|---------------------------------|---|
|         | Develop the recreation corridor from the end of the Seawalk to the Rock Dump as recommended in Long Range Waterfront Plan.  | EPW & P&R                           | Long                            | LRWP  |
|         | Restore and rehabilitate Gold Creek to a more natural condition by partnering with organizations such as the Juneau Watershed Partnership including: <ul style="list-style-type: none"> <li>• Walking and picnic areas where appropriate;</li> <li>• Signage along Glacier Avenue explaining the historic significance of the creek.</li> </ul> | P&R, CDD, EPW, AKDOT                | Long                            | JCP   |
|     | Redevelop Marine Park including: <ul style="list-style-type: none"> <li>• Space for public performances and free flow of people;</li> <li>• Use the principles of CPTED, Placemaking and Power of Ten in planning and management;</li> <li>• Wi-Fi access that discourages clustering of people.</li> </ul>                                     | P&R, EPW                            | Long                            | PMP   |
|      | Preserve and provide public access to the shoreline, and open space/natural areas for water dependent/related uses via the Seawalk with connections to the existing pedestrian system.  | EPW, DH, P&R                        | On-going                        |  |

| GOALS   | ACTION  | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS            |
|---|---|-------------------------------------|---------------------------------|---------------------------|
|          | <p>Parking</p> <ul style="list-style-type: none"> <li>• Implement the 2010 Downtown Juneau Parking Management Plan;</li> <li>• Implement metering (and supportive education program);</li> <li>• Prioritize consistent enforcement;</li> <li>• Implement a travel demand management program;</li> <li>• Develop and promote a parking app to assist drivers to quickly find, and pay for, available parking;</li> <li>• Implement an agreement for use of State parking facilities in evenings and weekends and for use during events;</li> <li>• Improve parking at the school district campus.</li> </ul> | EPW, P&R, JSD                       | Near                            | JCP, WDP, JEDP, ATP, DPMP |
|     | Require canopies and covered walkways throughout the downtown core and Áak'w Kwaan Village/Glacier Avenue subdistrict.  | CDD                                 | Near                            | JCP, WDP, JCPP            |
|    | <p>Reduce or eliminate surface parking:</p> <ul style="list-style-type: none"> <li>• With priority in the Áak'w Kwaan Village /Glacier Avenue subdistrict;</li> <li>• With a new parking structure or expansion of existing parking structures;</li> <li>• With consideration of impact on public parking.</li> </ul>   | CBJ, State, Private                 | Mid                             | WDP                       |

| GOALS   | ACTION  | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS  |
|---|---|-------------------------------------|---------------------------------|---|
|    | Reduce industrial truck traffic passing through downtown.   | CBJ, Private                        | Mid                             |  |
|    | Relocate City Hall and redevelop the area as a connection between downtown and Marine Park.   | CBJ                                 | Long                            |  |
|    | Identify and complete pedestrian connections between: <ul style="list-style-type: none"> <li>Downtown subdistrict and Áak'W Kwaan Village/ Glacier Avenue subdistrict;</li> <li>Existing trail networks in the study area (Downtown to Basin Road/ Mt. Roberts/ Flume).</li> </ul>  | P&R, CDD, EPW, AKDOT                | Long                            |  |
|   | Improve pedestrian and vehicular access to the harbors: <ul style="list-style-type: none"> <li>"Harbor Walk" connecting to the Seawalk at the Juneau Douglas Bridge;</li> <li>Improved pedestrian crossing at W. 12<sup>th</sup> Street;</li> <li>Harbor road connecting both harbors with one main access point at the Fisherman's Terminal;</li> <li>Reconfigure Harbor parking.</li> </ul> | DH, EWP, AKDOT                      | Long                            | DHMP  |
|  | Support development of community gardens in parks and neighborhoods.  | P&R, NA, CDD                        | On-going                        | JCAP, JCP, JRES   |







| GOALS   | ACTION   | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS  |
|---|--|-------------------------------------|---------------------------------|---|
|    | <p>Support and encourage neighborhood associations to:</p> <ul style="list-style-type: none"> <li>• Foster communication among residents, businesses and organizations, including the CBJ;</li> <li>• Encourage public involvement;</li> <li>• Provide recommendations to City agencies on topics that affect them such as a way to facilitate neighborhood specific placemaking.</li> </ul> | NA, City Clerk                      | On-going                        | CVP, HAP  |
|    | Pursue development of a deep water port alternative to the Rock Dump.  | CBJ, AKDOT                          | On-going                        | JCP, JEDP   |
|  | Review and update zoning code and building code regulations that address development in avalanche/ landslide areas based on updated mapping and industry standards.  | CDD, Law                            | Near                            |  |
|  | Explore redevelopment opportunities for the AELP dock.   | Private                             | Near                            |  |



Image: Laurel Christian



Image: Laurel Christian



Image: Pat McGonegal



Image: Joseph Meyers



Image: Pat McGonegal



Image: Laurel Christian



Image: Laurel Christian

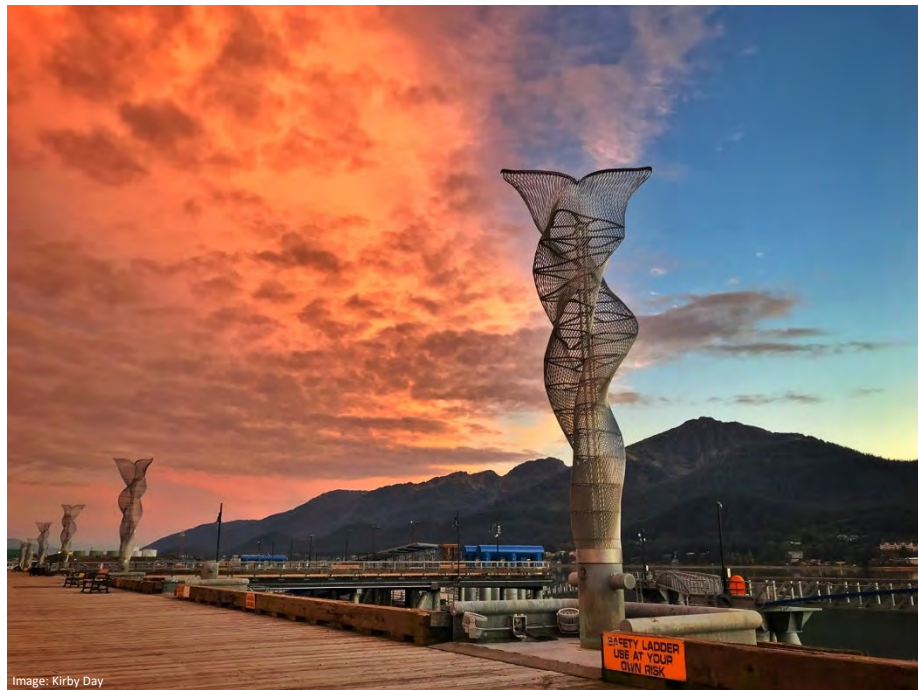


Image: Kirby Day

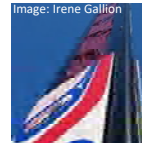


Image: Irene Gallion



Image: Laurel Christian



Image: Pat McGonegal

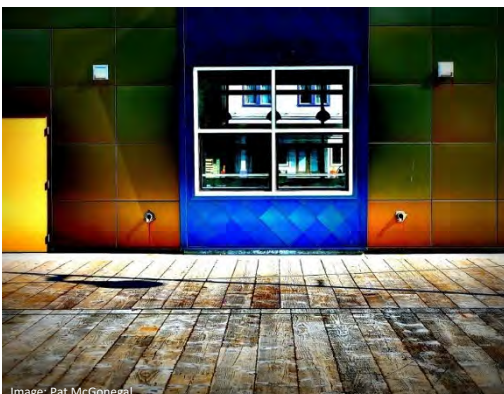


Image: Pat McGonegal



Image: Allison Eddins

## CHAPTER 5.

### DOWNTOWN ACTIVITIES AND TOURISM



Successful downtowns celebrate the local culture; attract and retain museums, theaters, and other cultural venues; and capitalize on the location of civic buildings. Traditionally, downtowns are home to community civic, cultural, and entertainment amenities. Downtowns are also typically where community heritage and cultural pride are celebrated, and are often the focal point for tourism. Community events are a relatively low-cost opportunity to reintroduce residents to downtowns, to showcase their heritage resources, and to increase foot traffic for downtown businesses. Art walks, outdoor performances, and concerts are



Photo Credit: Karena Perry

#### Related Plans

Arts, culture and entertainment have been considered in many plans over the last 20 year. Recommendations from these plans, if not already implemented, and new recommendations are presented in this chapter.

- 2002 Tourism Management Plan
- 2004 Long Range Waterfront Management Plan
- 2012 Willoughby District Land Use Plan
- 2013 Comprehensive Plan
- 2017 Downtown Harbors Uplands Master Plan-Norway Point to Bridge Park
- 2018 Marine Park to Taku Dock Urban Design Plan

good examples of local event opportunities. Juneau's status as Alaska's Capital, our geography, our history and cultures, our picturesque setting, and the walkability of downtown all make Juneau an attractive port of call, and enhance Juneau's unique and marketable identity.

## Arts, Culture and Entertainment

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

The Willoughby District Plan presents a vision of the Áak'w Kwáan Village District (formerly the Willoughby District) as the heart of Juneau's civic, arts and cultural activities: the dynamic center for tribal government and legislative functions; public and civic gatherings; art, cultural and

entertainment events; and residential and commercial activity. Achieving this vision will require significant redevelopment in the Áak'w Kwáan Village District. Juneau's Comprehensive Plan has long supported the development of a "cultural campus" in the area, which was renamed in 2019 to reflect the history of the area and acknowledge Native culture. Partly in response to the envisioned "cultural campus," the city commissioned the Willoughby District Plan, (of which only Chapter 5 was adopted as an element of the Comprehensive Plan). There is already a diversity of arts and cultural facilities in the area and replacing existing surface parking with mixed use development would create a sense of connectivity between these cultural touchstones. The proposed Ocean Center at the Subport, if brought to fruition, would link the waterfront and the Áak'w Kwáan District, and provide another anchor.

In study after study, the arts have proven to promote social connectedness by building bridges between diverse populations, engaging students, and stimulating personal growth and community involvement. In addition, the arts contribute

significantly to our local and regional economy. According to the 2014 Southeast Conference study, “The Arts Economy of Southeast Alaska,” the combined spending by artists, arts organizations, and arts audiences in Southeast Alaska totaled an estimated \$57.8 million in 2013. Juneau is nationally recognized as a dynamic arts community.

#8 - Top 10 Arts Vibrant Small Communities - Nation Center for the Arts Research Arts Vibrancy Index Report  
#6 - Creative Vitality Index - Western Arts Federation

The Sealaska Heritage Institute (SHI) is actively promoting Juneau as the Northwest Coast (NWC) art capital of the world. SHI’s vision is to develop Juneau as a destination for art lovers, and to create global awareness of and appreciation for Northwest Coast art. While Alaska Native and NWC art enjoy international recognition, Juneau as a community can do much more to promote NWC art, and would benefit economically from doing so. According to the 2014 Southeast Conference study “The Arts Economy of Southeast Alaska,” NWC

artists see the highest profits for their artwork compared to other artists included in the study. Additionally, the artists identify their work as a way of sharing and perpetuating their culture and heritage, recognizing “art as a common language.”

Celebration, a biennial festival of Tlingit, Haida and Tsimshian cultures, is organized by the Sealaska Heritage Institute. It has been held in Juneau since 1982. Celebration is one of the largest gatherings of Southeast Alaska Native peoples and is the second-largest event sponsored by Alaska Natives in the State of Alaska. The event draws about 5,000 people, including more than 2,000 dancers. Thousands more watch the event online. A 2012 study showed each Celebration generates an estimated economic impact of \$2,000,000.



Photo Credit: Karena Perry

With world-class theaters, two opera companies, two ballet companies, a community orchestra, several chamber ensembles and choirs, and an abundance of arts groups, Juneau has a remarkable diversity of arts and culture for such a small town. In addition to the SLAM Juneau is home to the Alaska Folk Festival, Juneau Jazz & Classics Festival, the Juneau Symphony, Juneau Lyric Opera Company, Juneau Dance Theatre, The Orpheus Project, Last Chance Mining Museum, Juneau Douglas City Museum, and Perseverance Theatre, which is now the largest professional theater in

Alaska. The Canvas community art studio and gallery was founded in 2006 to serve people of all ages and abilities, bridging the gap between members of the community with disabilities and the arts. The Juneau Arts and Culture Center (JACC) provides work and gallery space for local artists. It also offers concert space and programming in performance, visual, literary, and arts education along with concert space. A private non-profit is actively planning fundraising to construct a new JACC. A renovation of Centennial Hall is planned and alignment of the two projects is being explored. The Juneau Arts and Humanities Council developed a 10-year strategic plan in 2011, updated in 2014, with a priority strategy to plan and develop a distinctive cultural district that anchors Juneau's downtown development.

## Placemaking

Placemaking is the art of collaboratively transforming public space through community-based participation into quality places in which people want to live, work, play, and learn. Effective



Photo Credit: Allison Eddins

placemaking strengthens the connection between people and the places they share. It is described in detail in appendix M. Project for Public Spaces, a nonprofit organization devoted to helping communities create and sustain public spaces, has developed the following graphic (figure 2) to illustrate the components of great public spaces. Placemaking initiatives are multi-functional, and many overlap with CPTED principles discussed in Chapter 3, as well as many of the implementation tools in this plan for economic vitality, and design recommendations for buildings and streetscapes.

Placemaking can be facilitated with long-range and medium-range changes, as well as events and programming that can take place immediately and continue indefinitely. Examples of long-range changes are zoning and density changes, developing streetscape and pedestrian design criteria (e.g. complete streets as described in Chapter 7), and building designs. Other long-range changes may include catalyst developments, such as museums, transit centers or civic centers. Examples of medium-range changes are parklets and farmers markets.

Projects for Public Places created the term “Power of Ten,” which refers to the synergy that results from having a multitude of nearby places and activities and is described in detail in appendix M. Downtown Juneau can benefit from implementing the “Power of Ten” by completing an inventory and developing maps, perhaps beginning with a “Power of Three” or “Power of Five” with the goal of growing into the “Power of Ten” over time. (figure 3)

The Project for Public Spaces suggests that management is vital to the success of any public space. A successful place is dynamic and its uses

# WHAT MAKES A GREAT PLACE?

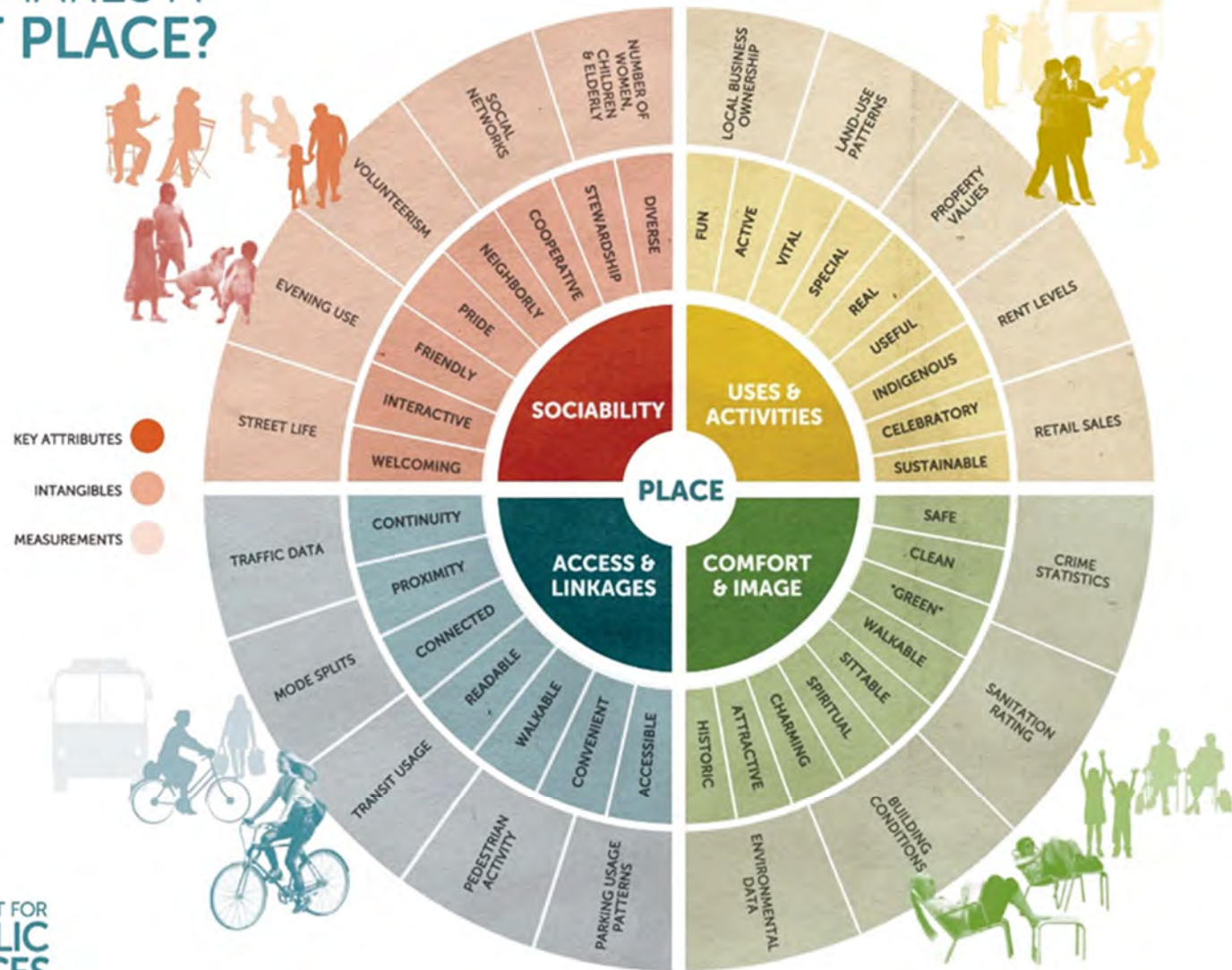


Figure 15

## POWER OF 10+

### HOW CITIES TRANSFORM THROUGH PLACEMAKING



Figure 16

change daily, weekly, monthly and seasonally. Successful spaces are actively managed and consistently incorporate new and creative activations. Active and coordinated management of downtown is recommended in the 1997 Capital City Vision Project, the 2013 Comprehensive Plan, and the 2015 Economic Development Plan. The concepts advocated for by the Project for Public Places mesh well with the Main Street Program, particularly as a vehicle for the active management of public places. Finding and maintaining funding is an important aspect of active management of public spaces.



Photo Credit: Irene Gallion

## PLACEMAKING OPPORTUNITIES

Many placemaking opportunities are available, ranging from inexpensive or temporary to long-term investments or implementation of design standards or guidelines.



Photo Credit: Patrick McGonegal

Streets are downtown's largest public spaces, yet much of their area is dedicated to moving and storing cars. The concept of "Streets as Places" suggests that, where appropriate, a more balanced sharing of space between vehicles and people adds interest and economic vitality to downtowns. Active streetscapes encourage people

to walk to popular destinations, improve the safety and comfort of users, and encourage the growth of retail and community institutions. "Streets as Places" aligns closely with Complete Streets design concepts discussed in Chapter 7. These design concepts prioritize safe access for all users, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities. Increased access and safety for walking and bicycling correlates with an increase in customers for an area's shops, service providers and eateries. Just like placemaking, there is no prescriptive design for Complete Streets; each one is unique and responds to its community context.

Temporary or short term parklets are a low cost, low commitment, way of testing their viability. Providing outdoor dining and socializing space has become even more significant during the summer of 2020.

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

## Placemaking Opportunities

- Make the area surrounding the Capitol complex more attractive landscaping, public art, seating areas, walkways, signage and access to parking;
- Improve Telephone Hill park area with better lighting and signage, landscape, benches and interpretative signage;
- Improve Cathedral Park with gathering spaces and interpretative signage;
- Make Marine Park a “town center” type of development - the heart of downtown;
- Activate the Peratrovich Plaza lot with programming and events during winter. Consider a small ice rink and fire pits;
- Establish programming such as outdoor exercise, music and pop up markets at Overstreet Park;
- Support the Flats placemaking of rainbow crosswalks, Halloween, and Free Day;
- Upgrade the two bus shelters in the Aak’w Kwaan District and better connect that areas to the lit crosswalk that leads to the Seawalk and Whale Park;
- Replace the industrial -style fence along Gold Creek with more attractive landscaping, seating lighting. Initiate regular creek clean-ups;

## Downtown Tourism

Tourism is a significant element of downtown Juneau’s cultural identity. Many of the initiatives mentioned in this chapter represent efforts to offer visitors a more authentic cultural experience, and create opportunities for local businesses to market local products and experiences. Juneau is consistently rated as a top destination by cruise industry groups; visitation increased by 19% between 2011 and 2016. However, the community’s hospitality is the industry’s product, and Juneau residents have consistently pressured CBJ to take an active role in managing the tourism industry and mitigating its impacts. Since the 1980s, CBJ has convened a number of steering committees, consultant studies, task forces, and partnership efforts to this end. Progress is demonstrated by the results of community surveys showing that residents’ negative perceptions of tourism impacts have not significantly increased despite the number of visitors nearly doubling over the same period. Notably, Tourism Best Management Practices (TBMP) is a voluntary program created out of these past efforts that is designed to minimize the impacts of tourism

through a series of best management practices and an emphasis on public reporting. While TBMP has been successful – to the degree that it has been replicated in cruise ports throughout the world – it is most effective in concert with government regulation, management through infrastructure, negotiation with the visitor industry, and ongoing community dialogue.

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

In 2019, CBJ convened the Visitor Industry Task Force (VITF), which ran concurrently with the Blueprint Downtown planning effort and was developed in response to community concerns, including those articulated in the Blueprint visioning process. The key topics of the VITF, related to this

plan, are discussed below. At the time of this planning effort, Norwegian Cruise Lines (NCL) had purchased the last vacant waterfront property downtown, at the Subport, with the stated intention of building a cruise ship dock. CBJ owns the tidelands where the dock would be constructed. In 2009 the property was rezoned to Mixed Use 2 as



Photo Credit: Kirby Day

recommended by the Long Range Waterfront Management Plan (LRWP). The LRWP recommends future development of this site as mixed residential

and commercial development and a public marina. Docks for large cruise ships were considered, but ultimately not recommended. The VITF recommended construction of a cruise ship dock subject to the following limitations:

- One larger ship per day using one side of the facility;
- Maximum of five larger ships in port per day;
- No hot berthing at the new facility;
- No larger ships allowed to anchor as the sixth ship in town. Larger ships may anchor but the number of larger ships in port would still be limited to five (CBJ to consider legal ramifications of limiting size of ships at anchor);
- High quality uplands development for community and visitors;
- Year round development orientation;
- CBJ manages dock to some extent through a public private partnership or management agreement;
- Dock is electrified.

## DOCK ELECTRIFICATION

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

## WATERFRONT INFRASTRUCTURE

Consistent improvements in public infrastructure are critical to continued management of tourism capacity. Waterfront infrastructure continues to be developed in accordance with the Juneau

Waterfront Management Plan and the 2017 Docks and Harbors Marine Park to Taku Dock Urban Design Plan. Over the past two decades, a number of projects funded by marine passenger fees – taxes charged per cruise passenger to fund visitor industry related improvements – have improved dock infrastructure, traffic flow and parking, pedestrian flow, bus staging, and created attractive public spaces for residents and visitors. Infrastructure is a critical tool for managing large

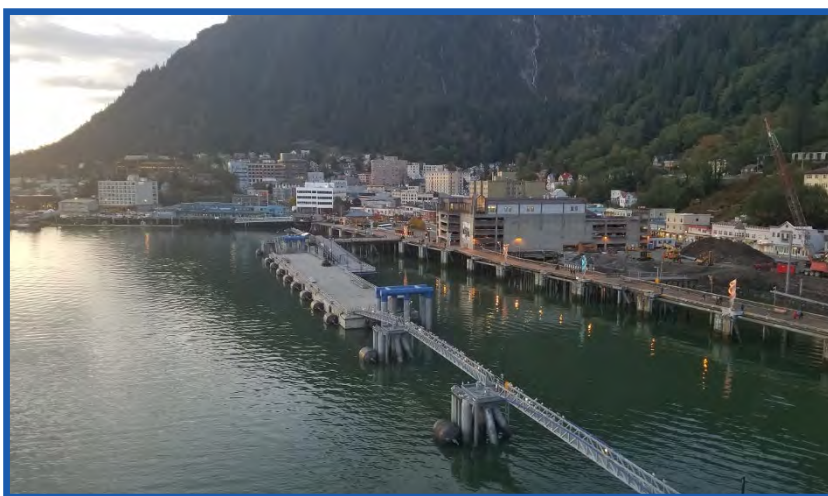


Photo Credit: Kirby Day

groups of people, particularly for a community with Juneau's distinctive and challenging topography. Deckover projects, such as the Brickyard Park adjacent to Marine Park, have created bus staging space and pedestrian wayfinding signage. Sidewalk stanchions have created safer streets and facilitated traffic flow, and dock projects have created areas for passenger staging and security. An expanded Seawalk will further help disperse pedestrians. When Brickyard Park was initially built it was envisioned as a place for events when it was not being used for bus staging. The Seawalk can also be used for events. Both have been used successfully for the Maritime Festival. In 2021 the new deckover at the Archipelago site, recently named Peratrovich Plaza, was used for the Maritime Festival. Winter programming has been challenging, but the opportunity exists, and has become more important with the onset of the COVID-19 pandemic and the need for outdoor spaces for dining and mingling.

## CITY MANAGEMENT AND PERMITTING

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

## YEAR-ROUND TOURISM

The VITF also discussed opportunities to support and encourage year-round local business in the downtown core. This topic was deemed outside the scope of the VITF and was recommended for inclusion in Blueprint Downtown. Tools such as business improvement districts, historic preservation

grants, and tax incentives to encourage housing and business development all contribute to generating more local activity downtown and create the customer base for thriving year-round businesses. Opportunities exist for expanding the tourist industry to encourage more independent travelers as well as more conferences and conventions. These topics and recommended actions are discussed in depth in Chapter 3 and



Photo Credit: Allison Eddins

Chapter 4. A thriving year-round downtown will also benefit the tourist industry, particularly the independent traveler and convention markets. To that end, CBJ and its partners should explore opportunities for the industry to support the development of initiatives that promote and encourage local business.

## TOURISM MANAGEMENT

The Blueprint Visioning Report discusses limits on the number of visitors in terms of “carrying capacity.” This is a bit of a misnomer, because the community’s capacity for visitors is largely subjective. The report explains this by comparing survey responses from 2002 and 2019 to the identical question, “How do you think the volume of cruise ship tourism compares to Juneau’s capacity to handle cruise visitor volume?” Responses from 2002 and 2019 only differ by 6% or less. This demonstrates that the community’s perception of our capacity for tourism has changed very little in 17 years, despite the number of visitors nearly doubling and suggests that proper management may facilitate increased capacity while mitigating

negative impacts. Management can also help to limit growth. While it is legally questionable and logistically impracticable to limit the number of visitors through a hard “cap,” Juneau can limit visitation through infrastructure, ship scheduling, negotiation, and financial incentives or disincentives. Regardless, tourism management has






Photo Credit: Irene Gallion







remained a major topic of community discussion over the past several decades. Despite the clear economic benefits of the industry, impacts on local residents and natural areas must also be considered.





















The VITF recommended that CBJ take a more active role in scheduling at the public docks. This function has traditionally been left to a third party. The task force also recommended that CBJ negotiate with the industry to schedule and locate ships in a way that manages congestion by staggering arrivals and departures and locating larger ships at the CBJ docks. Another recommendation was to negotiate with the industry to limit the number of ships to five large ships (defined by the VITF as those that exceed a 500 passenger capacity) per day and discourage or prohibit lightering by large ships if an additional dock is constructed. It was also recommended that CBJ work with the industry to eliminate hot berthing, the practice of scheduling two large ships at the same dock back to back on the same day.







These recommendations recognize a need for constraints on industry growth and the need for the






industry to support community stability and quality of life. A sustainable, thriving cruise industry over the coming decades is of greater benefit than a steep growth curve and a steeper decline. The tourism industry trades on hospitality. Juneau can prioritize community and industry health by diversifying our tourism economy to attract independent travelers, working with industry and community partners to set reasonable parameters for management, and promoting sustainable tourism.
















| GOALS  | ACTION   | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS  |
|--|--|-------------------------------------|---------------------------------|---|
|   | <p>Create a “Downtown Clean and Safe” program that focuses on the following services:</p> <ul style="list-style-type: none"> <li>• Regular sidewalk cleaning;</li> <li>• Additional trash pickup;</li> <li>• Graffiti removal;</li> <li>• Block watches;</li> <li>• Coordinate and communicate with local police officers and safety ambassadors;</li> <li>• CPTED practices.</li> </ul>   | JPD, JEDC, DBA, JCC                 | Near                            |  |
|  | <p>Support and encourage 18/365 to improve vibrancy and attractiveness of downtown to residents and visitors:</p> <ul style="list-style-type: none"> <li>• Implement mechanisms to require or incentivize mixed use development;</li> <li>• Use Juneau’s seasonal nature to strengthen and develop business and activity ;</li> <li>• Incentivize year-round businesses program areas where businesses are closed seasonally so the areas remain active;</li> <li>• Create processes that allow for short term uses and temporary structures to activate vacant lots and store fronts and lower the barriers to success for start-ups;</li> <li>• Encourage public art, events, and placemaking opportunities at public parks and CBJ owned land/facilities including seasonal programming opportunities at parks and recreation facilities;</li> <li>• Require mixed use and housing on CBJ lands in the redevelopment of the harbors.</li> </ul> | CDD, DBA, JEDC, P&R, EPW, JCC       | Near                            | JCP, WDP, JEDP, HAP   |









| GOALS   | ACTION   | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS  |
|---|--|-------------------------------------|---------------------------------|---|
|    | Implement year-round programming along the south end of the Seawalk and at CBJ Archipelago site and encourage year-round programming at the privately held Archipelago site.   | DH, Private                         | Near                            | JCP, JCV  |
|    | Tie future development of the Subport into the cultural campus in the Aak'w Kwáan Village/Glacier Avenue subdistrict.  | CDD, Private                        | Mid                             | WDP, LRWP   |
|   | Implement the concept of the “power of ten” placemaking concepts. Initially starting small and implement the “power of three, or five, or eight” and build on success, gradually achieving the “power of ten”.   | CBJ, JEDC, DBA, JAHC                | Mid                             |    |
|  | Crime Prevention Through Environmental Design (CPTED) <ul style="list-style-type: none"> <li>• Implement all aspects of CPTED – clean, attractive, active, exterior windows, marketing and active programming by encouraging residents, businesses and developers to contact JPD for CPTED consultations;</li> <li>• Incentivize new development projects to seek CPTED consultations at the planning stages of development;</li> <li>• Provide improved street lighting, stair and sidewalk lighting, parking lot lighting (use CPTED principles).</li> </ul> | JPD, CDD, EPW                       | On-going                        |  |

| GOALS   | ACTION  | ANTICIPATED IMPLEMENTING PARTNER(S)      | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS |
|---|---|--|---------------------------------|----------------|
|             | <p>Increase the number of independent travelers to diversify the economy with more year round and varied tourism:</p> <ul style="list-style-type: none"> <li>• Promote heritage and cultural tourism;</li> <li>• Promote conferences and conventions;</li> <li>• Expand number of available hotel rooms.</li> </ul> | SHI, Travel Juneau, JEDC, DBA, JAHC, JCC | On-going                        | JCP, CVP       |
|             | <p>Support efforts to expand and promote Juneau as an arts community including:</p> <ul style="list-style-type: none"> <li>• SHI as the Northwest Coast arts center;</li> <li>• Develop the arts and cultural campus in the Áak'w Kwáan Village District.</li> </ul>  | JAHC, SHI, SLAM,                         | On-going                        | JEDP, WDP      |
|             | <p>Encourage integrated art and cultural elements, including a significant Alaskan Native component into new development, renovations and public facilities.</p>  | CDD, EPW, Private                        | On-going                        | JCP, WDP       |
|     | <p>Promote uses and facilities that enhance the public realm, such as ground floor retail, plazas and parks, public seating, landscaping and street trees. Establish policies and procedures for seating design, placement and management.</p>  | CDD, DBA, EPW, DH, Private, JCC          | On-going                        | JCP, JEDP, WDP |
|     | <p>Actively market the existing, free Capital Transit circulator and maximize its availability with increased frequency.</p>  | EPW, JEDC, DBA, JCC                      | On-going                        | ATP, JEDP      |

| GOALS   | ACTION  | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS  |
|---|---|-------------------------------------|---------------------------------|---|
|    | Provide adequate, safe, clean and well identified public restrooms and monitor for safety.  | EPW, JPD, P&R                       | On-going                        | Near  |
|    | Complete the Seawalk.   | EPW, DH                             | On-going                        | LRWP  |
|    | Establish design guidelines that: <ul style="list-style-type: none"> <li>• Include CPTED principles;</li> <li>• Incorporate the design guideline recommendations of the Long Range Waterfront Plan, Historic District and the Willoughby District Plan;</li> <li>• Are developed through a public process;</li> <li>• Allow flexibility;</li> <li>• In the Historic District, allow for architectural creativity and modern interpretations of historical features for new construction.</li> </ul> | CDD, HRAC, DBA, NA                  | Near                            | WDP, LRWP, JCPP, JCP  |
|  | Establish a unified image for the Downtown and Áak'W Kwaan Village/Glacier Avenue subdistricts that promotes a sense of place using streetscape amenities such as benches, trash cans and signage.  | EPW, P&R, DH, DBA, JCC              | Near                            | JCP, JCV, WDP, JEDP   |
|  | Centralize management and permitting of vendors and commercial tours at CBJ controlled facilities, including the implementation of Parks & Recreation's Commercial Use regulation for parks. Vendors should be managed to minimize their footprint.   | CDD, P&R, DH, TBMP                  | Near                            |  |

| GOALS   | ACTION  | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS  |
|---|---|-------------------------------------|---------------------------------|---|
|    | <p>Develop 'Complete Streets' design standards that address the requirements of all users including:</p> <ul style="list-style-type: none"> <li>• Reduce vehicle speeds;</li> <li>• Prioritize the needs of pedestrians and cyclists where appropriate;</li> <li>• Blur the separation of pedestrians and vehicles with shared space concepts on pedestrian dominated streets.</li> </ul>   | CDD, EPW, AKDOT                     | Near                            | AWTP, JCP, WDP  |
|    | <p>Implement pedestrianization, parklets and restricted vehicle access where increased retail benefits will accrue. Emergency service access should be designed into any implementation of pedestrianization. Possible areas to consider are:</p> <ul style="list-style-type: none"> <li>• Seward Street;</li> <li>• S. Seward Street;</li> <li>• Front Street;</li> <li>• N. Franklin (Front to 2<sup>nd</sup> Street).</li> </ul> | EPW, JEDC, DBA, JPD, CDD            | Near                            | JEDP, JCP   |
|  | <p>Support development of the Ocean Center on the waterfront.</p>   | CBJ, Private                        | Mid                             |  |
|  | <p>Develop the recreation corridor from the end of the Seawalk to the Rock Dump as recommended in Long Range Waterfront Plan.</p>   | EPW & P&R                           | Long                            | LRWP  |

| GOALS   | ACTION   | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS                   |
|---|--|-------------------------------------|---------------------------------|----------------------------------|
|     | <p>Restore and rehabilitate Gold Creek to a more natural condition by partnering with organizations such as the Juneau Watershed Partnership including:</p> <ul style="list-style-type: none"> <li>• Walking and picnic areas where appropriate;</li> <li>• Signage along Glacier Avenue explaining the historic significance of the creek.</li> </ul>   | P&R, EPW<br>CDD, AKDOT              | Long                            | JCP                              |
|     | <p>Increase playground space in the planning area, prioritizing the Downtown subdistrict.</p>  | P&R, CDD,<br>EPW, AKDOT             | Long                            | PMP                              |
|     | <p>Redevelop Marine Park including:</p> <ul style="list-style-type: none"> <li>• Space for public performances and free flow of people;</li> <li>• Use the principles of CPTED, Placemaking and Power of Ten in planning and management;</li> <li>• Wi-Fi access that discourages clustering of people.</li> </ul>   | P&R, EPW                            | Long                            | PMP                              |
|      | <p>Street reconstruction projects should:</p> <ul style="list-style-type: none"> <li>• Strive for "complete streets" that accommodate the needs of all roadway uses (pedestrians, drivers, cyclists, transit);</li> <li>• Consider pedestrian and bicycle access;</li> <li>• Coordinate with water/sewer replacements;</li> <li>• Include infrastructure to accommodate future district heating;</li> <li>• Include EV charging infrastructure;</li> <li>• Include public art in the Downtown and Áak'w Kwáan subdistricts;</li> <li>• Incorporate benches and wider sidewalks where right-of-way widths allow;</li> <li>• Underground utilities when feasible.</li> </ul> | EPW, AKDOT                          | On-going                        | JCP, WDP,<br>NMTP, JCAP,<br>JRES |

| GOALS   | ACTION   | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS   |
|---|--|-------------------------------------|---------------------------------|--|
|    | Collaborate with the visitor industry in TBMP stewardship.   | CBJ, TBMP, CLIA                     | On-going                        |   |
|    | <p>Reduce or eliminate surface parking:</p> <ul style="list-style-type: none"> <li>• With priority in the Áak'w Kwaan Village /Glacier Avenue subdistrict;</li> <li>• With a new parking structure or expansion of existing parking structures;</li> <li>• With consideration of impact on public parking.</li> </ul>  | CBJ, State, Private                 | Mid                             | WDP  |
|    | Relocate City Hall and redevelop the area as a connection between downtown and Marine Park.  | CBJ                                 | Long                            |   |
|   | <p>Identify and complete pedestrian connections between:</p> <ul style="list-style-type: none"> <li>• Downtown subdistrict and Áak'W Kwaan Village/ Glacier Avenue subdistrict;</li> <li>• Existing trail networks in the study area (Downtown to Basin Road/ Mt. Roberts/ Flume).</li> </ul>  | P&R, CDD, EPW, AKDOT                | Long                            |  |
|  | <p>Improve pedestrian and vehicular access to the harbors:</p> <ul style="list-style-type: none"> <li>• "Harbor Walk" connecting to the Seawalk at the Juneau Douglas Bridge;</li> <li>• Improved pedestrian crossing at W. 12<sup>th</sup> Street;</li> <li>• Harbor road connecting both harbors with one main access point at the Fisherman's Terminal;</li> <li>• Reconfigure Harbor parking.</li> </ul> | DH, EWP, AKDOT                      | Long                            | DHMP   |












| GOALS   | ACTION  | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS  |
|---|---|-------------------------------------|---------------------------------|---|
|    | Support development of community gardens in parks and neighborhoods.  | P&R, NA, CDD                        | On-going                        | JCAP, JCP, JRES   |
|    | Support and encourage neighborhood associations to: <ul style="list-style-type: none"> <li>Foster communication among residents, businesses and organizations, including the CBJ;</li> <li>Encourage public involvement;</li> <li>Provide recommendations to City agencies on topics that affect them such as a way to facilitate neighborhood specific placemaking.</li> </ul> | NA, City Clerk                      | On-going                        | CVP, HAP  |
|    | Provide sufficient resources to CBJ and AKDOT street maintenance to clear snow and ice and to maintain enhancements when street improvements incorporate complete streets and traffic calming features.   | EPW, AKDOT                          | On-going                        |    |
|    | Encourage murals and develop a review process for murals on public buildings.   | CDD, EPW, P&R, DH, LR               | Near                            | HCPP  |
|   | Explore feasibility and funding opportunities to provide shore power to docked cruise ships, coordinating with electric companies to ensure adequate electrical capacity.   | EPW, DH, Private                    | Near                            | JCAP, JRES  |
|  | Establish a MOU between CBJ and CLIA which includes a maximum of five large ships at one time, no hot berthing and arrival and departure times of docks scheduled to disperse impacts.  | CBJ, CLIA                           | Near                            |  |
|  | Incentivize electric tour buses to reduce emissions.  | CBJ, JCOS                           | Near                            | JRES  |
|  | Support construction of a single cruise ship berth at the Subport subject to conditions as outlined by the VITF.  | CBJ, Private                        | Mid                             |  |



Image: Joseph Meyers



Image: Beth McKibben



Image: Joseph Meyers



Image: Allison Eddins



Image: Joseph Meyers



Image: Ty Yamaoka

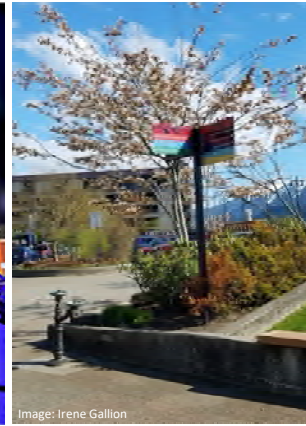


Image: Irene Gallion



Image: Laurel Christian



Image: Pat McGonegal



Image: Pat McGonegal

---

---

## CHAPTER 6.

### PARKS, OPEN SPACE, AND RECREATION

---



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

#### Related Plans

Parks, open space and recreation have been the subject of many plans over the last 20 Years. Recommendations from these plans, if not already implemented, and new recommendations are presented in this chapter.

- 2004 Long Range Waterfront Plan
- 2012 Willoughby District Land Use Plan
- 2017 Downtown Harbors Uplands Master Plan - Norway Point Bridge Park
- 2018 Marine Park to Tuku Dock Urban Design Plan
- 2019 Parks and Recreation Master Plan

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

Augustus Brown Pool and Zach Gordon Youth Center provide programming for seniors and youth and are easily accessible from schools and downtown neighborhoods. Parks and open spaces are vital to the character of downtown, creating opportunities for placemaking and enhancing the vitality of nearby commercial areas.

Parks and recreation amenities are consistently cited as important to quality of life, a healthy economy, and to attracting and retaining a strong workforce. Less recognized are the vital social services that these community assets facilitate. For children and youths, organized recreation and after school activities provide benefits beyond the social and physical; often including meals and access to resources for children who are hungry, abused, or experiencing homelessness. Access to constructive activities can be a preventative against crime, and drug and alcohol use for youth. For adults, parks and recreation services have important physical and mental health benefits that translate to lower public health costs. In Juneau, public amenities help seniors and families cope with challenging weather, facilitate access to our spectacular

natural surroundings, provide opportunities for our most vulnerable, and build community around activities and services.



Photo Credit: Alexandra Pierce

## Recreation Programming

Programming for parks and recreation assets can be defined by the elements that bring a park, trail, or facility to life. It can take the form of interactive equipment, events, or vendors. Programming for

recreational facilities includes the classes and activities offered at the facility. Recreational programming, from tennis courts, farmers markets, play equipment, concerts or performances in the park to trail running races and swim lessons, helps encourage facility use and keeps people at a park or facility for longer, discourages criminal activity, and creates a sense of vibrancy and community.

Commercial use of parks, trails, and recreation facilities takes a variety of forms, from food vending to tour operators to facility rentals. Borough-wide commercial use is being evaluated by the Parks & Recreation Department. Blueprint Downtown considers the purpose of each park, and makes a recommendation as to whether or how commercial activities fit that purpose. This will inform CBJ's evaluation of its commercial use policies as well as what types of commercial use are appropriate for a given public space. Additionally, partnerships with businesses, nonprofits, or other entities for programming or improvements in public spaces can enhance community vibrancy and encourage use of those spaces.

| AUGUSTUS BROWN POOL  | ZACH GORDON YOUTH CENTER  |
|--|---|
| <p>Location: 1619 Glacier Avenue</p> <p>Amenities: Lap pool, Aqua Climb climbing wall, high/low diving boards, warmer recreation pool, dry sauna and exercise deck with equipment</p> <p>Description: A 75 foot long lap pool, with amenities, may be rented, offers wide variety of swimming lessons, fitness classes and recreational swimming</p> <p>Opportunities: Expand senior programming and include dryland fitness classes such as yoga, tai chi and weight training. Add a small gym or multi-use space</p> | <p>Location: 396 Whittier Avenue</p> <p>Amenities: Indoor, outdoor basketball courts, weight room, exercise equipment, ping-pong, foosball, pool tables, outdoor fire pit, board games, outdoor garden, commercial kitchen</p> <p>Description: Offers, drop-in youth activities, provides hot meals, referrals to necessary supports for youth and families in need. Serves as headquarters for CBJ Parks and Recreation's youth and social services programming</p> <p>Opportunities: Expanded programming as grant funds become available</p> |

## Parks

Parks provide health, social, and economic benefits in an environmental context. Even though Juneau is surrounded by natural areas, urban parks create access to various active and passive recreational opportunities and serve as public congregation spaces. The downtown area includes school district managed field space, four mini-parks, a neighborhood park, and a community park. Cope Park has a ballfield that is suitable for tee ball, but is primarily used as a dog park. While Chicken Yard and Capital School parks are in need of major upgrades, the downtown area is well served with park amenities. These existing amenities can be improved by evaluating the purpose of each and creating shared spaces that invite people to spend more time engaging in active or passive recreation. Through thoughtful design and programming parks can be welcome spaces for all and not centers for criminal activity.

It is important to consider maintenance and enforcement impacts when planning improvements to park spaces. Parks should be constructed with

longevity in mind – to look as good as possible for as long as possible. The same is true for elements such as signage and public art; these features should be clear, visible, and easy to maintain. The Steering Committee also considered other downtown park or programming opportunities including a winter ice rink at the Archipelago property and additional playground space in downtown.

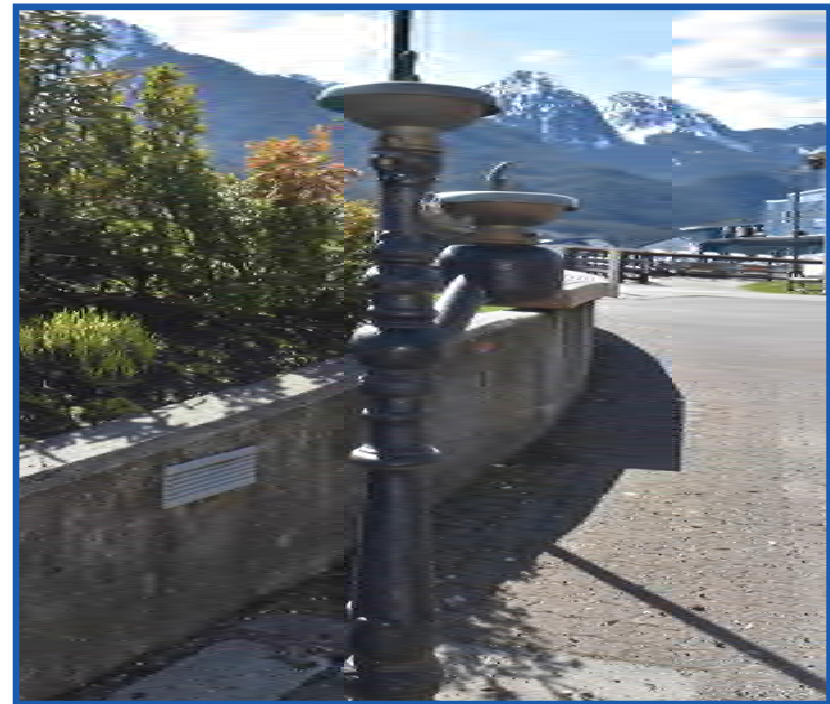


Photo Credit: Allison Eddins

## COPE PARK

Amenities: 2 tennis/pickle ball courts, basketball court, bocce court, swing sets, climbing structure, 1 disc golf hole, ball field/fenced-in dog park, public restrooms, hiking trails, paved parking lot

### Description:

- Large community park that features a play area, 2 tennis courts with pickle ball lines, a basketball court, a ball field which doubles as a fenced dog park, picnic tables, grills, hiking trails and public restrooms
- The park was recently improved with most of the work completed in 2016 but some of the planned improvements were not funded
- Recently, a bike pump track was added and additional bike skills features are planned
- Linked to the Flume Trail and the popular Basin Road recreation areas by the Christopher Trail

### Opportunities:

- Existing master plan includes a shelter and improved grandstand seating. These should be encouraged, though a simpler structure(s) may be more appropriate for the space and the use
- Lighting on the toboggan hill may encourage additional winter use
- Restrictions on tours in the area should remain
- Other opportunities include grills, concessions/competitive leasing, small ice rink, water station for dogs and people, finish surfaces, a shelter with a clan house reference, small ski jump, make part of field for dogs and revive part for sports, area for community garden

MAP 17

## GUNAKADÉIT PARK

Amenities: None

### Description:

- Previously a small public space with benches and landscaping
- Park infrastructure was removed when a fire leveled an adjoining building; has remained a vacant lot since
- The site is currently rented, along with the adjacent property, to a local vendor for use as a food truck court

### Opportunities:

- The park is functioning as a commercial space for small businesses, however the adjacent property is privately owned and the parkland only covers about a third of the existing food court

- CBJ should keep the space on a year-to-year lease while exploring options for the park or combined lands with the adjacent landowner, while recognizing the value of open space downtown.
- Winter programming could include holiday events and activities

MAP 17

| BISHOP KENNY<br>MEMORIAL PEACE<br>PARK   | CATHEDRAL PARK   | CHICKEN YARD PARK   | TELEPHONE HILL<br>PARK  |
|--|--|---|---|
| <p>Amenities: Picnic tables with chess boards, benches</p> <p>Description:</p> <ul style="list-style-type: none"> <li>• Small urban pocket park located at the corner of Seward and Third Streets</li> <li>• Consists of paving stones, tables and benches</li> <li>• Primarily used as a lunch location for people working in the office buildings nearby.</li> <li>• Named for Bishop Michael Kenny who served the Juneau Diocese from 1979 to 1995</li> </ul> <p>Opportunities:</p> <ul style="list-style-type: none"> <li>• Low-cost, removable covered area.</li> <li>• Programming could include outdoor concerts during the lunch hour</li> </ul> <p>MAP 18</p> | <p>Amenities: Picnic tables, benches</p> <p>Description:</p> <ul style="list-style-type: none"> <li>• Located at the corner of Fifth and Gold Streets with benches and picnic tables.</li> <li>• Slide and other play structures were removed, but the supports remain.</li> <li>• The purpose of this park should be re-evaluated</li> <li>• Remove the remnants of play structures</li> </ul> <p>Opportunities:</p> <ul style="list-style-type: none"> <li>• Location appropriate for a quiet and reflective area with seating and green space</li> <li>• Appropriate uses include community garden space, interpretive signage with historical photos, public art, a watering station, and a welcoming covered seating and picnic area</li> </ul> <p>MAP 17</p> | <p>Amenities: Playground, community garden, basketball hoop, bench, tables and chairs</p> <p>Description:</p> <ul style="list-style-type: none"> <li>• Mini park serving the Starr Hill community</li> <li>• Consists of a play area and a community garden</li> <li>• CBJ and the neighborhood have worked to address access issues to a home that historically had a driveway through the park</li> <li>• Park redeveloped in 2021</li> </ul> <p>Opportunities:</p> <ul style="list-style-type: none"> <li>• Neighborhood events and placemaking initiatives</li> </ul> <p>MAP 17</p> | <p>Amenities: Benches, cedar pergola</p> <p>Description:</p> <ul style="list-style-type: none"> <li>• Sits on the hill above the Downtown Transit Center and offers views of Gastineau Channel</li> <li>• Features benches and a cedar pergola.</li> <li>• The park attracts illicit behavior and is difficult to enforce and maintain</li> </ul> <p>Opportunities:</p> <ul style="list-style-type: none"> <li>• Remove landscaping and seating,</li> <li>• Convert the park area to a scenic viewpoint with historical photos, art, and interpretive signage explaining the history of Telephone Hill</li> </ul> <p>MAP 17</p> |

## CAPITAL SCHOOL PARK

Amenities: Playground, tot lot, basketball court, picnic tables, Empty Chair Project, drinking fountain, seasonal portable restroom, paved parking

### Description:

- Features picnic tables, open space, a gaga ball pit, a half-court basketball and a playground with a separate tot lot
- "Empty Chair Project" installation honors Juneau's Japanese community, many of whom were forcibly removed and incarcerated in internment camps during World War II

### Opportunities:

- Hold public process and reconstruct park
- Opportunities include seating areas and picnic table, grills, a redesigned playground, resurfaced open space, improved signage for the Empty Chair Project, walking paths and community garden space

MAP 17

## MAYOR BILL OVERSTREET PARK

Amenities: Fountain, restroom, picnic shelter, benches and tables, paved walkways, educational signage

### Description:

- Located by the Juneau Douglas Bridge, Overstreet Park or "Whale Park" is popular with residents and visitors
- Serves as the beginning of the Seawalk
- Prominently features "Tahku" — a life-size bronze humpback whale fountain.
- Connects the waterfront to the Aak'w Kwáan district

### Opportunities:

- Overstreet Park is connected via the area under the Juneau Douglas Bridge to CBJ Docks and Harbors property that is planned for future marina development with restaurants and other amenities
- Contiguous area could support a water taxi dock, kayak and paddleboard rentals, and other commercial opportunities
- Popular public gathering space and could be enhanced with additional play features, lawn game opportunities, and programming such as concerts, movie nights or artists markets
- As the Seawalk is further developed, quiet spaces should be maintained, additional seating and spaces for children should be considered as well as signage for the connection to the harbors

MAP 18

## EVERGREEN CEMETERY

Amenities: Benches, cemetery

### Description:

- Evergreen cemetery includes historic gravesites in a large grassy space
- The site is an all-season commonly-used recreation area for neighbors and classes from nearby schools

### Opportunities:

- Walking tours featuring the gravesites of historical figures

MAP 18

## MARINE PARK

Amenities: Public rental pavilion, benches, electrical outlets, benches, picnic tables

### Description:

- Located at the downtown waterfront, Marine Park consists of a pavilion, benches and picnic tables
- Part of a larger complex that extends along the cruise ship docks and would connect to a future Seawalk extension
- The park was previously programmed during the summer months, and is used by for passive recreation and picnicking
- Food vendors operate in the park seasonally

### Opportunities:

- Marine Park is the hub of the Seawalk, and the intersection of Seward Street and the waterfront;
- Full park master planning process
- The purpose of this park should be to serve as a waterfront "town square"

- Appropriate uses promote the park's function as a gathering space for local residents, as well as visitors
- Commercial use should be evaluated for applicability and rates and space for public performances, and events should be revived
- Improve connection to Seward Street
- Park master planning should incorporate CPTED principles, Main Street and Placemaking
- Physical spaces can be planned to be safe and welcoming
- Space for performances and events
- Master plan should identify opportunities for programming and steps to accomplish
- Evaluate commercial uses, and manage to minimize footprint and impacts
- Wi-Fi access designed to avoid clustering of people and impeding flow of park uses and pedestrians

MAP 17



Photo Credit: Patrick McGonegal

Egan Drive, a recreation area for residents and visitors, a water access point, and a public art venue. Currently the north end of the Seawalk, anchored by Overstreet Park, is a recreation area with gathering spaces and stairs to the water for launching personal watercraft, extending to a walkway that is planned to continue to Marine Park. The south end crosses an active port with cruise ship docks, Taku Smokeries, and the Intermediate Vessel Float, while also functioning as a popular area for walking and picnicking, and as a venue for public art. While management of the Seawalk may fall to multiple CBJ departments, for planning purposes it should be considered public park space. Other planning and management considerations include access and uses. The Seawalk access area along Gold Creek between Egan Drive and Willoughby Avenue is an opportunity for placemaking by adding landscaping and visibly appealing fencing to an area with increased pedestrian traffic and providing a gateway to the Áak'w Kwáan Village district.

#### Opportunities for Marine Park:

- Connectivity, small performance venue, new art installations, a path maintained for pedestrians in the winter, and more and better water access.

#### Opportunities for Gold Creek:

- Enhance Glacier Avenue next to Gold Creek with minor landscaping, improved lighting and fence replacement as envisioned by LRWP.

#### Opportunities for Pedestrians and Human-Powered Transportation:

- Access points that are signed, landscaped, and welcoming.
- Reserve the Seawalk for human-powered transportation, primarily walking and biking. Monitor pedi-cabs, e-bikes, and scooters and, if necessary, establish controls such as seasonal closures, hours of operation, speed limits, or bike lanes.

#### Opportunities for Commerce/Social Interaction:

- Consider specific areas (parks and other infrastructure) on the Seawalk for managed use by vendors. Management should be coordinated between CBJ departments.

## Downtown Harbors

Harris and Aurora Basin Harbors occupy the water side of Egan Drive from the Bridge to Norway Point. The harbors are home to much of Juneau's commercial fishing fleet, live-aboard vessels, and pleasure-craft. Boating and fishing are central to Juneau's culture and the harbors serve as an access point for these activities. The Juneau Yacht Club is situated on the Norway Point end of Aurora Basin harbor, and the boat launch ramp and grid facilities at Harris Harbor are used throughout the area. The redevelopment contemplated in the Downtown Harbors Uplands Plan area would connect via walkway to Overstreet Park. Harris and Aurora Basin Harbors are discussed in detail in Chapter 4.



Photo Credit: Michael Penn

## Gold Creek

Gold Creek runs from Last Chance Basin to Cope Park and south through the Áak'w Kwáan Village/ Glacier Avenue Subdistrict, under Egan Drive to Gastineau Channel. Except for the mouth, the creek has been contained in a concrete channel and is surrounded by fencing, which includes



Photo Credit: Patrick McGonegal

barbed wire in many areas. The Willoughby District Plan recommends Gold Creek be restored and rehabilitated to a more natural condition. Walking and picnic areas should be incorporated into the restoration where appropriate and its historic significance should be explained with signage along Glacier Ave. The Juneau Watershed Partnership has indicated interest in partnering with the CBJ on a Gold Creek restoration project. Grant opportunities are available to support this type of restoration work.

## Park and Landscape Maintenance

CBJ Parks and Recreation is responsible for maintaining the parks and landscaping in public spaces. In the downtown area, this includes the waterfront and city streets. In the summer season, approximately 23 seasonal staff maintain all of the parks and much of the open space downtown as well as throughout Juneau. This includes picking up

trash, cleaning picnic areas, regularly inspecting play equipment, planting, weeding, watering flowers and trees, hanging flower baskets along the street, hanging and maintaining banners, and repairing and maintaining areas damaged by vandalism. Landscaping and its role in placemaking is addressed in detail in Chapter 5.

## Parks and Recreation Trends

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



Photo Credit: Alexandra Pierce

security and the move toward promoting community gardens, fruiting forests, and other opportunities for food production in public spaces. Residents of the Starr Hill neighborhood have already created a community garden site at Chicken Yard Park, and this trend should be encouraged. Changing uses and demographics also generate changes in user behavior, which should be managed and considered in new capital

projects like the Seawalk and in park and trail improvements. Generally, parks and public spaces would benefit from more community-driven programming and partnerships. Many of Juneau's most popular recreational events and infrastructure started as grassroots efforts, and CBJ and its partners can continue to leverage opportunities for collaboration on funding, programming, marketing, events, maintenance or improvements.

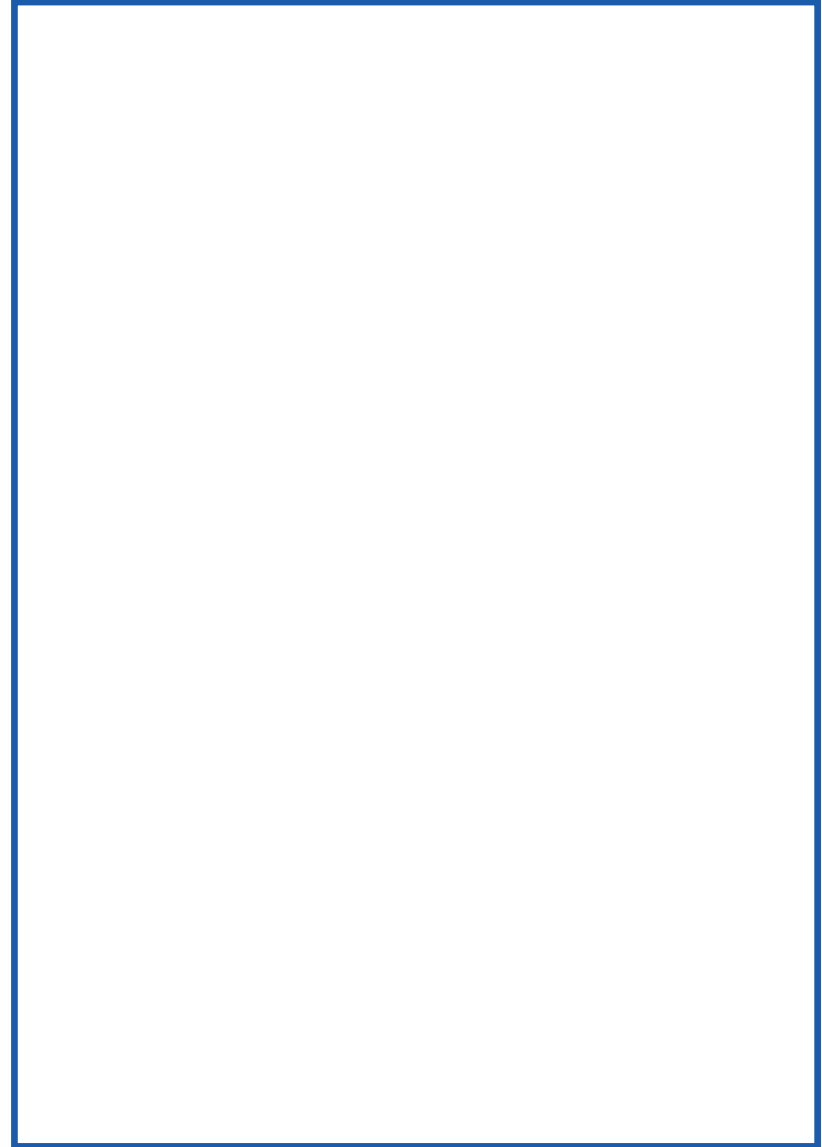
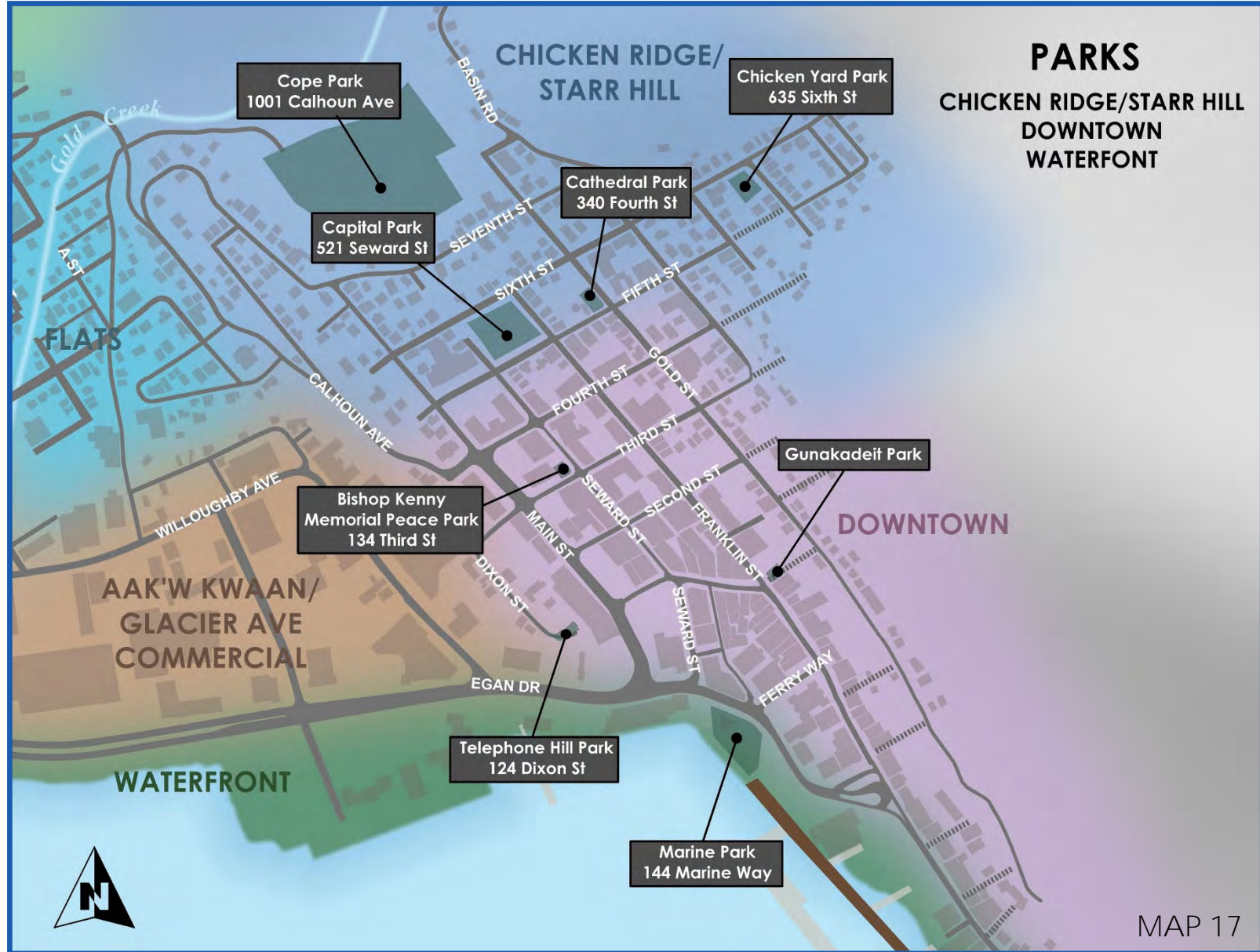
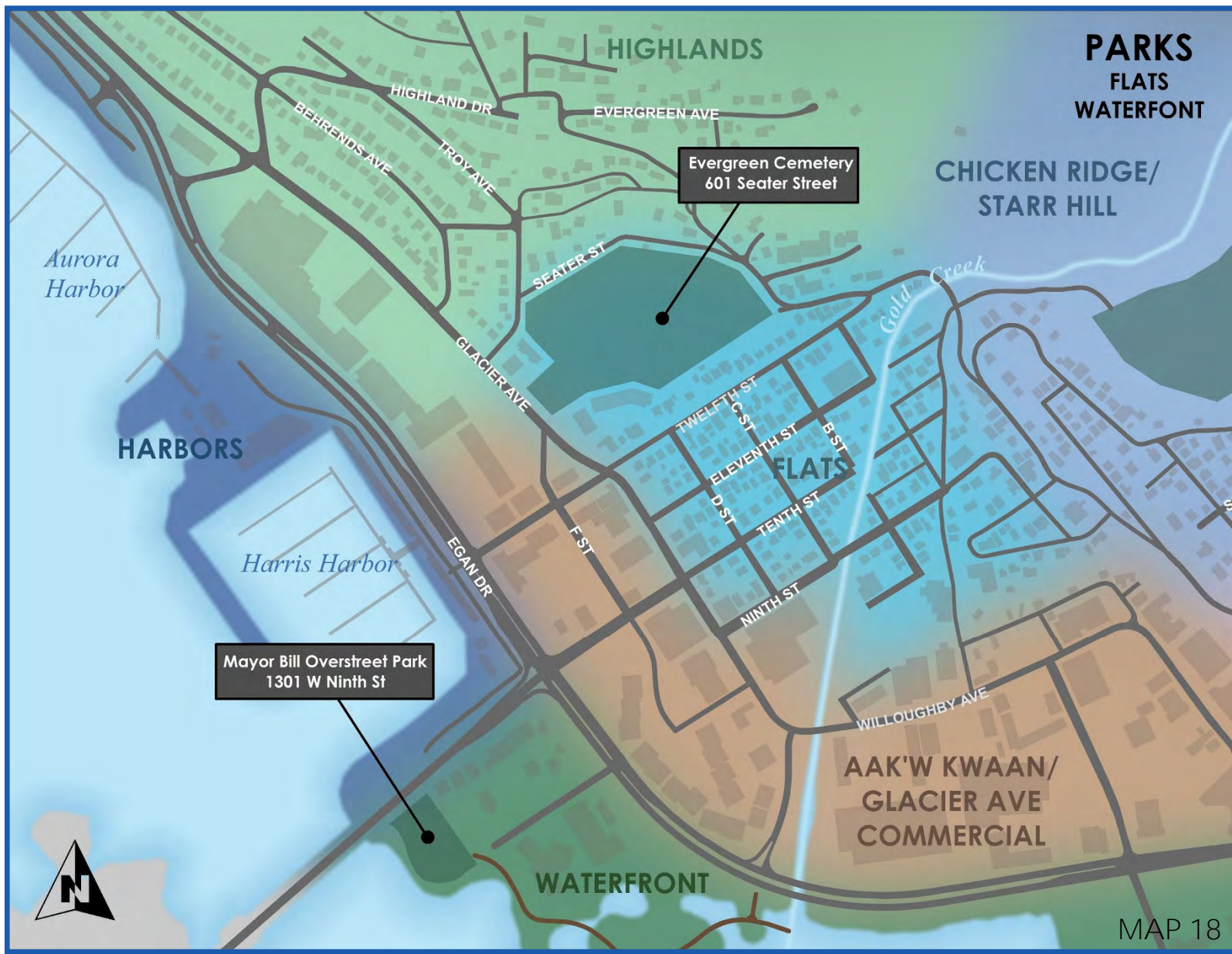




































Photo Credit: Allison Eddins















| GOALS   | ACTION  | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS  |
|---|---|-------------------------------------|---------------------------------|---|
|    | <p>Support and encourage 18/365 to improve vibrancy and attractiveness of downtown to residents and visitors:</p> <ul style="list-style-type: none"> <li>• Implement mechanisms to require or incentivize mixed use development;</li> <li>• Use Juneau's seasonal nature to strengthen and develop business and activity;</li> <li>• Incentivize year-round businesses program areas where businesses are closed seasonally so the areas remain active;</li> <li>• Create processes that allow for short term uses and temporary structures to activate vacant lots and store fronts and lower the barriers to success for start-ups;</li> <li>• Encourage public art, events, and placemaking opportunities at public parks and CBJ owned land/facilities including seasonal programming opportunities at parks and recreation facilities;</li> <li>• Require mixed use and housing on CBJ lands in the redevelopment of the harbors.</li> </ul> | CDD, DBA, JEDC, P&R, EPW, JCC       | Near                            | JCP, WDP, JEDP, HAP   |
|   | <p>Implement year-round programming along the south end of the Seawalk and at CBJ Archipelago site and encourage year-round programming at the privately held Archipelago site.</p>   | DH, Private                         | Near                            | JCP, JCV  |
|  | <p>Implement the concept of the "power of ten" placemaking concepts. Initially starting small and implement the "power of three, or five, or eight" and build on success, gradually achieving the "power of ten".</p>   | CBJ, JEDC, DBA, JAHC                | Mid                             |  |

| GOALS   | ACTION  | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS  |
|---|---|-------------------------------------|---------------------------------|---|
|    | Complete the Seawalk.   | EPW, DH                             | On-going                        | LRWP  |
|    | <p>Fund and staff a dedicated entity:</p> <ul style="list-style-type: none"> <li>To oversee downtown improvements using the established Main Street program;</li> <li>Identify and track additional metrics for measuring progress revitalizing downtown.</li> </ul> <p>The dedicated entity may be:</p> <ul style="list-style-type: none"> <li>Housed solely within CBJ, within an existing organization, such as JEDC or the DBA;<br/>OR</li> <li>A newly created organization, such as a Local Improvement District (LID) or Business Improvement District (BID).</li> </ul> | CDD, Manager's Office, JEDC, DBA    | Near                            | JCP, JVP, JEDP  |
|   | Centralize management and permitting of vendors and commercial tours at CBJ controlled facilities, including the implementation of Parks & Recreation's Commercial Use regulation for parks. Vendors should be managed to minimize their footprint.   | CDD, P&R, DH, TBMP                  | Near                            |  |
|  | Develop the recreation corridor from the end of the Seawalk to the Rock Dump as recommended in Long Range Waterfront Plan.  | EPW & P&R                           | Long                            | LRWP  |
|  | <p>Restore and rehabilitate Gold Creek to a more natural condition by partnering with organizations such as the Juneau Watershed Partnership including:</p> <ul style="list-style-type: none"> <li>Walking and picnic areas where appropriate;</li> <li>Signage along Glacier Avenue explaining the historic significance of the creek.</li> </ul>  | P&R, CDD, EPW, AKDOT                | Long                            | JCP   |

| GOALS   | ACTION  | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS  |
|---|---|-------------------------------------|---------------------------------|---|
|             | Increase playground space in the planning area, prioritizing the Downtown Subdistrict.  | P&R, CDD, EPW, AKDOT                | Long                            | PMP   |
|             | Redevelop Marine Park including: <ul style="list-style-type: none"> <li>• Space for public performances and free flow of people;</li> <li>• Use the principles of CPTED, Placemaking and Power of Ten in planning and management;</li> <li>• Wi-Fi access that discourages clustering of people.</li> </ul> | P&R, EPW                            | Long                            | PMP   |
|      | Preserve and provide public access to the shoreline, and open space/natural areas for water dependent/related uses via the Seawalk with connections to the existing pedestrian system.  | EPW, DH, P&R                        | On-going                        |    |
|       | Work with user groups to fund trail development and improvement projects.   | P&R, Trail Mix                      | On-going                        | PMP   |
|     | Continue operating the Augustus Brown Swimming Pool.  | P&R                                 | On-going                        | PMP   |
|      | Relocate City Hall and redevelop the area as a connection between downtown and Marine Park.   | CBJ                                 | Long                            |  |

| GOALS   | ACTION  | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS  |
|---|---|-------------------------------------|---------------------------------|---|
|    | <p>Identify and complete pedestrian connections between:</p> <ul style="list-style-type: none"> <li>Downtown subdistrict and Áak'W Kwaan Village/ Glacier Avenue subdistrict;</li> <li>Existing trail networks in the study area (Downtown to Basin Road/ Mt. Roberts/ Flume).</li> </ul> | P&R, CDD, EPW, AKDOT                | Long                            |  |
|     | Support development of community gardens in parks and neighborhoods.  | P&R, NA, CDD                        | On-going                        | JCAP, JCP, JRES   |
|     | Increase ADA accessibility in CBJ parks and playgrounds as equipment is replaced.   | EPW, P&R                            | On-going                        | PMP   |
|     | Improve/update existing trails to improve winter use and create more ADA accessible paths.  | P&R, Trail Mix                      | Long                            | PMP   |

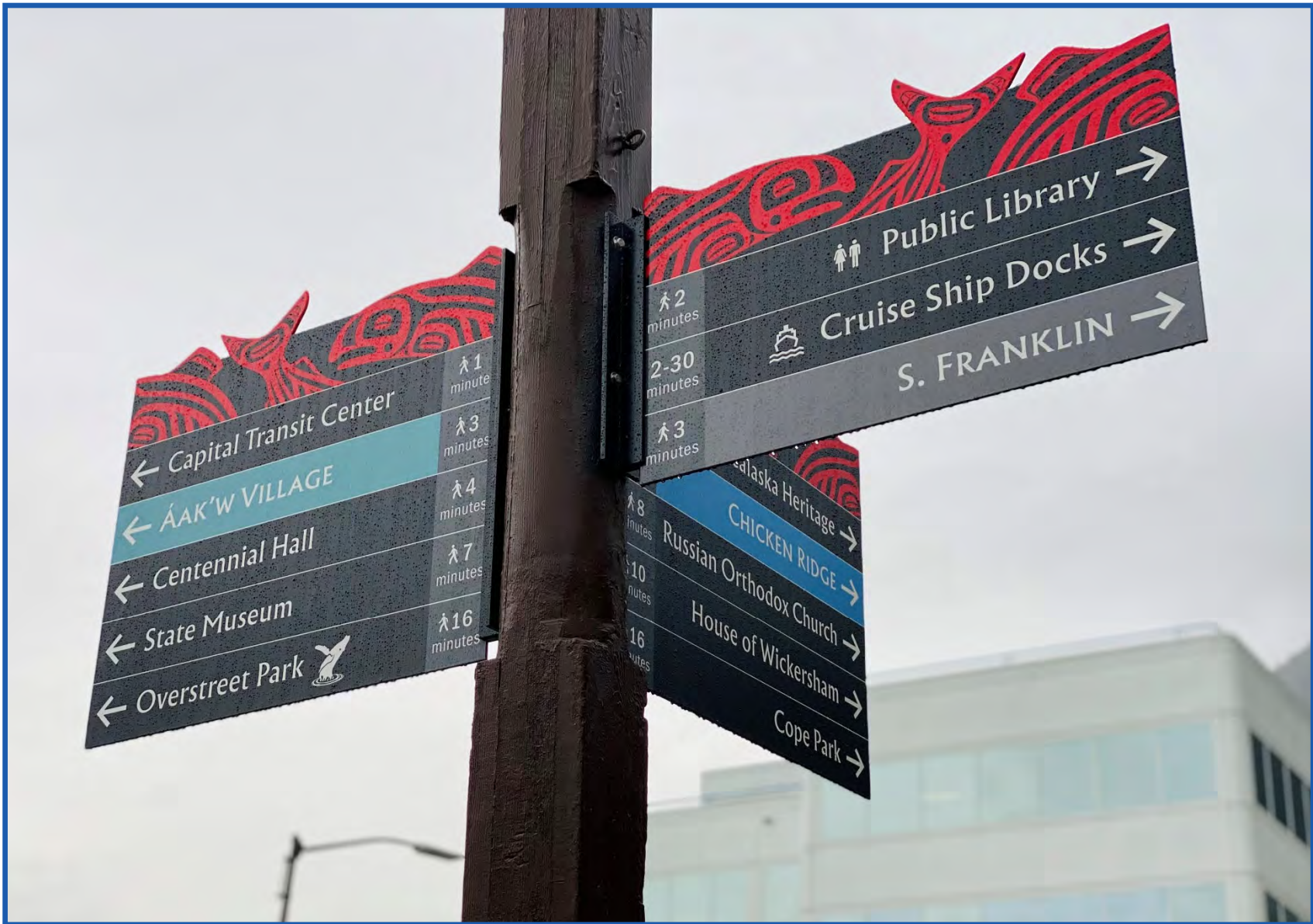


Photo Credit: Laurel Christian

## CHAPTER 7. TRANSPORTATION, PEDESTRIANS, AND STREETSCAPE



Like many historic small towns, downtown Juneau offers a compact, pedestrian and transit-oriented environment, accommodating a lifestyle that is not car-dependent. Nearly, all that downtown has to offer - shops, restaurants, offices parks and entertainment - is within a 10-15 minute walk. The historic street layout is narrow and often winding, with many street grades steeper than today's engineering standards would allow, and in some cases, so steep vehicular access is prohibited and staircases are used instead. This layout, combined with on-street parking, encourage slow traffic speeds, and enhance walkability and contribute to the character of the area. It also limits future modifications to the street network and sometimes contributes to vehicle congestion.

As the use of motor vehicles has grown, so too has the demand for both on and off-street parking. Parking has been a constant topic of study and discussion over the last 50 years. During this time, the number of downtown employees has increased, with most of those employees living beyond reasonable walking and cycling distance.

One response has been to use downtown land for both public and private parking structures and surface parking lots. The other has been

### Related Plans

Transportation, pedestrians, and streetscape have been the subject of many plans over the last 20 years. Recommendations from these plans, if not already implemented, and new recommendations are presented in this chapter.

- 2001 Area-wide Transportation Plan
- 2003 Downtown Tourism Transportation Study;
- 2004 Long Range Waterfront Plan
- 2004 Second Crossing Preliminary Scoping Project;
- 2008 Capital Transit Development Plan
- 2009 Juneau Non-motorized Transportation Plan;
- 2010 Downtown Parking Management Plan;
- 2011 Downtown Circulator Shuttle Feasibility Study
- 2012 Willoughby District Plan;
- 2012 Safe Routes to Schools;
- 2013 Comprehensive Plan of the City and Borough of Juneau;
- 2014 Capital Transit Development Plan;
- 2015 Coordinated Human Services Transportation Plan;
- 2015 Front & Franklin Street Reconstruction Public Outreach;
- 2017 Downtown Harbors Uplands Master Plan - Norway Point to Bridge Park.

development of the Transit Center where City buses from elsewhere in the Borough converge. Buses also circulate around the Downtown subdistrict relatively frequently, entering and leaving via Willoughby Avenue.

The summer cruise season affects Downtown transportation as well. The high summertime pedestrian density throughout the downtown subdistrict creates the challenge of crowded sidewalks and busy crosswalks. Tourism-related mass transportation contributes to vehicular congestion.

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

ensure adherence to speed limits, and it follows that a street should be designed to reflect the context of the surrounding land uses it serves.

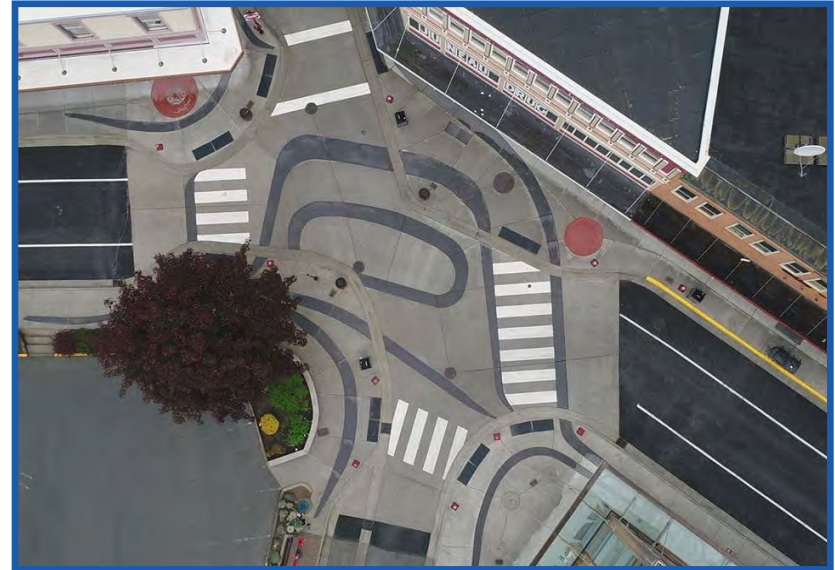


Photo Credit: CBJ General Engineering

The Blueprint Downtown Vision Report identified a number of actions that were favored by the public related to transportation, parking, and street design that have been brought forward as recommended actions of Blueprint Downtown.

## Pedestrians

During the visioning process it was frequently noted that the study area is very walkable, and walkability has been identified as a major theme for future improvements to downtown. This is a reflection of the small grid upon which the streets are laid out. Even in the Highlands, where the streets meander in switchbacks to accommodate the topography, relatively direct walking routes are still possible. In the original townsite, there are many rights-of-way that are too steep to be suitable for motor vehicles but that are used to provide connecting staircases, maintaining the connectivity of a grid layout for pedestrians.

The 2013 Comprehensive Plan, the Non-Motorized Transportation Plan, and the Climate Action and Implementation Plan all recognize the importance of providing a street environment that encourages walking for health and environmental reasons. Having people walk through neighborhoods also helps develop a sense of community and provides ‘eyes on the street’ security. Additionally, pedestrian activity adds to the economic vitality of the business core, by putting potential customers in

close proximity to local businesses, and improves the overall health of the community.

## DESIGN STANDARDS

The Non-motorized Transportation Plan and the Willoughby District Plan promote ‘Complete Streets’ and ‘Context Sensitive Design’ concepts. Implementing these concepts will enhance the walkability and vitality of downtown.

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

- ***Safe crossings*** at appropriate locations that are clearly marked for all users that ideally match the desired travel paths and do not divert pedestrians too far.
- ***Continuous and direct routes*** to reduce walking distances and keep pedestrians out of the vehicle travel way.
- ***Mixed land uses*** to allow people to live closer to destinations. Segregated land uses increase the distance between destinations, making walking less attractive.

- **Accessibility** considerations for all pedestrians, including those with mobility impairments, such as adequate sidewalk widths and sufficiently wide curb cuts, with no obstacles and that are well maintained.
- **Traffic separation** on higher speed streets with vegetated buffers.
- **Interesting places** and pedestrian-focused designs to improve the pedestrian experience, partly because their presence delivers traffic calming benefits.

Project for Public Spaces states “Streets are our most fundamental shared public spaces, but they are also one of the most contested and overlooked. Today, and for most of the last century, we have taken for granted the idea that our streets are primarily zones for cars, parking, and the transporting of goods. When streets function well on the level of everyday experience, they provide opportunities for people to connect in a way that no other public space can.” When streets are designed using the concepts of “complete streets” and “context sensitive design” streets are more

easily, and safely used by multiple modes of transportation, such as walking and bicycling. The streets are also able to function as places which can accommodate markets and street fairs and other placemaking activities discussed in Chapter 5.

Complete Streets are streets for everyone. They are designed and operated to prioritize safety, comfort, and access to destinations for all people who use the street, especially people who have experienced systemic underinvestment or whose needs have not been met through a traditional transportation approach, including older adults, people living with disabilities, people who cannot afford or do not have access to a car.

## STREET DESIGN FOR PEDESTRIANS

Street reconstruction in the Downtown subdistrict over the last 15 years has occurred with pedestrians in mind. Bulb-outs and refuge islands are frequently incorporated into the street design. Safer continental style crosswalks are used wherever it is legal to do so, and sidewalks have been widened

where possible while striking a balance with lane width. Vegetation and paving features also provide visual cues to drivers for the appropriate speed limit. The Visioning Report recommends providing seating



Photo Credit: Patrick McGonegal

opportunities throughout downtown. It is difficult to balance between providing seating and restricting sidewalk width. One possible option is to encourage businesses at suitable locations, such as where there are sidewalk bulb-outs or wider

sections of sidewalk, to place daytime benches on the sidewalk. This may also be advantageous because portable benches could be moved for snow clearing and in the evenings to deter undesirable loitering.

## CANOPIES

The majority of sidewalks in the Downtown subdistrict have canopies that keep pedestrians dry and keep sidewalks free from snow. Unfortunately,



Photo Credit: Patrick McGonegal

as sidewalks have been widened, canopy depths have not been extended. The 2003 Tourism Transportation Study recommends that canopies should be extended to cover the full width of the sidewalk. Currently in the Downtown Historic District, the Land Use Code requires canopies for new construction, or where exterior work being undertaken exceeds \$25,000. Canopies are encouraged in all neighborhoods. Some communities offer interest free loans or expedited permits as incentives for canopies. Canopies could be required beyond the Downtown Historic District to the Downtown and Áak'w Kwáan Village/ Glacier Avenue subdistricts. Canopies encourage walking, which can in turn reduce dependence on personal vehicles and demand for parking. Walking also provides economic benefits to businesses.

## DOWNTOWN STAIRCASE CONNECTIONS

Staircases create a number of useful pedestrian connections (e.g. Chicken Ridge, Starr Hill, Gastineau Avenue, Calhoun Avenue, Distin

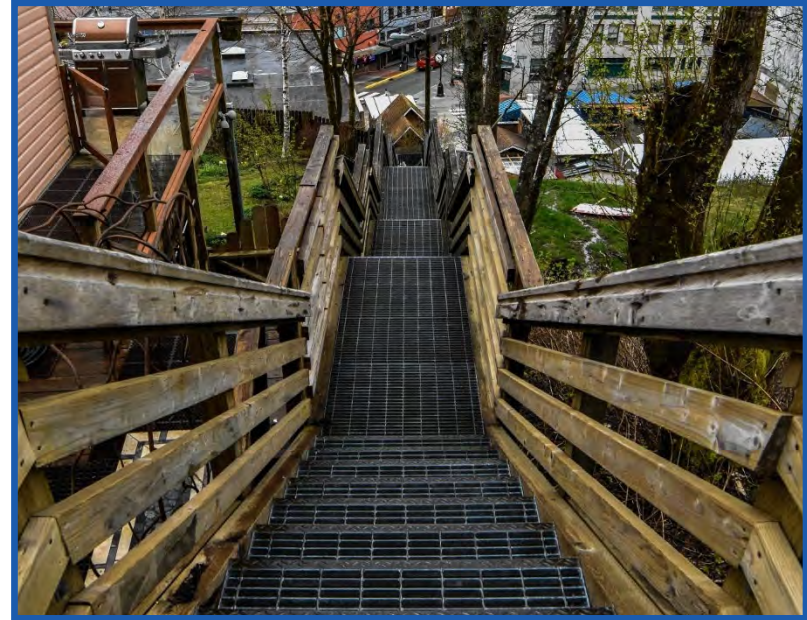


Photo Credit: Laurel Christian

Avenue, and Pine Street). These staircases undergo periodic maintenance but some are overgrown, which prevents existing lighting from working effectively; others are poorly lit. Benches are sometimes provided on landings midway up the staircase. These staircase connections provide access to properties that are not accessible by streets and maintain a compact street grid where topography is too steep to accommodate safe vehicular traffic.

## Bicyclists

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

**Advanced:** Those who use their bicycle much the same way they use a car. Convenience, speed, and direct access to a destination with minimum detour or delay are main priorities. They are generally comfortable riding with traffic, but need to have sufficient operating space on the roadway or shoulder.

**Basic:** Less confident adult riders may also use their bicycles for transportation purposes but prefer to avoid roads with fast and busy motor vehicle traffic unless there is ample road width. Basic riders are comfortable riding on neighborhood streets and shared use paths and prefer designated facilities such as bike lanes or wide shoulder lanes on busier streets.

**Children:** On their own, or adults with children, may not travel as fast as their adult counterparts, but still require access to key community destinations and make up a major part of the non-motorized transportation use in Juneau. They often travel between neighborhoods, schools, parks, stores and recreation facilities. Residential streets with low traffic volume and speeds, linked to designated bike lanes along arterial streets and separated paths, can safely accommodate children without encouraging them to travel in heavy traffic.

Bicycle facilities need to cater to all three types of riders. This will encourage cyclists of all abilities to feel they can cycle to replace motor vehicle trips. The Comp Plan and the JCAP recognize the contribution that a shift to non-motorized transportation modes can make to climate action goals. The visioning process identified a public desire to develop the cycling network, and greater availability of covered bike stands or lockers. The Cross-Juneau Bikeway, envisioned in the Non-motorized Transportation Plan, recommends a complete bike lane network that connects the

entire borough largely following state road alignments. In the downtown area this also includes some city maintained roads, such as Willoughby Avenue, Glacier Avenue, and part of 10<sup>th</sup> Street. The Egan Drive reconstruction completed a significant portion of the bikeway in the study area.

Public comments received during the visioning process also encouraged a bike sharing service. However, as previously noted, there is the potential of increased number of cyclists conflicting with motor vehicles and pedestrians where bike lanes are not available.

## Safe Routes to Schools

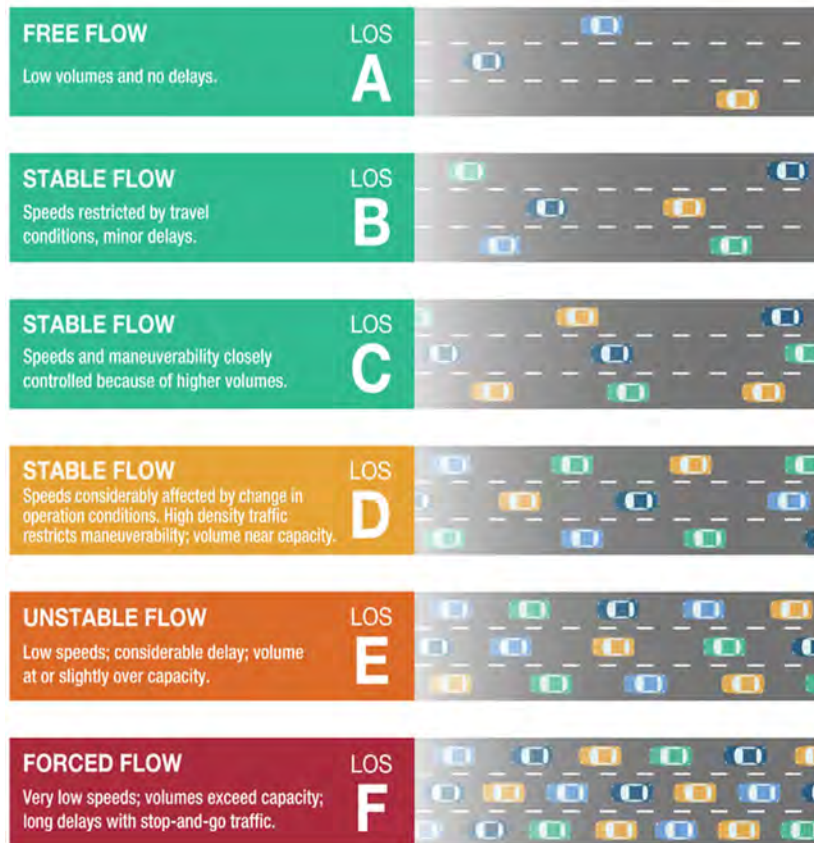
All schools in Blueprint Downtown study area are concentrated at the school district campus along Glacier Avenue between West 12<sup>th</sup> Street and Highland Drive. In 2012, CBJ produced a Safe Routes to Schools Plan. The plan systematically assessed schools within the Borough and noted where improvements could be made. The plan provided recommendations specifically for Harborview Elementary School, but with the



Photo Credit: Allison Eddins

relocation of Montessori Borealis and the Charter School to the Marie Drake Building, the plan is relevant for all schools in the area, including Yaakoosge Daakahidi Alternative High School and Juneau Douglas Yadaa.at Kalé High School. The intention of the Safe Routes to School plan is to *'to create safe, convenient and fun opportunities for Juneau children to walk and bicycle to and from school and thus encourage more children to be physically active.'* CBJ continues to implement the Safe Routes to Schools Plan as it conducts street improvements within walking distance of schools.

# Levels of Service



Source: Maryland Department of transportation

FIGURE 20

## Motor Vehicle Traffic

### DOWNTOWN TRAFFIC SUMMER-TIME CONGESTION

Every year AKDOT collect traffic counts on downtown Juneau streets using temporary counting equipment and generate an Annual Average Daily Traffic count.

The Manila Square intersection of South Franklin Street and Marine Way, has been anecdotally cited as having an unacceptable level of delay at certain times of the day. There are no current studies to verify this. AKDOT traffic count data is available for the Main Street intersection for a day in 2013 when cruise ships were docked. LOS A was observed during the AM and PM peak hours. During the AM peak hour LOS D was observed for vehicles

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

turning left onto Egan Drive from Marine Way. The recent signal improvements at the Main Street and Egan Drive intersection are expected to improve the left turn LOS from D to B.

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

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

| Year | Average cruise ship passengers on a day |
|------|---|
| 2013 | 5,971                                   |
| 2017 | 8,457                                   |
| 2019 | 14,000                                  |

FIGURE 21

The timing of the arrival of cruise ships heavily influences the level of congestion that occurs. Typically, the most intense amount of tour bus departures from dock staging areas occur within the first hour and half of a ship’s arrival. This coincides with the rush of passengers not participating in organized tours walking toward South Franklin Street. Scheduling of ship arrivals to smooth surges in passengers was recommended by the Visitor Industry Task Force (VITF) in 2020. Cruise Line Agencies of Alaska (CLAA) provides scheduling services for the cruise lines. CLAA’s preliminary schedules for 2021 show ship arrival times staggered by at least 30 minutes, which is expected to help alleviate passenger congestion. Another key recommendation of the VITF was to prioritize docking for larger ships at the CBJ-owned docks, particularly the Alaska Steamship Dock, which is past the South Franklin bottleneck. Potential construction of a new cruise ship dock at the Subport would also alleviate congestion on South Franklin. A proposed dock at the Subport would further alleviate congestion because buses would not traverse the Franklin Street bottleneck of

utilities, excavation, and retaining walls. CBJ has not developed any estimates for construction of the by-pass road. While a portion of South Franklin Street would be relieved of some traffic, the by-pass traffic would still have to travel along Marine Way to access Egan Drive.

## TRAFFIC GENERATED BY ROCK

### DUMP LAND USES

One action recommended by the public during the visioning process was to construct a deep-water port in West Douglas, with the aim of moving water-dependent land uses generating truck traffic from the Rock Dump. This concept is identified in both the Area-wide Transportation Plan, and the Comprehensive Plan. Additionally, a West Douglas Conceptual Plan was adopted in 1997. As the Rock Dump has become more congested there is increasing public concern that industrial traffic does not have a direct connection to downtown but does contribute to traffic at the key congestion point of South Franklin Street and Marine Way. The

size of the vehicles is also a concern due to the number of pedestrians in the area. It should be noted that the land uses in the Rock Dump area that generate the industrial traffic are not there because of their proximity to downtown, but due to access to the deep water port. Moving industrial uses to a deep-water port in West Douglas would have the additional benefit of reducing noise for downtown Douglas. To provide for traffic generated by a West Douglas development, a second crossing providing a more direct connection with the Valley and Lemon Creek is needed, as established by the 2004 Juneau Second Crossing Preliminary Scoping Report.

## VEHICLE/PEDESTRIAN INTERACTION

There are nine pedestrian crossings along the corridor between the Taku Smokeries and the Marine Way/Main Street intersection. Other than the crossing associated with the Main Street traffic signal, all of these crossings are unsignalized. Providing adequate crossing opportunities for the high volume of pedestrians between the Seawalk

and docks is important. In recent years, CBJ has provided crossing guards at some of the busier crosswalks. Because of limited resources, crossing guards are focused on the busiest locations during the busiest times. Sometimes, a single crossing guard is on duty, leaving one side of the road unsupervised. Crossing guards are recommended in the Area-wide Transportation Plan. Pedestrian safety and vehicular flow would be enhanced with more crossing guards at more crosswalks.



Photo Credit: Barbara Sheinberg

As more cruise passengers arrive during the summers, the assumed increase in the number of pedestrians has raised concerns about pedestrians stepping from the sidewalk onto the travel way to pass other pedestrians. In 2019, CBJ implemented a recommendation of the 2003 Tourism Transportation Study for a pilot program installing bollards and chains along part of the South Franklin Street section of the corridor. Anecdotally, this pilot appears to have worked well and is to be expanded along both sides of the corridor in the 2022 season. This will also aid in directing pedestrians to the appropriate crosswalk.

The Seawalk parallels this corridor and provides an alternative pedestrian route. It is effective at redirecting pedestrians walking from the Franklin Dock east of Taku Smokeries and AJ Dock at the Rock Dump. The completion of new berths at the Cruise Terminal dock and the Alaska Steamship Dock has allowed access to sections of the boardwalk that were previously segregated for security purposes. Completion of the Seawalk will provide an alternative pedestrian route throughout

most of downtown.

Public outreach for both Blueprint Downtown and the 2015 Front and Franklin Street reconstruction



Photo Credit: Barbara Sheinberg

revealed support for closing some downtown streets to vehicle traffic either on a permanent or temporary basis. This conflicts, with the need for on-street parking. Shattuck Way, portions of Seward Street, and Front Street were all identified as

suitable for pedestrianization. Occasional Front Street closures during First Friday events have been popular, although this requires support from Community Service Officers to barricade the street with a vehicle in case emergency access is needed to the street. A shuttle service to parking areas during Gallery Walk has been successful and could be implemented for other events. Downtown street closures and associated parking shuttles could be managed by a downtown coordinator.

## TRAFFIC CALMING

A number of plans refer to the need for traffic calming. Rather than referring to reduced speed limits, the concept of traffic calming recognizes that some streets do not deliver the appropriate visual cues to encourage adherence to the speed limit. Use of vegetation, narrower lanes, center medians, street furniture, lower height lighting, and on-street parking are all tools that can help reinforce lower speed limits. This does, however, complicate snow clearing and storage in winter months. Streets suitable for additional traffic calming, based on past plans and the visioning work, include Basin Road, Calhoun Avenue, Glacier

Context Sensitive Design is a collaborative, interdisciplinary approach that involves all stakeholders to develop a transportation facility that fits its physical setting and preserves scenic, aesthetic, historic, and environmental resources, while maintaining safety and mobility.

Avenue, Egan Drive and portions of West 12<sup>th</sup> Street. The Willoughby District Plan provides specific recommendations on improving the pedestrian experience which would also provide traffic calming in the area. Aspects of traffic calming also serve as placemaking tools (Chapter 5) and enhance the overall feel and character of the area. The concepts of “Complete Streets” and “Context Sensitive Design” discussed earlier in this chapter are established methods of implementing traffic calming and enhancing the pedestrian realm.



Photo Credit: Barbara Sheinberg

## Parking

During the visioning process, the topic of parking revealed polarized opinion. As long as personal vehicles are the prevailing method of travel, parking will remain an issue. Over the years, many studies have addressed parking in the downtown area, although these have mostly been limited to the Downtown subdistrict and the Áak’w Kwáan

Village/Glacier Avenue subdistrict. As areas of the greater downtown that currently provide off-street parking are redeveloped as recommended, parking will need to be addressed through parking structures, or other alternatives. The hope is to someday achieve the perfect parking status quo through incentivizing car-free lifestyles, pedestrianization, and transit combined with attractively designed parking.

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

for parking.

On-street parking in residential areas is subject to all-day parking 'spill-over' from adjacent commercial uses. For example, workers from the downtown core park from Fifth Street to Chicken Ridge and Gastineau Avenue, and federal building workers park in the Casey Shattuck area. Residential parking zones have been recommended in the past to ensure residents have spaces, as well as management policies that require parking



Photo Credit: Patrick McGonegal

payment. Enforcement in the downtown core has also been recommended to ensure that all-day parkers do not relocate to unpaid parking spaces just outside the management zone. Parking management has a cost which may not always be completely covered by fees.

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

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

The 2010 Parking Management Plan set the following goals:

1. Reduce the number of vehicles that are parked all day (long-term) in hourly (short-term) spaces.

2. Ensure that both the Marine Park Parking Garage and the Downtown Transportation Center Parking Garage are utilized at or near capacity year-round.
3. Ensure that on-street parking spaces are available near all destinations at all times of the day for use by visitors who only need short-term parking.

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

1. Manage on- and off-street parking resources so as to ensure that both long- and short-term parkers can find parking suitable to their needs at all times.
2. Manage parking as a component of a multi-modal transportation system, recognizing that adequate parking cannot be supplied at any destination in the downtown area for peak demand, and that walking, bicycling, use of shuttles/buses, carpooling, and

other transportation tools are part of the solution to any parking problem.

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

This plan was partially implemented, and for a time a pay parking system was installed downtown. Ultimately, the technology for payment and the enforcement system behind the payment system failed. In 2015, the city hired a consultant to recommend a replacement parking system design that would serve the downtown core. That study provided a number of management recommendations and ultimately noted that the 2010 concept and management approach was sound.

While surface parking is probably the cheapest to develop it offers limited tax revenue to the CBJ, and there is limited developable flat land in the downtown area. Surface parking does not contribute to a vibrant downtown. A cost of

structured parking of \$50,000 per space is often used as a fair estimate based on the cost of the Downtown Transit Center and other engineering studies. Parking structures or developments with underground parking, similar to the SLAM, will be necessary as infill development replaces current surface parking in the Áak'w Kwáan Village/Glacier Avenue subdistrict. Another parking challenge is off-street parking. Many sites in the Blueprint Downtown planning area are small, and despite the reduced parking requirements, providing the minimum off-street parking can be difficult and may deter redevelopment of underused sites.



Photo Credit: Irene Gallion

## LAND USE CODE PARKING REQUIREMENTS

The CBJ Land Use Code provides minimum off-street parking requirements, with the number of spaces categorized by their use and the size of the development. Some reductions and the option of a parking waiver are provided to parking requirements apply to much of the Blueprint study area. In addition, various exceptions and overlay districts (PD1, PD2, and Fee-in-lieu) in the Downtown Core and Áak'w Kwáan Village provide relief from the parking requirements that apply elsewhere in the Borough. The Parking Districts serve two purposes:

- Recognize that a number of factors downtown, in theory, contribute to reduced parking demand. These factors include CBJ transit concentrating on the downtown area; higher residential densities combined with higher density of businesses/shopping/dining etc. resulting in a higher proportion of residents being within walking or cycling distance; and the walkable nature of the downtown area.

(To be updated to reflect current code including elimination of PD1 & PD2 parking districts.)

- Provide a historic preservation incentive in the PD1 area, unless a building footprint is expanded; then, regardless of changes in use of the building and even if it would normally require additional parking, no additional parking is required. This means that reuse of historic buildings does not have the burden of providing the parking that a new building would.

Under current parking requirements, downtown developers have expressed concern that is difficult to build an economically viable project that meets parking requirements, even with the existing parking reductions and the fee-in-lieu option. If parking requirements are reduced for development, it will also be important to address management by implementing the 2010 parking management plan or conducting a new study. Included in the land use code with the parking requirements are design requirements for parking layout, lighting and landscaping. These concepts are supported by the LRWP and Historic District guidelines and can incorporate CPTED principals as discussed in Chapter 3.



## Parking Districts

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

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

## ELECTRIC VEHICLE CHARGING

Juneau has a growing number of electric vehicles (EV). Juneau is attractive for electric vehicles because of the small road system, which reduces range anxiety, the local climate is optimum for long term battery life, Juneau has relatively cheap electricity and it is nearly always generated from carbon-free sources like local hydropower. EVs are supported by the 2011 Climate Action and Implementation Plan.

The growth in EVs was aided by a grant awarded to the CBJ and Juneau Community Foundation for public charging infrastructure. Funds from that grant enabled the installation of 14 charge ports at 11 locations, with the initial objective to allow a battery-only EV to make a round trip from any starting point on Juneau's limited road system. CBJ has hosted and maintained stations the Marine Parking Garage, Downtown Transit Center, Treadwell Arena and Eaglecrest. Capital funding is available for additional charging stations.

The visioning report recommends increasing availability of vehicle charging in downtown. There is some demand for additional charging stations in

neighborhoods that are reliant on on-street parking. The Juneau Renewable Energy Strategy (JRES) identifies electrification of the transportation system as one of four strategies to shift community energy use to renewable sources. CBJ has set aside additional money to implement the JRES by developing a formal EV Charging Infrastructure Plan.

## Travel Demand Management

Instead of building additional capacity to solve peak road congestion or parking demand, a Travel Demand Management (TDM) program can be implemented. TDM is the development and implementation of policies and strategies to reduce travel demand or redistribute demand to take different routes, operate at different times or use different modes of transportation such as walking, bicycling or transit.

The various parking plans reviewed above, the Area-wide Transportation Plan, the Willoughby District Plan, the Climate Action and Implementation Plan,

and the Comprehensive Plan all recognize the cost of trying to build additional infrastructure to solve congestion or parking shortage issues. All these plans recommend that a comprehensive TDM program be implemented with focus on the city, state, and federal employees.

## Transit

Capital Transit, the public bus service, provides a connection between the downtown and Douglas and the Valley, with buses running at least every 30 minutes. Greater investment in, and more service from, the Capital Transit system is a key recommendation of past plans focusing on downtown parking. Doing so will reduce the need for downtown parking. Bus frequency and coverage have both increased over the years. Even so, the 2014 Transit Development Plan recommends further increases. The Downtown Transit Center (DTC) was completed in 2010 includes a parking structure and a downtown police substation with a heated enclosed waiting

facility and space for a concession stand. The space is often used for sleeping and experiences anti-social behavior, which has led to it being underused by the general public. Actively using the



Photo Credit: Ben Lyman

concession space would reduce loitering and increase the sense of safety, implementing CPTED concepts discussed in Chapter 3. Providing transportation options to the rest of the borough beyond personal car ownership is another key step in reducing minimum parking space requirements for new developments.

A number of construction projects in recent years (Capitol Building renovation, Franklin Street reconstruction, Gastineau Hotel demolition, Egan Drive reconstruction) have affected the ability of Transit to run consistent routes through the downtown area. Some buses that enter the Downtown subdistrict perform a loop past the downtown library and up South Franklin Street, passing the Capitol Building before terminating at the DTC. This loop has been available as a free 'hop-on' service for many years. The hills in the downtown area sometimes require operation of 'winter routes' where services do not undertake the downtown loop entirely, skipping the Marine Way/ South Franklin portion and instead go directly to the DTC. This free circulator system is not well known or advertised. Improvements to timing and frequency coupled with advertising will increase ridership and support TDM and reduce the number of vehicle trips, which will lessen traffic congestion and emissions.

## PARK AND RIDE (P&R)

Park and ride services have frequently been mentioned as part of the parking solution in downtown parking plans and transit plans. A Juneau P&R system concept would be for single occupancy vehicle drivers to initially drive and park at a designated parking area in Auke Bay, The Valley, Lemon Creek, Douglas or even the outskirts of the study area (for example the Bill Ray Center) before taking a bus directly downtown. While individuals may be doing this informally, using existing private parking lots in conjunction with Capital Transit, there is no formal P&R system. CBJ is in the process of constructing a Valley Transit Center (VTC), which will serve as a transfer hub for bus services circulating in the Valley and those heading to downtown, which may help support P&R.

In 2019, CBJ offered the option for their employees to choose a Capital Transit monthly bus pass instead of a free parking pass. Of 105 downtown CBJ employees receiving either pass, 8 chose to receive a bus pass.

### *Barriers*

- The route to downtown Juneau is not congested enough;
- The route to downtown does not impose a significant enough time penalty;
- P&R also imposes a time penalty on the user as they transfer from their car to transit.

### *Incentives*

- Lower commuting cost;
- Time to do other things while commuting;
- No need to park downtown;
- Environmental consciousness.

**Opportunities** - For greater acceptance, a P&R service would likely need to be free, or paid for by an employer on the condition that the employee released their downtown parking privilege. Incentives, penalties, or a balance of both may make a P&R service more attractive than single occupancy vehicles. More frequent bus service might make a P&R option more attractive, as would a frequent transit circulator. The closer to their destination a driver is, the less willing they will be to add a transfer to their journey, especially if transfer

wait time is not short. An added benefit of P&R is reducing the number of vehicle trips, which will lessen traffic congestion and emissions.

## TRANSIT CIRCULATOR

A Transit Circulator for the downtown area was mentioned frequently throughout the visioning process. A circulator, operated by Capital Transit currently operates with limited usage and is recommended in a number of past plans, including the Area-wide Transportation Plan, the Comprehensive Plan, and Juneau Parking Study, and was explored as part of both the 2008 Transit Development Plan (the same consultants provided a 2011 report on circulator options to DBA) and the 2014 Transit Development Plan.

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

***Tourist shuttle*** This would take tourists to a staging area beyond the South Franklin Street/Marine Way corridor to a staging area elsewhere. Further study would need to be undertaken on this concept to

understand what benefits it would deliver in terms of reduced vehicles in the corridor, logistical issues in terms of connecting with tour buses, costs, and options for alternate staging areas. A fixed route system (e.g. light rail) that would operate in the vehicle travel way with other traffic, moving all passengers to a staging area beyond the South Franklin Street/Marine Way corridor, is one possible concept.

***Capital Transit circulator*** While primarily for residents, this service could also be available to tourists in summer months. This type of service is the one that has received the most study in recent plans, and currently operates on a schedule that is too limited to be effective. Most alignments studied would link the Flats/ Áak'w Kwáan Village/Glacier Avenue subdistricts with the Downtown subdistrict via South Franklin Street.

As discussed above, Capital Transit already operates buses on a regular circulator route. The availability of this service is not widely known. Opportunities exist to increase the frequency of this route, to better coordinate with bus service out of

downtown, and expand to the Áak'w Kwáan/ Glacier Avenue subdistrict, as well as actively advertising its availability to both residents and visitors. An expanded circulator system could coordinate with a downtown park and ride option.

Opportunity – lease the concession space in the DTC as a way of improving the sense of safety and reducing undesirable behavior (CPTED).

## ELECTRIC TRANSIT BUSES

As electric bus technology has improved, they have become more attractive and viable as an alternative for Capital Transit. CBJ successfully pursued federal grants to assist with the purchase of three electric buses and associated charging equipment. Electric buses typically cost twice as much to purchase as conventional diesel buses, but in theory have lower maintenance and running costs. Concerns remain about their suitability for Juneau's climate and ability to deliver the required range, but if they are successful Capital Transit can

continue to invest in the technology as other buses reach the end of their useful life.



Photo Credit: Capital Transit

## Street maintenance and snow clearance

The issue of snow clearance on sidewalks has long been identified in the planning area. Streets are cleared on a prioritized basis. CBJ Streets Division uses smaller 'four-wheeler' plows to clear sidewalks in the Downtown subdistrict. CBJ Parks and Recreation maintains sidewalks and parking lots around city facilities, and Docks and Harbors provides some snow clearance on the Seawalk. The CBJ Municipal Code requires that individual property owners clear snow from sidewalks in front of their own buildings. This is poorly enforced, and there is often a patchwork of cleared and uncleared sidewalks. Narrow rights-of-way in most of the study area mean there is little space to store snow moved from the vehicle travel way by snow plows. In places where there are small or non-existent front yards there is nowhere to move snow. Many will have participated in the disheartening battle of clearing a sidewalk by berming the snow on the edge of the sidewalk, only for a plow to push it right back. Speed of clearance and collection of











Photo Credit: Patrick McGonegal














snow from streets and sidewalks by CBJ is limited by available personnel and equipment. Trucking of snow also has emissions consequences. In addition, when designing streets, a balance needs to be found between providing all the elements that provide attractive and pedestrian-friendly streetscapes (e.g. street furniture, sidewalk bulb-outs, refuge islands, vegetation, and narrow travel lanes) and the ability to clear snow as quickly as possible with as little damage as possible. Curbs on










the recently reconstructed sections of South Franklin Street and Front Street have already been damaged after only one or two winters. Some of this is related to tight return radius for bulb-outs, which is in part to retain as many parking spaces as possible. Improved training and additional resources, such as specialized equipment, or additional funding, would enable crews to clear snow more effectively. Planning for the envisioned streetscapes must include consideration of maintenance needs, such whether or not additional time, personnel, or equipment will be needed.






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

| GOALS   | ACTION  | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS |
|---|---|-------------------------------------|---------------------------------|----------------|
|    | Promote uses and facilities that enhance the public realm, such as ground floor retail, plazas and parks, public seating, landscaping and street trees. Establish policies and procedures for seating design, placement and management  | CDD, DBA, EPW, DH, Private, JCC     | On-going                        | JCP, JEDP, WDP |
|    | Actively market the existing, free Capital Transit circulator and maximize its availability with increased frequency.   | EPW, JEDC, DBA, JCC                 | On-going                        | ATP, JEDP      |
|    | Develop 'Complete Streets' design standards that address the requirements of all users including: <ul style="list-style-type: none"> <li>• Reduce vehicle speeds;</li> <li>• Prioritize the needs of pedestrians and cyclists where appropriate;</li> <li>• Blur the separation of pedestrians and vehicles with shared space concepts on pedestrian dominated streets.</li> </ul>  | CDD, EPW, AKDOT                     | Near                            | AWTP, JCP, WDP |
|  | Implement pedestrianization, parklets and restricted vehicle access where increased retail benefits will accrue. Emergency service access should be designed into any implementation of pedestrianization. Possible areas to consider are: <ul style="list-style-type: none"> <li>• Seward Street;</li> <li>• S. Seward Street;</li> <li>• Front Street ;</li> <li>• N. Franklin (Front to 2<sup>nd</sup> Street).</li> </ul> | EPW, JEDC, DBA, JPD, CDD            | Near                            | JEDP, JCP      |

| GOALS   | ACTION   | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS  |
|---|--|-------------------------------------|---------------------------------|---|
|    | <p>Restore and rehabilitate Gold Creek to a more natural condition by partnering with organizations such as the Juneau Watershed Partnership including:</p> <ul style="list-style-type: none"> <li>• Walking and picnic areas where appropriate;</li> <li>• Signage along Glacier Avenue explaining the historic significance of the creek.</li> </ul>   | P&R, CDD, EPW, AKDOT                | Long                            | JCP   |
|    | <p>Street reconstruction projects should:</p> <ul style="list-style-type: none"> <li>• Strive for “complete streets” that accommodate the needs of all roadway uses (pedestrians, drivers, cyclists, transit);</li> <li>• Consider pedestrian and bicycle access;</li> <li>• Coordinate with water/sewer replacements;</li> <li>• Include infrastructure to accommodate future district heating;</li> <li>• Include EV charging infrastructure;</li> <li>• Include public art in the Downtown and Áak’w Kwáan subdistricts;</li> <li>• Incorporate benches and wider sidewalks where right-of-way widths allow;</li> <li>• Underground utilities when feasible.</li> </ul> | EPW, AKDOT                          | On-going                        | JCP, WDP, NMTP, JCAP, JRES  |
|  | <p>Preserve and provide public access to the shoreline, and open space/natural areas for water dependent/related uses via the Seawalk with connections to the existing pedestrian system.</p>  | EPW, DH, P&R                        | On-going                        |  |

| GOALS   | ACTION  | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS  |
|---|---|-------------------------------------|---------------------------------|---|
|          | <p>Parking</p> <ul style="list-style-type: none"> <li>• Implement the 2010 Downtown Juneau Parking Management Plan;</li> <li>• Implement metering (and supportive education program);</li> <li>• Prioritize consistent enforcement;</li> <li>• Implement a travel demand management program;</li> <li>• Develop and promote a parking app to assist drivers to quickly find, and pay for, available parking;</li> <li>• Implement an agreement for use of State parking facilities in evenings and weekends and for use during events;</li> <li>• Improve parking at the school district campus.</li> </ul> | EPW, P&R, JSD                       | Near                            | JCP, WDP, JEDP, ATP, DPMP   |
|         | Require canopies and covered walkways throughout the downtown core and Áak'w Kwaan Village/Glacier Avenue subdistrict.  | CDD                                 | Near                            | JCP, WDP, JCPP  |
|    | <p>Reduce or eliminate surface parking:</p> <ul style="list-style-type: none"> <li>• With priority in the Áak'w Kwaan Village /Glacier Avenue subdistrict;</li> <li>• With a new parking structure or expansion of existing parking structures;</li> <li>• With consideration of impact on public parking.</li> </ul>   | CBJ, State, Private                 | Mid                             | WDP   |
|    | Reduce industrial truck traffic passing through downtown.   | CBJ, Private                        | Mid                             |  |

| GOALS   | ACTION   | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS  |
|---|--|-------------------------------------|---------------------------------|---|
|    | <p>Identify and complete pedestrian connections between:</p> <ul style="list-style-type: none"> <li>Downtown subdistrict and Áak'W Kwaan Village/ Glacier Avenue subdistrict;</li> <li>Existing trail networks in the study area (Downtown to Basin Road/ Mt. Roberts/ Flume).</li> </ul>  | P&R, CDD, EPW, AKDOT                | Long                            |  |
|    | <p>Improve pedestrian and vehicular access to the harbors:</p> <ul style="list-style-type: none"> <li>"Harbor Walk" connecting to the Seawalk at the Juneau Douglas Bridge;</li> <li>Improved pedestrian crossing at W. 12<sup>th</sup> Street;</li> <li>Harbor road connecting both harbors with one main access point at the Fisherman's Terminal;</li> <li>Reconfigure Harbor parking.</li> </ul>   | DH, EWP, AKDOT                      | Long                            | DHMP  |
|     | <p>Implement traffic calming and consider pedestrian and bicycle safety and access at the following locations as part of scheduled reconstruction projects:</p> <ul style="list-style-type: none"> <li>Willoughby Avenue particularly in vicinity of Foodland;</li> <li>Calhoun Avenue – entire length;</li> <li>Glacier Avenue – in particular around the schools</li> <li>Basin Road;</li> <li>Egan Drive (between 10<sup>th</sup> Street and Norway Point);</li> <li>Intersections of Egan Drive and: <ul style="list-style-type: none"> <li>Glacier Avenue;</li> <li>Whittier Street;</li> <li>Willoughby Avenue.</li> </ul> </li> </ul> | EPW, AKDOT                          | On-gong                         | ATP, WDP  |

| GOALS   | ACTION   | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS  |
|---|--|-------------------------------------|---------------------------------|---|
|    | Emphasize walkability and cycling improvements, particularly at intersections, when implementing future projects from the Safe Routes to Schools plan and the Juneau Nonmotorized Transportation Plan.   | EPW, AKDOT                          | On-going                        | NMTP, SRTS  |
|    | Provide sufficient resources to CBJ and AKDOT street maintenance to clear snow and ice and to maintain enhancements when street improvements incorporate complete streets and traffic calming features.  | EPW, AKDOT                          | On-going                        |  |
|    | <p>Support and enhance cycling:</p> <ul style="list-style-type: none"> <li>• Add cycle lanes on: <ul style="list-style-type: none"> <li>◦ Glacier Avenue between Willoughby Avenue and Highland Drive;</li> <li>◦ W. 10<sup>th</sup> Street between Egan Drive and Glacier Avenue;</li> </ul> </li> <li>• Set speed limit on Willoughby Avenue to safely accommodate cyclists;</li> <li>• Regularly sweep cycle lanes and shoulders to remove gravel;</li> <li>• Provide covered cycle storage, lockers and shower/changing room facilities;</li> <li>• Allow a reduction in required off street parking when bike parking is provided;</li> <li>• Provide additional signage for cross-Juneau bikeway in study area.</li> </ul> | EPW, AKDOT                          | On-going                        | JCP, SRTS, NMTP   |
|  | Provide safe sheltered bus stops.  | EPW                                 | On-going                        | NMTP  |







| GOALS   | ACTION   | ANTICIPATED IMPLEMENTING PARTNER(S) | WHEN (ONGOING, NEAR, MID, LONG) | RELEVANT PLANS  |
|---|--|-------------------------------------|---------------------------------|---|
|    | <p>Undertake comprehensive multi-modal study of South Franklin St./Marine Way corridor to:</p> <ul style="list-style-type: none"> <li>• Provide for future vehicle and pedestrian increases;</li> <li>• Evaluate options for a by-pass.</li> </ul> | EPW, AKDOT                          | Near                            | AWTP, JCP   |
|    | Pursue the 2 <sup>nd</sup> crossing from Juneau to Douglas.  | CBJ, AKDOT                          | On-going                        | JCP, JEDP   |
|    | Pursue development of a deep water port alternative to the Rock Dump.  | CBJ, AKDOT                          | On-going                        | JCP, JEDP   |
|  | Implement an EV charging permit program and provide EV charging facilities at CBJ facilities. Encourage or require EV charging facilities in commercial and multi-family developments.   | EPW, P&R, DH                        | Near                            | JCAP, JRES  |
|  | Allow use of space in CBJ tour bus staging areas as loading zones during off-peak times.   | EPW, DH, P&R                        | Near                            |  |



Photo Credit: Allison Eddins

## APPENDICES

---



- A. Public Participation
  - B. Public Comments received
  - C. Referenced Plans and Studies
  - D. List of Abbreviations
  - E. Blueprint Downtown Visioning Report
  - F. Focus Group Report
  - G. Historic Preservation Grant opportunities
  - H. JEDC FY2021 Status Report
  - I. Main Street Technical Assistance Report 2016
  - J. Example Job Descriptions for Downtown Coordinator
  - K. Overview of Land Use designations from 2013 Comprehensive Plan
  - L. Existing Zoning Districts Summary
  - M. Placemaking & Power of Ten
  - N. Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces
-

## APPENDIX C

### Referenced Plans and Studies

---

#### Relevant Plans

##### 1972 GEOPHYSICAL HAZARDS INVESTIGATION AND HAZARD MAPS

This study investigated and reported the extent and probability of geophysical hazards to urban development resulting from any seismic, mass wasting or snow avalanche events. The report recommended revisions to the Comprehensive Plan, zoning, subdivision and building regulations.

<https://juneau.org/index.php?gf-download=2019%2F12%2FGeophysical-Hazards-Investigation-for-CBJ-Summary.pdf&form-id=22&field-id=11&hash=70f39f77c0ed835cf9e97d166be2937bddb65765dc81e1436b96c47260b03347>

##### 1981 DOWNTOWN HISTORIC DISTRICT DEVELOPMENT PLAN

The Downtown Historic District Development Plan was one of the first development plans produced for the downtown area. The Plan pre-dates the

official establishment of the Downtown Historic District. The plan makes many recommendations, most of which focus on historic preservation but some address housing, traffic and parking. Since its adoption, many of the Plan's recommendations have been accomplished. Ordinance 83-18

[https://juneau.org/index.php?gf-download=2019%2F12%2FDowntown\\_Historic\\_District\\_Development\\_Plan\\_1981.pdf&form-id=22&field-id=11&hash=88f9a040534b213f5d111ed7ec8fadd968c34d1398e88586ea680dde668366e6](https://juneau.org/index.php?gf-download=2019%2F12%2FDowntown_Historic_District_Development_Plan_1981.pdf&form-id=22&field-id=11&hash=88f9a040534b213f5d111ed7ec8fadd968c34d1398e88586ea680dde668366e6)

##### 1997 WETLAND MANAGEMENT PLAN

This borough-wide plan mapped wetlands, and categorized them into four main categories. The regulatory provisions were adopted into the land use code allowing the CBJ to take on the local wetland fill permitting from the federal government. Resolution 1477

## APPENDIX C

### Referenced Plans and Studies

---

#### 1997 CAPITAL CITY VISION PROJECT

The Project's purpose was to develop a vision for the future of downtown to improve and enhance Juneau's ability to serve as the capital city of Alaska. It was intended to bring together a myriad of ideas, plans, studies, and reports for downtown's future. Most of the information gathered through this effort is re-affirmed in the Blueprint visioning process. The plan makes some broad recommendations for implementation.

#### 1999 JUNEAU PARKING STUDY

This study estimated public and private parking spaces in Downtown Juneau using a peak level of parking demand based on known land uses. The study makes a number of recommendations related to parking in the Blueprint study area.

<https://juneau.org/index.php?gf-download=2020%2F01%2FJuneau-Parking-Study.pdf&form-id=22&fieldid=11&hash=a7e5959aa780a3dd73163698967c95ca8490668a86165adc431237ad1ac7cfca>

#### 2001 AREAWIDE TRANSPORTATION PLAN

This borough-wide plan was the result of extensive background research on existing conditions for all modes of transportation. The plan identifies a number of borough-wide improvements relevant to transportation in the study area as well as specific downtown improvements. Resolution 2107

[https://juneau.org/index.php?gf-download=2020%2F01%2FPRINT-VERSION\\_Area-Wide-Transportation-Plan.FINAL.pdf&form-id=22&field-id=11&hash=540b91e22ac9efa21b48601fb9e0efd0de86fe7310a3a648bd4be25d31e903bb](https://juneau.org/index.php?gf-download=2020%2F01%2FPRINT-VERSION_Area-Wide-Transportation-Plan.FINAL.pdf&form-id=22&field-id=11&hash=540b91e22ac9efa21b48601fb9e0efd0de86fe7310a3a648bd4be25d31e903bb)

#### 2002 LONG RANGE TOURISM MANAGEMENT PLAN

While the Plan itself was never adopted, Resolution 2170 adopts 17 key policies from the plan. All the policies touch downtown in some way, but several stand out as downtown specific: Waterfront Revitalization, Traffic and Pedestrian Movement through Downtown, and Fixed-Wing Flightseeing. Resolution 2170

## APPENDIX C

### Referenced Plans and Studies

---

#### 2003 DOWNTOWN TOURISM

##### TRANSPORTATION STUDY

This plan makes recommendations to address increased tourism-related pedestrian and vehicle congestion in the Downtown District with an emphasis on the South Franklin Street/Marine Way corridor that parallels the cruise ship docks.

<https://juneau.org/index.php?gf-download=2019%2F12%2FDowntown-Juneau-Tourism-Transportation-Impact-Study.pdf&form-id=22&field-id=11&hash=2433fb301d871275d8e49fb13132636a3ac88ea2649b4c4d5c56ddc80fb58a2c>

#### 2003 SUPPORT VICINITY REVITALIZATION STUDY

This plan was initiated by the Alaska Mental Health Trust, then owner of area known as the subport. The plan identifies a sequence of public and private sector improvements with the goal of maximizing revenue generated for the Alaska Mental Health Trust. The planning area extended beyond the subport property to include areas along the waterfront north and south, and several blocks in to the “Aak’w Kwaan Village District.”

[https://juneau.org/index.php?gf-download=2017%2F12%2F2003-](https://juneau.org/index.php?gf-download=2017%2F12%2F2003-April-Subport-Area-Revitalization-Plan.pdf&form-id=22&field-id=11&hash=d130302f88b165e3630797c4053889fcb11dd00d984f6f37b9e0199c284d53e9)

[April-Subport-Area-Revitalization-Plan.pdf&form-id=22&field-](https://juneau.org/index.php?gf-download=2017%2F12%2F2003-April-Subport-Area-Revitalization-Plan.pdf&form-id=22&field-id=11&hash=d130302f88b165e3630797c4053889fcb11dd00d984f6f37b9e0199c284d53e9)

[id=11&hash=d130302f88b165e3630797c4053889fcb11dd00d984f6f37b9e0199c284d53e9](https://juneau.org/index.php?gf-download=2017%2F12%2F2003-April-Subport-Area-Revitalization-Plan.pdf&form-id=22&field-id=11&hash=d130302f88b165e3630797c4053889fcb11dd00d984f6f37b9e0199c284d53e9)

#### 2004 LONG RANGE WATERFRONT DEVELOPMENT PLAN

This plan is intended to be a “guidebook” to manage and focus waterfront re-development with four overarching goals: enhance community quality of life; strengthen tourism product offerings, downtown retail, and entertainment, residential and service activities; improve Juneau’s image and attractiveness for investment; and recognize current waterfront uses. The central theme of the plan is balancing uses and activities. The planning area stretches from the Rock Dump to the Douglas Bridge. The plan is divided into six “study areas” which follow the shoreline and extend inland. A series of alternatives was developed for each study area, all of which could implement the overall vision. Ordinance 2004-40

## Referenced Plans and Studies

# APPENDIX C

## Referenced Plans and Studies

---

[https://juneau.org/index.php?gf-download=2019%2F02%2FFINAL\\_DHDDSG\\_ASSEMBLYADOPTION\\_1072009.pdf&form-id=22&field-id=11&hash=2be2d9fac82f663851dbbca712bbb126a536a8df39bec96730f390c515850e30](https://juneau.org/index.php?gf-download=2019%2F02%2FFINAL_DHDDSG_ASSEMBLYADOPTION_1072009.pdf&form-id=22&field-id=11&hash=2be2d9fac82f663851dbbca712bbb126a536a8df39bec96730f390c515850e30)

### 2010 DOWNTOWN PARKING MANAGEMENT PLAN

This plan provides a comprehensive review of parking in the down core and provides recommendations for specific management of both on-street and CBJ off-street parking facilities. Ordinance 2010-21

[https://juneau.org/index.php?gf-download=2019%2F12%2FDJPMMP\\_Adopted.pdf&form-id=22&field-id=11&hash=636a322dfdd421f3f6fce4e63d9de471970c81332a73c7437e350ada7d22a216](https://juneau.org/index.php?gf-download=2019%2F12%2FDJPMMP_Adopted.pdf&form-id=22&field-id=11&hash=636a322dfdd421f3f6fce4e63d9de471970c81332a73c7437e350ada7d22a216)

### 2011 JUNEAU CLIMATE ACTION AND IMPLEMENTATION PLAN

This borough-wide plan sets emission reduction targets and suggests actions that government,

businesses and the community can take to meet these targets. The plan also includes 2010 inventory of local energy use and greenhouse gas emissions. Resolution 2593

<https://juneau.org/index.php?gf-download=2019%2F03%2F2011-Climate-Action-Plan.pdf&form-id=22&field-id=11&hash=32c8805f269ce4bd156cb5cd0bdfd2917fbac831e531c75d02d84a2e17e4405c>

### 2011 DOWNTOWN CIRCULATOR SHUTTLE FEASIBILITY STUDY

This study provides routing alternatives and cost estimates for a downtown circulator including specific route and vehicle headway recommendations. This is a supplementary study to the 2008 Transit Development Plan.

## APPENDIX C

### Referenced Plans and Studies

---

#### 2012 SAFE ROUTES TO SCHOOLS PLAN

Using the nationwide Safe Routes to Schools “Five Es” this plan provides specific improvements for all schools in the Borough using school specific audits. Detailed recommendations for Harborview Elementary are provided, some of which apply to the entire school district campus. Some recommendations are for physical infrastructure improvements, management of journeys to schools, and education for parents and students.

[https://juneau.org/index.php?gf-download=2020%2F01%2FJune-2012-Juneau-Safe-Routes-to-Schools-Plan\\_small.pdf&form-id=22&field-id=11&hash=111509e3cde00e5af16dd571032f85674c8ba874817e13b75d0cd9402b4cd318](https://juneau.org/index.php?gf-download=2020%2F01%2FJune-2012-Juneau-Safe-Routes-to-Schools-Plan_small.pdf&form-id=22&field-id=11&hash=111509e3cde00e5af16dd571032f85674c8ba874817e13b75d0cd9402b4cd318)

#### 2012 WILLOUGHBY DISTRICT AREA PLAN

This is an area specific plan for the “Aak’w Kwaan Village District.” The plan identifies the district as “the heart of Juneau’s Civic, Arts, and Cultural campus.” The overall emphasis for the district is on mixed-use development with a blend of market rate and affordable housing. The plan recommends design principles, development themes, and

development considerations. Only Chapter 5, the Willoughby District Land Use Plan, has been adopted as an element of the Comprehensive Plan. This chapter recommends design principles, building heights, view sheds, and a connected street grid. Ordinance 2012-14

<https://juneau.org/index.php?gf-download=2017%2F04%2F20110518114936.pdf&form-id=22&field-id=11&hash=2bf2c6af9f4a2cc6a4475994de6bd8d1d9f4fb19332587700c6fbc37e818ef66>

#### 2013 COMPREHENSIVE PLAN OF JUNEAU CITY AND BOROUGH

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

## APPENDIX C

### Referenced Plans and Studies

---

area 6. Ordinance 2013-26

<https://juneau.org/index.php?gf-download=2017%2F08%2F20170316UPDATEComp.Plan2013WEB.pdf&form-id=22&field-id=11&hash=44bf8467abf6aacec02114d42e16e845d6a7d6c9ebb1b73a4e0e299b018299a8>

#### 2014 TRANSIT DEVELOPMENT PLAN

The plan makes recommendations based on service goals and is updated periodically. The 2014 update evaluated how well Capital Transit and Care-A-Van were serving the existing population, employment and activity centers in the community and the overall productivity and effectiveness of individual bus routes. Resolution 2685

[https://juneau.org/index.php?gf-download=2019%2F12%2FTransit\\_Plan\\_FINAL.pdf&form-id=22&field-id=11&hash=0cdb180b1cda6511547e1db9345a10aae7640169fe99df4dbb92d330676f6458](https://juneau.org/index.php?gf-download=2019%2F12%2FTransit_Plan_FINAL.pdf&form-id=22&field-id=11&hash=0cdb180b1cda6511547e1db9345a10aae7640169fe99df4dbb92d330676f6458)

#### 2015 COORDINATED HUMAN SERVICES TRANSPORTATION PLAN

This is a borough-wide plan that identifies some issues applicable to downtown for those with mobility limitations. These include snow clearance to and around bus stops, adequate pick-up/drop-off locations for downtown residents, and a shortage of wheel-chair accessible taxis (which are particularly important for arriving cruise ship passengers). Resolution 2730

<https://juneau.org/wp-content/uploads/2019/02/FINAL2015JuneauCoordinatedHumanServicesTransportationPlanReduced.pdf>

#### 2015 FRONT AND FRANKLIN RECONSTRUCTION PUBLIC OUTREACH

This report provides useful information regarding public desires for how the Downtown District streets should look and function to support all downtown users. It was developed during the design phase for the Front and Franklin reconstruction using extensive public input and review of existing plans.

## APPENDIX C

### Referenced Plans and Studies

---

#### 2015 JUNEAU ECONOMIC DEVELOPMENT PLAN

This is a borough-wide plan that developed eight “initiatives” to foster Juneau’s economic growth. All eight of the initiatives touch Blueprint Downtown in some way, but two in particular focus on Downtown – “Revitalize Downtown” and “Protect and Enhance Juneau’s Role as Capital City.” Ordinance 2015-10

<https://juneau.org/index.php?gf-download=2017%2F04%2F20150226040900.pdf&form-id=22&field-id=11&hash=31de1f216e74ac6949171748d44eb9657f2d2811197144ef3157fb54f64c4342>

#### 2015 WILLOUGHBY PARKING DISTRICT PARKING MASTER PLAN INITIAL EVALUATION OF OPTIONS

This study analyses parking availability, and estimated need, and projected future parking demand for the “Aak’w Kwaan Village District.” The study also evaluates transportation improvements with a goal of reducing parking demand.

#### 2016 LAND MANAGEMENT PLAN

This borough-wide plan, inventories and maps CBJ owned lands, and recommends if the specific parcel should be disposed or retained. Some parcels are identified as dispose/retain, meaning portions are appropriate for disposal and others for retention. Property identified for retention are intended for a public purpose, and includes parks, harbors, the airport, fire stations, schools, the hospital, maintenance shops, etc. Ordinance 2016-18

<https://juneau.org/index.php?gf-download=2019%2F12%2FCBJ-Lands-Management-Plan-2016.pdf&form-id=22&field-id=11&hash=a1d2d9d55742b52f8632f694c6be3984ea14e1e2268b51a770a2d1770c0cc58a>

#### 2016 HOUSING ACTION PLAN

This is a borough-wide plan focused on housing. The plan recommends nine primary solutions, with potential implementation steps needed to achieve the recommendations successfully. All of the potential solutions affect Blueprint Downtown, but

## APPENDIX C

### Referenced Plans and Studies

---

one is specific to Downtown – “Develop a Downtown strategy that has explicit housing elements.” Resolution 2780

<https://juneau.org/index.php?gf-download=2017%2F04%2FHousingActionPlanFINAL-03.20.2017.pdf&form-id=22&field-id=11&hash=b8a2ac986be10d996a0577799b7e94299eb09f991e8b279dd13a7ee3451013c8>

#### 2016 MAIN STREET TECHNICAL REPORT

This report summarizes the 2016 visit of a Main Street Senior Program officer to Juneau. The report includes recommendations for downtown revitalization within the preservation-based economic development strategy framework of the Main Street America program.

[https://www.downtownjuneau.org/wp-content/uploads/2019/07/DBA.Main-Street-Report\\_Final-2016.pdf](https://www.downtownjuneau.org/wp-content/uploads/2019/07/DBA.Main-Street-Report_Final-2016.pdf)

#### 2017 JUNEAU DOWNTOWN HARBORS UPLANDS MASTER PLAN -BRIDGE PARK TO NORWAY POINT

This plan establishes a vision and a preferred master plan for the uplands between the Juneau-Douglas Bridge and Norway Point, with a goal of supporting and growing the local maritime economy.

<https://juneau.org/wp-content/uploads/2019/07/Final-BridgeParktoNorwayPointMasterPlan-3-30-17.pdf>

#### 2018 MARINE PARK TO TAKU DOCK URBAN DESIGN PLAN

This plan establishes the vision and development plan for the uplands between Marine Park and Taku Dock. The plan strives to foster private/public partnerships for development that meets the needs of cruise ship visitors, residents and private land owners within the plan area.

<https://juneau.org/index.php?gf-download=2020%2F11%2FMarineParktoTakuDockUrbanDesignPlanwithAppendixFINALFeb26.pdf&form-id=113&field-id=25&hash=25215274c32cefe59533bcb54f493a434d0d4>

## APPENDIX C

### Referenced Plans and Studies

---

[693453ea03a0d3748a43da80600](https://juneau.org/index.php?gf-download=2019%2F03%2FCBJ-Energy-Strategy-Approved.pdf&form-id=22&field-id=11&hash=5d2afc7b5817ab4382a69c747d8545f112c281e0d287116cbc352cd223501346)

#### 2018 JUNEAU RENEWABLE ENERGY STRATEGY

This borough-wide strategic plan recommends CBJ adopt a target of obtaining 80% of energy from renewable sources by the year 2045. Furthermore, the plan outlines methods and actions for how to achieve this goal. Resolution 2808

<https://juneau.org/index.php?gf-download=2019%2F03%2FCBJ-Energy-Strategy-Approved.pdf&form-id=22&field-id=11&hash=5d2afc7b5817ab4382a69c747d8545f112c281e0d287116cbc352cd223501346>

#### 2019 TOURISM BEST MANAGEMENT PRACTICES

This program outlines “best management” practices intended to minimize the impacts of tourism in a way that addresses both residents’ and industry concerns. Operators voluntarily participate, using the best management practices, and residents help monitor the success of the

program by providing feedback. This is not a CBJ planning document.

<https://akcruise.org/wp-content/uploads/2019/04/19-TBMP-Guidelines.pdf>

#### 2019 PARKS AND RECREATION MASTER PLAN

This borough-wide plan is comprehensive policy document that sets priorities for the Parks and Recreation Department and provides policies and key themes, as well as an inventory of existing facilities and programs. The plan provides guidance and a policy framework to enable decisions that support the department’s long term goals and priorities. Resolution 2856

<https://chstm2y9cx63tv84u2p8shc3-wpengine.netdna-ssl.com/wp-content/uploads/2019/08/ParksRecreationMasterPlan2019-2029Finalversion11WEB-small-2.pdf>

## APPENDIX C

### Referenced Plans and Studies

---

#### 2020 HISTORIC AND CULTURAL RESOURCES PRESERVATION PLAN

This plan guides community efforts to preserve and protect the historic and cultural resources of Juneau. The plan is intended to guide public and private development to be sensitive to historic preservation and cultural resource values. Additionally, the plan recommends actions to continue to document, protect, and preserve significant historic and cultural resources. Ordinance 2020-07

<https://juneau.org/index.php?gf-download=2020%2F08%2FHistoric-Preservation-and-Cultural-Plan-FINAL-VERSION-with-ordinance.pdf&form-id=22&field-id=11&hash=82c55b4e635147a307b5cb8171c187dc071461545380f160cb3228da1b1807aa>

## APPENDIX D

### List of Abbreviations

---

|       |   |      |   |
|-------|---|------|---|
| ADFG  | Alaska Department of Fish and Game                        | D&H  | Docks and Harbors                                 |
| ADOD  | Alternative Development Overlay District                  | DHMP | Docks and Harbors Management Plan                 |
| AELP  | Alaska Electric Light and Power                           | DTC  | Downtown Transit Center                           |
| AKDOT | Alaska Department of Transportation and Public Facilities | EPW  | Engineering and Public Works                      |
| AWTP  | Areawide Transportation Plan                              | EV   | Electric Vehicles                                 |
| CARES | Community Assistance Response and Emergency Services      | FEMA | Federal Emergency Management Agency               |
| CBJ   | City and Borough of Juneau                                | HAP  | Housing Action Plan                               |
| CCFR  | Capital City Fire and Rescue                              | HCPP | Historic and Cultural Preservation Plan           |
| CDD   | Community Development Department                          | HRAC | Historic Resources Advisory Committee             |
| CIP   | Capital Improvement Plan                                  | I    | Industrial zoning district                        |
| CLAA  | Cruise Line Agencies of Alaska                            | IPU  | Institutional and Public Use Land Use Designation |
| CLIA  | Cruise Lines International Association                    | JAHC | Juneau Arts and Humanities Council                |
| CPTED | Crime Prevention Through Environmental Design             | JCAP | Juneau Climate Action Plan                        |
| DBA   | Downtown Business Association                             | JCC  | Juneau Chamber of Commerce                        |
| DEC   | Alaska Department of Environmental Conservation           | JCHH | Juneau Coalition on Housing and Homelessness      |

## APPENDIX D

### List of Abbreviations

---

|       |   |      |                                       |
|-------|---|------|---------------------------------------|
| JCOS  | Juneau Commission on Sustainability             | P&R  | Parks and Recreation                  |
| JEDC  | Juneau Economic Development Council             | PR   | Park and Ride                         |
| JEDP  | Juneau Economic Development Plan                | PRMP | Parks and Recreation Master Plan      |
| JPD   | Juneau Police Department                        | SHI  | Sealaska Heritage Institute           |
| JPS   | Juneau Parking Survey                           | SLAM | State Libraries Archives and Museum   |
| JSCSP | Juneau Second Crossing Scoping Report           | SRTS | Safe Routes to Schools Plan           |
| JSD   | Juneau School District                          | TBMP | Tourism Best Management Practices     |
| JWP   | Juneau Watershed Partnership                    | TDM  | Transportation Demand Management      |
| LOS   | Level Of Service                                | TDP  | Transit Development Plan              |
| L&R   | Lands and Resources                             | TTS  | Tourism Transportation Study          |
| LRWP  | Long Range Waterfront Plan                      | VITF | Visitor Industry Task Force           |
| MU    | Mixed Use zoning district                       | UAS  | University of Alaska                  |
| MU2   | Mixed Use 2 zoning district                     | WC   | Waterfront Commercial zoning district |
| NA    | Neighborhood Associations                       | WI   | Waterfront Industrial zoning district |
| NCL   | Norwegian Cruise Lines                          | UAS  | University of Alaska Southeast        |
| NOAA  | National Oceanic and Atmospheric Administration |      |                                       |
| PMP   | Parking Management Plan                         |      |                                       |

# APPENDIX E

## Blue Print Downtown Visioning Report



## BLUEPRINT DOWNTOWN

### Final Report



## BLUEPRINT DOWNTOWN FINAL REPORT

### Table of Contents

|  |    |
|--|----|
| 1. Executive Summary.....  | 2  |
| 2. Project Purpose and Process.....  | 7  |
| 3. Relationship to Previous Studies.....   | 9  |
| 4. Details of Public Involvement and Input.....                                    | 12 |
| 5. <i>Blueprint</i> Study Results, including Theme Vision and Recommendations..... | 17 |
| Focus Area A: Business Vitality .....  | 18 |
| Focus Area: Identity and Culture .....   | 20 |
| Focus Area C: Housing and Neighborhoods:.....                                      | 23 |
| Focus Area D: Vehicle Use and Parking, including Bicycles: .....                   | 26 |
| Focus Area E: Pedestrian Access and Experience: .....                              | 29 |
| Focus Area F: Sustainability: .....  | 32 |
| Focus Area G: Carrying Capacity: .....   | 35 |
| Focus Area H: Natural Environment, Recreation:.....                                | 39 |
| Focus Area I: Public Safety:.....  | 42 |
| 6. Additional <i>Blueprint</i> Vision Results and Recommendations .....            | 45 |
| 7. Revenue Sources and Fiscal Priorities.....                                      | 47 |

### Appendix

|  |    |
|--|----|
| Appendix .....                                   | 48 |
| A. Initial Vision Theme Results .....            | A  |
| B. Vision and Priorities Meeting Results .....   | B  |
| C. 'Pay With Your Pennies' .....                 | C  |
| D. Gallery Walk Results .....                    | D  |
| E. Walking Tour Notes .....                      | E  |
| F. Final Meeting Results with Text Polling ..... | F  |



# APPENDIX E

## Blue Print Downtown Visioning Report

### 1. Blueprint Downtown – Executive Summary

#### Project Purpose

The City and Borough of Juneau (CBJ) is preparing an *Area Plan* for Downtown Juneau to establish the community's 20-year vision, goals, priorities, and action strategies to guide downtown development into the future<sup>1</sup>.

Work on *Blueprint Downtown* started in mid-2018 and is scheduled for completion in 2020. The first stage of *Blueprint Downtown* was completed in February 2019 by MRV Architects with sub-consultants Sheinberg Associates and Lucid Reverie. This first component establishes an overall community vision for *Blueprint Downtown*, which then informs details of the broader *Area Plan* as it is completed.

This vision document builds upon existing plans, augmented with substantial new public input. The goal is to identify a general vision for how downtown Juneau should grow and develop, with detailed backup materials to identify the range of concerns and input.

The completed vision summarizes planning results into nine focus areas that cover the range of issues. Each identifies vision priorities, as well as strategies for cultivating opportunities and addressing challenges, ensuring that downtown Juneau continues to be a place to live, work, visit, and play.



Downtown Focus Area and Neighborhoods

Downtown is broadly defined for this work, including the area from the "rock dump" to the south, and Norway Point to the north.

<sup>1</sup> The CBJ recently completed similar Area Plans for Auke Bay and Lemon Creek.

#### Vision Study Process

The *Blueprint Downtown* visioning process relied upon views gathered at a diverse set of meetings and interactions with a variety of different people who work, live, own businesses, visit, shop and play downtown and are passionate about its future. The visioning process focused on defining current community sentiment on the downtown area, as well as identifying top priorities for the next 20 years.

The *Blueprint Downtown* visioning process had three general phases, each amplified following:

1. Collecting Data, Comments, and Opinions.
2. Creating Focus Areas to Capture and Represent Broad Categories of Comments.
3. Testing and Refining Focus Areas and Establishing Priorities for Future Action.

#### 1. Collecting Data, Comments, and Opinions

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

These data collection efforts occurred during July through late October 2018, and included an initial community meeting (August 30) that about 120 attended; approximately 400 clip-board surveys of seasonal visitors, business owners and managers, and residents; and comment forms submitted by meeting attendees and submitted via the project's web page. In addition, a few groups conducted "meetings-in-a box" to provide their comments. Efforts also included outreach to social, fraternal, and non-profit groups to host additional meetings, including with Sealaska Heritage Institute, Filipino Community, Inc., and the Historic Resources Advisory Committee. Social media and website updates were ongoing throughout the process for additional comments.

The planning team also assembled information from the Juneau Economic Development Council (JEDC) 2018 Alaska State Legislature Satisfaction Survey and the JEDC 2018 (winter) Business Visitor Satisfaction Survey, and collection of short surveys left in local businesses and public venues.

These efforts solicited unfiltered comment from as diverse an audience as possible and faithfully recorded and shared those results. The MRV Team's best estimate is that the data upon which this report is based reflects input from 800 to 900 unique individuals (many of whom provided multiple data points), a significant percentage of the individuals who use downtown.

#### 2. Creating Focus Areas or Themes to Capture Comments

The second phase focused on review of thousands of individual comments and organizing them into categories (labeled *Focus Areas* in subsequent material) of similar topics. Comments covered how people see or define downtown now, what is thought to be working and not working downtown, the desired vision for the future, and what is needed to achieve this vision. As expected, a wide-ranging list of priorities and concerns were offered.

A second public meeting (October 30) was conducted during this phase to present an outline of focus areas and themes the design team was hearing from the community, and possible action items to improve downtown Juneau and achieve the goals. This meeting, with over 100 attendees, used an open house format to allow interactive opportunities to review the emerging focus areas, prioritize

# APPENDIX E

## Blue Print Downtown Visioning Report

potential action items, suggest new actions, and provide feedback on a variety of potential CBJ capital and construction investments for downtown.

During the popular December Downtown *Gallery Walk* another 100 residents visited the Blueprint Downtown display area on the 3<sup>rd</sup> floor of the Senate Building and registered their opinions on priorities and issues; displays and topics were similar to that of the October 30 open house meeting.

### 3. Testing and Refining Focus Areas and Priority Direction.

The final phase of the *Blueprint* visioning process used feedback and results from Phase 2 efforts to further refine focus areas, and identifies the most universally-supported priorities for Downtown Juneau moving forward.

To further refine ideas and garner feedback, the MRV team conducted three different community “walkabouts,” where the group focused on two or three related planning themes while walking through different parts of the downtown. This allowed detailed conversations to discuss recommendations and priorities on-the-street with downtown users and residents to gauge opinions and reactions. Approximately 25-40 public members attended each walk-about, reflecting a strong cross section of residents, business interests, elected officials, and Steering Committee members.

Summary material for the entire visioning effort was presented in mid-January 2019 with separate meetings to both the Juneau Assembly and the 13-member Blueprint Downtown Steering Committee to provide an opportunity for both bodies to suggest changes or important steps to address. Several suggestions were made and incorporated in this final report.

A third *Blueprint Downtown* public meeting (January 24) summarized each focus area or theme, offered a vision for each, and priority implementation actions. After each focus area was discussed, a live poll was conducted via cellphone text voting to add more data and gain clarity on the priorities of the 78 residents in attendance.

Moving forward, the Blueprint Downtown Area Plan process will be guided by CBJ Community Development Department (CDD) staff and a community *Steering Committee*. The Steering Committee, a 13-member body representing individuals with a breadth of downtown experiences and backgrounds, was appointed by the Planning Commission in October 2018.

As noted, the Steering Committee participated in the last steps of the *Blueprint Downtown* visioning process, including a detailed presentation of near-final results. This allowed an opportunity to capture Steering Committee recommendations on any missing information and related matters for this *Downtown Blueprint vision report*.

#### Vision Results for Nine Downtown Focus Areas

From all the community data, meetings’ input, and other outreach, the planning team identified nine broad focus areas for the Downtown Area Plan that most logically capture the range of community concerns and issues. Each of the nine focus areas is summarized below, with a vision statement for each capturing community sentiment. Details for each focus area, including a contextual discussion, implementation actions, and action item priorities are found in the body of this *Blueprint Downtown* report.

- A. Business Vitality- *Vision*:** Private and public investment downtown should focus on improving Juneau as a year-round commercial center for locals and visitors alike. Increased investment in

and by locally-focused businesses will be self-reinforcing, creating greater vitality. Growth should emphasize authenticity, highlighting Juneau’s setting, history, culture, and scale. Explore incentives or programs to reward businesses that are open year round.

- B. Identify and Culture- *Vision*:** Juneau’s appeal flows from the richness of our diverse cultures, our status as Alaska’s Capital, and the opportunity to showcase our compelling history. The real connection between people, cultures, water, and land provides an authenticity that differentiates Juneau from other communities. Our unique story should be emphasized in all downtown design and planning, building and construction, street improvements, and public art installations.
- C. Housing and Neighborhoods- *Vision*:** Increased housing in the downtown core is a cornerstone of increased downtown vitality, across all sectors. Increased housing will provide more business customers, better ability to attract workers, and greater street activity. New housing will include lower-income and seasonal housing, as well as improved high-end housing opportunities. The CBJ should pursue incentives that focus on rehabilitating underutilized existing buildings and empty lots to provide more housing stock, focused on a variety of income levels.
- D. Vehicle Circulation and Parking, including Bicycles- *Vision*:** Juneau downtown vitality and growth is critically linked to improving the vehicular movement through the downtown core. Given the limited space for roadways, and competing needs for pedestrian and cyclist flow, innovative ways to provide passage for critical buses, trucks, and automobiles will need to be implemented. A “Circulator” system to easily move pedestrians across the downtown core is a highly supported and critical step to reduce the number of vehicles on the street, as well as downtown parking demand.
- E. Pedestrian Access and Experience- *Vision*:** Pedestrian routes should continue to be improved to reduce summer congestion and flow smoothly and safely, linking the waterfront and various downtown destinations. Expanded canopies and improved streetscapes will enhance comfortable and safe routes in all weather conditions and times of the year. Pedestrian enhancements and congestion management should explore pedestrian only street areas for special activities and events. Greater ease of pedestrian links between the waterfront dock areas and downtown streets should be a focus.
- F. Sustainability- *Vision*:** Juneau has the opportunity to showcase best sustainable practices, focusing on a transition from fossil fuels to renewable hydroelectricity for heating and transportation. Mitigating cruise industry impacts, with steps such as increased shore-side power, is a key element of this shared focus on enhancing renewable energy. Sustainable practices are critical to maintaining our area’s intrinsic beauty, quality of our setting, and working with our local resources.
- G. Carrying Capacity- *Vision*:** Juneau must continue to balance the increasing demands of rapidly rising seasonal visitation with those of local residents. For Juneau to retain its enviable position as a top cruise destination, logistical challenges and impacts must be mitigated to retain the quality experienced by visitors. A key element of this success should focus on the authenticity of the experience in Juneau and sense of place.
- H. Natural Environment, Recreation- *Vision*:** The location and scale of Juneau offers an unrivaled opportunity to emphasize our setting between the mountains and sea, showcasing an unspoiled and pristine environment. A community and business focus on our setting, coupled with an authentic experience, can make Juneau a leading example of a community embracing residents and visitors ranging from “8 to 80” in a deeply beautiful place. A key community priority is the

# APPENDIX E

## Blue Print Downtown Visioning Report

waterfront, with needed steps to enhance recreation assets and opportunities along the waterfront for both visitors and residents, including families.

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



Carrying Capacity Chart from Gallery Walk Respondents

## 2. Blueprint Downtown- Project Purpose and Process

### Background

The City and Borough of Juneau (CBJ) Community Development Department (CDD) is developing an Area Plan for downtown Juneau to guide development over the next 20 years. The CBJ recently completed similar Area Plans for Auke Bay and Lemon Creek, though each was arguably simpler in scope and impact than that anticipated for the *Blueprint Downtown Plan*.

Organizational ground work for the Blueprint Downtown Plan began in early 2018. MRV Architects, with sub-consultants Sheinberg Associates and Lucid Reverie, were retained in August 2018 to prepare a Vision for the Blueprint Downtown Plan in collaboration with CBJ CDD.

This first vision stage was intended to identify broad community sentiment, and refine it to help define and guide the more detailed Area Plan. Work on the *Blueprint Downtown* visioning process occurred from August 2018 through February 2019. Mid-way through the initial *Blueprint Downtown* process, the Planning Commission appointed a Steering Committee to assist the CDD to prepare the Blueprint Downtown Plan. Each person on the 13-member Steering Committee has links to the Downtown Juneau area, drawing from business, personal, environmental, and cultural perspectives. The Steering Committee will guide and approve the Downtown Area Plan over the next 12 to 18 months until completion in early 2020.

Members of the Steering Committee were able to participate in two of the three public meetings and town "walk-about" thematic tours. A working meeting between the MRV planning team, CDD, and the Steering Committee occurred in January 2019, before the final public meeting and study completion. This process allowed the Steering Committee to understand the Blueprint Downtown visioning effort, help shape the emerging themes and vision, and request modifications or improvements to areas where more information or focus was required.

### Process

The visioning process had several parallel goals. The first goal was depth and breadth of input. The process was structured to obtain substantial input from across the community, using different outreach mechanisms. The outreach process included advertised public meetings, on-line polling, social media links, outreach and participation with community organizations, comment boxes across town, in-person polling of residents, visitors, and merchants, neighborhood walks to discuss ideas on the ground, and formal milestone presentations to the CBJ Assembly and Blueprint Steering Committee.

A second goal was that the process be interactive and dynamic. Each of our meetings and public interactions were intended to be both fun and informative, working to create a sense of engagement and community spirit. Related, it was important to establish public confidence that their input was appreciated and was being used as the study moved forward.

As a third goal, it was important that the analysis and review - the evolution into the "vision" report - be well-documented and transparent. The validity of the study, and willingness of participants to provide their energy and insight, both flow from this careful refinement and presentation of the outreach results.

The first meetings and outreach were intended to focus heavily on listening to the community and facilitating methods to capture as much comment and thought as possible. As the *Blueprint Downtown* visioning process moved along, meetings and outreach included a blended presentation that identified

# APPENDIX E

## Blue Print Downtown Visioning Report

emerging themes and focus areas for comment, as well as provided opportunities for more raw input of concerns and suggestions for future improvements.

By the final stages of the visioning process, thematic focus areas were well-established. The priority for the public engagement process then shifted to finding consensus on vision language for each area, cementing an understanding of planning details, identifying and prioritizing potential implementation actions to achieve the desired vision and outcome, and implementation priorities.

At the final public meeting, the important step of testing public support of potential fiscal priorities was added. In addition, several polling questions dedicated to levels of support for different funding strategies. Each of these topics is included after the nine Focus Area summaries.



On-street surveys to seasonal visitors and merchants helped capture the "outside perspective".

### 3. Blueprint Downtown -- Relationship to Previous Studies

Blueprint Downtown provides a refreshed and current vision of downtown Juneau development goals and sets a new 20-year planning horizon. To provide appropriate background and context, CDD asked the *Blueprint Downtown* consultant team to provide a general review of studies from the last 20-30 years that addressed downtown Juneau development and growth. The intent was to capture, at a general level, the planning priorities from the recent past and identify what has been accomplished, and what remains to be accomplished.

Both the MRV Team and CDD spent time reviewing previous plans and studies related to downtown and further consideration of these studies will be incorporated into the Blueprint Downtown Plan. One important take-away from the review is that general downtown planning goals have not fundamentally changed. Broad priorities in the past, for instance, focused on improved business vitality, the need for housing, and balancing resident versus seasonal visitation needs, are still priorities today. Further, many specific goals and actions identified in previous studies have been met, and that these successes increased the capacity, livability, and features of downtown in many positive ways.

One interesting example (detailed later in this report) is that a poll on cruise industry impacts from almost 20 years ago shows that public sentiment on Juneau's carrying capacity for visitation was about the same as the public perceives at present, even though the raw numbers of visitors have approximately doubled. Clearly, substantive improvements have been made over time.

The following is a summary of planning objectives from the past and actions that have occurred to implement and achieve them.

#### Tourism, Tourism Capacity

1. Tourism Best Management Practices created and updated regularly.
2. Wayfinding signage from AJ docks to S. Franklin to Willoughby District (underway now).
3. Waterfront wayfinding signage ~ 10 years.
4. Crossing guards in summer on Egan and S. Franklin.
5. Two new visitor information buildings (underway now).
6. New Port Office/Customs and Border Protection office on the dock.
7. Built two new cruise ship docks, that in addition to facilitating larger vessels and better security and on/off passenger loading, also opened up light, air, access to water and docks.
8. Deck-over project on waterfront and Marine Park created more pedestrian space, and cruise ship tour bus parking.
9. Marine Park and Lightering Dock renovations.
10. Investment in private-public fish handling system to make commercial waterfront use and tourism compatible. Successfully led by Taku Fisheries.

#### Business Vitality, Design

1. New State Libraries, Archives, Museum facility
2. Capital Building renovations accomplished including safety and aesthetics
3. Area covered by Parking Management PD1 and PD2 zones (reduced parking required) extended
4. Created fee in lieu of parking ordinance and began collecting revenue to assist with future parking construction, management and transit.
5. Applications allowed now for parking waivers outside PD1, PD2 and "fee in lieu" zones.
6. Removed vegetative coverage required for mixed-use; reduced it for public buildings.

# APPENDIX E

## Blue Print Downtown Visioning Report

7. Created rules for expanding accessory apartments in 2014 and have continued to liberalize rules to encourage more dwellings. Most recently changed rules to allow apartments on undersized or nonconforming lots, and reduced required parking from 2 to 1.
8. Code changes by both the State and Juneau now allow economic incentives via property tax reductions, and others. Juneau can now participate in cash incentive programs, given State and CBJ code changes.
9. Created an Alternative Development Overlay District (ADOD) in downtown to better recognize existing and historic development patterns, minimize need for variances, and facilitate renovation and redevelopment of downtown housing. The ADOD will sunset in August 2019, unless extended. CBJ is working to create new zoning in lieu of the ADOD that more accurately reflects the existing nature of the Downtown housing development.
10. CDD and Assembly working on small area plans -- have completed Auke Bay and Lemon Creek, Downtown now underway.
11. Canopy ordinance adopted in 2004.
12. Design guidelines for historic district in 2009, which are currently being updated.
13. Now accomplishing inventory of vacant residential units in downtown.
14. Renovation of First National Bank Building into apartments and businesses (PRIVATE SECTOR).
15. Demolished Subport Building (STATE).
16. Sealaska Heritage Institute created a major new cultural attractor downtown (PRIVATE SECTOR).
17. Beautification of Manilla Square.
18. Accomplished a majority of the 2004 Waterfront Plan recommendations, including the following built components: The 16-B cruise ship dock reconstruction, Overstreet Park, extending the Seawalk from Taku Oil dock to Merchant's Wharf, and from north side of Gold Creek to Overstreet Park. Work still needed to finish the segment from AJ Dock to Taku Oil dock, and from Merchant's Wharf to Gold Creek.

### Housing

1. CBJ at times gives accessory apartment grants, mobile home grants
2. Full time Housing Chief Housing Officer position created and filled. Completed Housing Action Plan.
3. Density was increased from 18 to 30 units in LC, and from 18 to 50 units in GC.
4. Housing First built, providing homes for 32 chronic homeless. Housing First Phase II under design for 32 additional units.
5. CBJ has provided a downtown temporary warming shelter for winter homeless survival in the old Public Safety Building. That building is slated for demolition, and the CBJ is exploring options to continue a winter temporary warming shelter program.

### Transportation

1. Bike lanes added to Glacier Hwy.
2. Widened South Franklin sidewalk, added stylized lighting, incorporated public art.
3. Constructed downtown Transit Center and Parking Garage.
4. Improved Marine Park.
5. Widened Main Street sidewalks, added street trees, vegetated medians.
6. Canopy requirements have improved pedestrian shelter, at least one half of shops under canopy now.

### Public Art, Green Space, Parks, Recreation

1. All-season turf field abutting Marie Drake and Augustus Brown Pool.
2. Public art along waterfront: lighted bollard sculptures, Tlingit design glass on covered pedestrian shelters; flag/whistling railings, and Overstreet Park whale fountain.
3. Native design motifs have been incorporated in new sidewalk and street reconstruction in the downtown core.

### Environment, Energy

1. Adopted a Climate Action Plan in 2011 and the Juneau Renewable energy Strategy in 2018 with strong goal to obtain 80% of energy needs from renewable resources by 2045.
2. 2009 Juneau Unplugged – temporarily reduced electrical consumption city wide by 25% in response to a power line crisis.
3. Received grant funds from FEMA to update avalanche and mass wasting maps for the downtown area.
4. Electrical cruise ship plug-in pioneered. CBJ initiatives underway to expand plug-in capability.
5. Electrical vehicle charging stations installed downtown, and funding for two electric buses in place.
6. Harborview Elementary School renovations designed to LEED-certified standards.

# APPENDIX E

## Blue Print Downtown Visioning Report

### 4. Blueprint Downtown - Details of Public Involvement and Input

#### A. Data Results from Surveys, Comments, and Interviews

An ongoing priority of the *Downtown Blueprint* visioning process was to facilitate maximum outreach and input, across the broadest possible network. Although additional data and input was incorporated by the team until the end of January 2019, the majority of data and data interpretation was processed and interpreted in mid-October so it could be used to clarify and re-enforce emerging themes and action items before the October 30 public meeting.

The exception to this was new information provided by community “walkabouts” conducted on three Saturdays in January, and the polling results from the final public meeting on January 24, 2019. That additional data is incorporated in the final report recommendations.

Data gathered included the following:

- 300 public participants from three public meetings (with attendance of 120+, 100, and 78).
- 426 online comment surveys, and emailed comments.
- 318 Interviews with seasonal visitors, mostly cruise ship passengers, on the street.
- 56 “nightlife” interviews, with individuals socializing downtown later at night.
- 46 interviews with downtown merchants and vendors.
- 130 participants in a Gallery Walk booth, similar input to Oct 30 meeting.
- 40 participants from “meetings-to-go,” or facilitated community group meetings.
- 55 responses to comment forms left in businesses downtown.
- 105 participants in three January theme-based walking tours (with many written comments and reflections).

This total data resulted in about 6,000 comments when sorted by individual topic. The best estimate is that the data reflects input from 800 to 900 unique individuals a significant percentage of the individuals who use downtown. Many individuals provided multiple data points. In addition, we also reviewed and used information from the Juneau Economic Development Council (JEDC) 2018 Alaska State Legislature Satisfaction Survey and the JEDC 2018 (winter) Business Visitor Satisfaction Survey.

#### B. First Public Meeting

A fast-paced public meeting on August 30 at the Juneau Arts and Culture Center was attended by more than 120 people. Small table groups provided ideas on a desired 10-20 year vision, with concerns and desired improvements captured on a wide range of topics.

Wide-ranging discussions occurred at each of eight “Topic Tables” on downtown. Participants self-organized to participate at two tables, with quick prompt questions to identify top concerns and suggestions from every audience member. Topics were broken into the following initial content groups:

- Housing
- Traffic, Transit, and Parking
- Business Vitality and Well-being
- Residential Neighborhoods
- Bicycle and Pedestrian Movement
- Seasonal Visitors and Carrying Capacity
- Design, Culture, Identity/Values, Place-making
- Family-Friendly, Features, Open Space, and Recreation



Public Meeting participants at the JACC

Hundreds of comments were collected and assembled from the meeting, providing substantial initial data on community priorities and observations. This led to a revised thematic summary, better reflecting the range of issues raised from the public. For instance, Public Safety and Sustainability both emerged as distinct topics, in addition to the initial suggested categories.

#### C. October 30th Public Meeting

*Blueprint Downtown* hosted a public Open House on October 30th at the Elizabeth Peratrovich Hall from 6:30 – 8:30 pm. Over 100 people attended this lively meeting, walking around the room at their own pace and completing the activities on various topics.

The team used the comments received prior to the Open House to create these 10 activity stations, with participation structured as follows:

- Eight “Focus Area” Stations. Each had draft goal statements and 15-20 possible action items.
  - At each station, participants received three stickers – one to vote for their top priority, and two others to place on their next most important priorities.
  - At several of the stations there were some “pop-outs” where people could register ideas on very specific questions.
- Spend CBJ Money. Attendees each got 10 pennies to “spend” how they wished among 10 jars that represented different CBJ investments.
- Draft Downtown Vision Statements. Here, each participant was given 2 stickers and invited to vote for the vision statements that were most important to them. They could vote for two or put both their stickers on one, unlike at other stations. If they had suggested edits or amendments they were welcomed to write them on a sticky note and place them on the poster as well.

# APPENDIX E

## Blue Print Downtown Visioning Report



Glimpse of October 30 Open House

**October 30 meeting top results:** Out of 125 possible actions divided among eight theme tables, a few rose up to the top as the most important concerns and solutions. Each of these actions received at least 40 total votes or got at least 15 “this is my highest priority” votes. These priorities were:

- Opioid addiction, housing, and services for Juneau’s homeless population
- Completion of the Seawalk
- Increasing business vitality
- Electrifying public transit including a new downtown circulator as well as plugging cruise ships to shore power
- Creating more affordable housing

Mirroring the top priority action items, when each person at the meeting was given 10 pennies to spend however they wanted among 10 options, the jars with the most pennies (100 or more) were for:

**170** **Services and Housing for Homeless:** Provide funding for increased services and housing with the goal of eliminating homelessness in downtown Juneau.

**140** **Fund the Seawalk Completion:** A critical gap exists in the Seawalk between Merchant’s Wharf and Gold Creek. Fund property acquisition and construction to complete the Seawalk link

**115** **Fund new Affordable Housing:** Either funded by the CBJ directly, or through a public/private partnership, construct additional new Downtown Housing. Housing would be focused on year-round vitality, and cover a range of rents.

**114** **Fund Electric Circulator Buses:** To alleviate Downtown congestion, create a “Circulator” bus system that runs continuously through high-pedestrian seasons, linking the South Franklin tram area, Transit Center, and Willoughby District/ SLAM. (Circulator might work in conjunction with a new parking garage).

Full results for each theme and public interaction are included in the appendix to this study.

### D. Gallery Walk Open House

The Blueprint team, along with CDD staff, organized a public booth for the popular community *Gallery Walk* event in early December. Easy-engagement materials from the October 30 public meeting were set up and show-cased, including “pop-up” questions to gauge sentiment on seasonal visitor carrying capacity, and the “pay with pennies” station where individuals could vote with their ten pennies on preferred potential CBJ capital improvement projects.



The booth was very successful, with 130 participants. It also was thought to capture a different audience than that which usually attends evening public meetings, with more emphasis during *Gallery Walk* on families, and residents from other parts of Juneau venturing downtown for the evening.

Results from this process were integrated into the final results for the October 30 meeting, including fiscal priorities and sentiment concerning carrying capacity, among other results.

### E. Thematic Walking Tours of Downtown

Three downtown walking tours were conducted on successive Saturdays in January 2019. Each walk was organized to take about an hour, and focused on 2-3 focus area themes which were particularly relevant to different sections of downtown. All three walking tours were popular with 25-40 attending including members of the Assembly, and Blueprint Steering Committee.

People were quite pleased to be able to see and discuss different planning issues with their attendant choices, complexities, and opportunities in the field. Each walking tour ended with a coffee break to warm up and debrief. Some written comments were collected, and are located in the Appendix.

- **Tour One: Business Vitality, Housing, and Public Safety.** The walking route looped through the traditional downtown core, with stops along Front Street, Franklin Street, the Tram Plaza, North Franklin, and Seward Street. Discuss positive effects of having cultural institutions located in the business district. Should we encourage more to locate downtown (such as UAS or other tribal organizations)? Discuss winter housing and safety in the area. Legislative housing seems logical; however complaints around safety may be a deterrent.

# APPENDIX E

## Blue Print Downtown Visioning Report

- **Tour Two Vehicles, Parking, and Pedestrian Experience.** It also captured portions of South Franklin, with a focus then on docks and the connections for pedestrians and vehicles. A particular emphasis was placed on the difficult pedestrian links between the walking dock area, and onto Seward Street, Main Street, or the wharf. Discuss potential for circulator bus, summer links across town. Potential closure of Front Street or Seward Street for pedestrians only? Is a temporary street shutdown like “First Friday” a positive model?
- **Tour Three:** Juneau’s working waterfront – Must it be gated, barricaded, and hidden from view. Opportunities here in Indian Village to better understand Juneau’s Tlingit history and better integrate this as part of the Shoreline Arts & Culture District. (CCTHITA staff). Current and new JACC, economic & cultural role of arts in Juneau.

### F. Final Public Meeting, January 24, 2019

The final public meeting was held at Centennial Hall, with 78 participants. By the final meeting, thematic categories and a range of potential action items were generally well-established. The list was expanded from eight to nine, adding a separate category for *Carrying Capacity*, rather than group this broad topic under Sustainability. This suggestion came from the Steering Committee in feedback during their January update presentation.

At the meeting, the priority for the public input shifted to consensus on vision language for each theme, cementing an understanding of theme details, potential implementation actions to achieve the desired vision and outcome, and identification of potential implementation priorities and revenue sources.

The meeting was structured with detailed information and background on each thematic category, and a review of previous identified vision statements and action items. To help assess public sentiment, an active crowd poll was conducted with several questions under each theme, capturing opinion on relative priorities, and preferred implementation steps.

At the end of the meeting, after themes were explored, polling was used to test community opinions on general vision plan priorities, and offer feedback on potential revenue sources for implementing actions.

### 5. Blueprint Vision Study Results, including Vision and Recommendations

As described previously, the Blueprint visioning team identified nine broad planning and development *Focus Areas* that most accurately captured the range of downtown concerns and issues.

Results for each focus area are broken out more explicitly in the following sections, with additional background and detail. Each focus area chapter is organized with *background, vision, action items, and recommendations*.

- *Background* offers a context of community opinion and cross currents that were derived on each of the themes.
- *Vision statement* reflects the aspirational goals articulated for how Juneau works toward the future best solution.
- *Action items* were developed directly from public comments received in our data collection phase of the process, and then prioritized by the public by individual voting. Audience polling was used in the final public meeting, diving a little deeper into public priorities and perceptions.
- *Recommendations* are the final “vision” results suggested by the team for use by the Borough and Steering Committee moving forward with details of the Downtown Area Plan.

To explain *Action items* and that process more fully, the individual items were not vetted by the team for reasonableness or appropriateness (unless clearly egregious). After reviewing the database, the top 10-12 potential action items for each theme were simply listed for the public to consider, then The public “voted on” potential action items at the October 30 meeting through the use of stickers to denote their preferred items within each of the thematic categories.

Interestingly, in some cases the action items were mutually opposed (i.e., create more parking, create less parking). The full reading of such responses in the appendix is recommended to get a broad picture of the responses.

# APPENDIX E

## Blue Print Downtown Visioning Report

### Focus Area A: Business Vitality

#### Background

Business vitality in the downtown core is a perennial focus of downtown planning as was true for the Blueprint process. This issue is deeply enmeshed in the question of summer visitation versus year-round stability. The growth of South Franklin seasonal visitor shops has offered both wins and losses for Juneau, and created a substantial community dialogue on what future growth patterns the community should embrace.

In general, the majority express that too much seasonal-only development has occurred with a substantial erosion over time in the overall well-being of the downtown due to off-season "darkened" street life and vitality, and loss of year-round reasons for locals to embrace downtown.

Although there are many positive aspects of Juneau's burgeoning summer visitor season, the over-accommodation of seasonal businesses (whether actively pursued by the community or not) has created negative consequences that many residents insist must be addressed. This includes suggestions to limit types of commercial activities such as caps on the number of jewelry stores, the imposition of extra taxes on shops that are only open in the summer, incentivizing year-round business investment and activities, or preventing conversion of additional parts of town to seasonal stores.

While such active steps seem to be a minority opinion, there is a strong ground-swell sentiment that an appropriate balance has been lost, and that Juneau needs to be much more intentional moving forward to insure that the equally valid goals of year-round economic vitality are guaranteed by our planning, regulations, and tax policies.

Much public comment centered on positive steps to emphasize and cultivate the strengths of downtown in business opportunity. These included an understanding of our enviable walking scale, uniqueness of setting, and year-round benefits as Capital City.

To this end, there was a strong consensus that downtown Juneau could capitalize on greater redevelopment potential with some of the underutilized building stock and undeveloped parcels downtown, possibly through CBJ tax relief, creating a winning solution to greater utilization.



Front Street becomes a lively pedestrian street-market during a First Friday event.

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

#### Action Items

The public's most favored actions relative to Business Vitality are:

- Identify underutilized properties and promote redevelopment through meaningful tax benefits and/or cash incentives.
- Create a multi-vendor marketplace for local businesses, including food trucks.
- Limit number of seasonal jewelry stores downtown.
- Incentivize mixed-use developments, including zoning flexibility to bring businesses into some neighborhoods.
- Require, or strongly incentivize, a focus on year-round local businesses.
- Encourage independent travelers (as they typically spend more time and money locally).
- Explore options, such as a West Douglas deep water port, to reduce industrial truck traffic crossing through Downtown.

The final January 24 public meeting included a cellphone text poll, allowing a finer gradation of sentiment on potential actions to promote economic vitality. Of the 78 attending, by almost a 2:1 margin, the most preferred action step was to provide more housing on upper floors of buildings. This was followed by four actions with similar votes: tax incentives for businesses to stay open year-round, more events, festivals and conferences downtown, more support for start-ups which are typically owned by locals starting businesses (e.g., cart vending, pop-up shops, markets), and tax incentives for locally owned businesses. Lowest support was given to penalties for businesses not open year-round.

#### Recommendations

There is a broad community consensus that greater year-round vitality is paramount for Juneau downtown improvement as we look to the future. This complex issue crosses several related fields, particularly housing and its mutual impact on economic vitality, and the huge shifts in seasonal visitor counts with which the business district must contend.

There is clear public consensus that CBJ actions should focus on achieving greater utilization of older building stock and undeveloped parcels downtown, for both business and housing use. This is a step in the right direction for increased density and vitality. There is strong support for active CBJ policy steps to achieve redevelopment and revitalization, such as use CBJ tax abatement incentives.

# APPENDIX E

## Blue Print Downtown Visioning Report

### Focus Area B: Identity and Culture

#### Background

A great source of optimism concerning the development potential of downtown Juneau relates to the opportunities available to further amplify our unique and compelling identity. Our status as Alaska's Capital, our geography, our history and cultures, our picturesque setting, the walkability of downtown making Juneau a very accessible port of call, all give Juneau a strong hand to create a unique and marketable identity unlike any other location.



A Blueprint Downtown walking tour group discuss regional Alaska Native arts and culture.

An interesting result from interviews with seasonal visitors is that frequently the visitors have a more profound and fresh sense of what Juneau offers than the residents, who are sometimes prevented at seeing those strengths with a concern over other deficits.

There has been some expression of frustration with earlier attempts to over-label downtown Juneau as a Gold-rush town, to the expense of some other cultural richness, including Native indigenous values,

and the tapestry provided by other immigrant cultures over time, such as the Filipino community.

There was a lot of commonality in the opinion that Juneau could represent all of these cultural influences, not just one, and draw strengths from each. Significant steps have been taken with establishing Juneau's cultural identity with new projects like the Andrew P. Kashavareff (SLAM) Library and Museum, and the Soboleff Center for Sealaska Heritage Institute. Each facility has achieved an important milestone, helping position Juneau at the forefront of communities which embrace arts and culture<sup>2</sup>.

There were also significant public statements to the value of the arts industry in Juneau, and that this "sleeping" economic driver plays an under-heralded part in Juneau's economic stability. This, in turn, underpins broad support for initiatives like the proposed new JACC, and greater emphasis on Juneau as the "Northwest Native Arts Capital."

A negative comparison was frequently made to Juneau's growth to support the summer visitor, with a promulgation of storefronts and shops which do not represent Juneau, and in fact, could be mistaken for facilities in any number of other ports.

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

#### Action Items

The public's most favored actions relative to Identify and Culture are:

- Incentivize year-round activity, with a focus on authenticity.
- Complete the Seawalk across the full Downtown waterfront.
- Define areas that can be closed to vehicles to emphasize pedestrian activities such as art markets, music, dances, and special events.
- Create incentive programs for adaptive reuse and modernization of underutilized downtown properties.
- Integrate art and culture elements, including a significant Alaska Native component, across the Downtown with art, murals, and interpretive panels.
- Prioritize clean streets and well-maintained buildings and infrastructure.
- Connect Downtown activity with the waterfront, emphasizing water-front uses such as restaurants and the proposed Ocean Center.
- Complete the JACC expansion.

The final January 24 public meeting included cellphone text polling of the 78 in attendance on two questions central to the Downtown Cultural Identity. The first asked a question concerning agreement with the following statement "Public art, building design, wayfinding signage, and streetscape/infrastructure design should provide greater focus on Juneau's Indigenous Cultures." 48% of those attending strongly agreed with this statement, and another 24% moderately agreed. Only 15% disagreed.

A second question asked about economic support for the proposed new Juneau Arts & Culture Center (JACC). That question, again, illustrated strong support with 71% of those attending either supporting or strongly supporting the JACC. 20% were opposed to JACC funding.

#### Recommendations

The Seawalk completion was highly-rated in this section (and others) because it is one of the most effective vehicles for both residents and visitors to experience the remarkable beauty and setting of Juneau. All reasonable steps should be pursued by the CBJ to complete the seawalk, and provide the benefits of our proximity to water, as well as convenient links to varied Juneau neighborhoods.

Proposed updates and refinements to the Downtown Historic District Standards should be completed with an eye toward increased breadth and acknowledgment of Native indigenous cultural contributions to the downtown, as well as contributions by other immigrant cultures which have added color and breadth to Juneau's unique culture scene. All should be represented in requirements from the Historic District Standards.

<sup>2</sup> A new Juneau Arts and Culture Center as well as Central Council's focus on Delancy Street programming/businesses would complement these existing examples.

# APPENDIX E

## Blue Print Downtown Visioning Report

Many suggestions were made that all Juneau planning and growth should start from the premise of making it 'authentic' to our place and history, with good consequences flowing from that integrity and focus on place.

The City and Borough of Juneau should actively support new initiatives that broaden cultural offerings, and which enliven the palette of downtown offerings. The successful First Friday gallery events could be expanded to emulate the more involved Gallery Walk, including selective street closing, possibly in conjunction with thematic emphasis, drawing from cultural precedents for food, dance, or season.

Finally, the public makes it clear that reasonable investments by the CBJ toward the cultural identity and arts economy of Juneau is both good economic sense, and supports the authenticity and sense of place that permeates public recommendations for capitalizing on this unique asset for Juneau.



Filipino July 4 Parade Entry

### Focus Area C: Housing and Neighborhoods:

**Background:** Along with economic vitality, a focus on downtown housing is thoroughly embedded through past studies of Juneau's downtown. For many residents and planners, it is the single most important driver of overall community vitality, the factor to which all other success is intimately linked.

Over time, it is clear that the downtown core has lost a significant percentage of the housing inventory demonstrated thirty or forty years ago. Although hard to quantify, it appears that most of the housing loss has occurred across the lower income and middle-income market sector, primarily apartments. This has the consequence of fewer people residing in the downtown core, creating a downtown which is less dynamic and vital, particularly in the evenings after businesses close.

Housing patterns across the overall downtown area also have an unusual asymmetry. While the perimeter neighborhoods of downtown remain popular and highly desirable, a hollowing out of housing in the central core has occurred. The flanking neighborhoods (i.e., the Flats, Starr Hill, the Highlands) have, if anything, increased in wealth and gentrification over the decades, with most homes relatively expensive and in good condition. At the same time, apartments downtown have tended to leave the market due to losses from redevelopment, fire, or simply age and lack of updates.

This has created a situation in the downtown core where many of the older buildings, frequently those with historic merit, have very low (or no) utilization on the upper levels, and where previously a significant portion of apartment housing had been available.



Downtown Juneau, with few housing accommodations

Another new variable is cutting in to the availability of long-term rental housing – that is the proliferation of downtown short-term rentals, including AirBnB, and VRBO. The popularity of this relatively new phenomena provides increased rental income opportunities for some owners, but also tends to reduce long-term apartment availability.

The consequence of overall loss of housing, predominantly apartments, and the lack of new development in this market sector, has created a critical lack of affordable housing downtown. This market sector is a vital piece of healthy housing market, and one that is particularly relevant to downtown Juneau because it is a logical location for more transient and lower-price housing options, supporting both seasonal work force, and younger residents.

# APPENDIX E

## Blue Print Downtown Visioning Report

---

Another interesting variable concerning downtown housing is parking supply and demand. Given the scarcity of land for parking, and the potential of new housing to appeal to people without a compelling need for a vehicle, arguments can be made that very low parking standards may be appropriate, if that created more housing inventory.

The CBJ, through CDD, is creating a field-verified data base that more accurately identifies under-utilized building stock in the downtown core. This inventory should provide a critical piece of information as steps are identified to increase housing stock across different market sectors.

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

**Action Items:** The public's most favored actions relative to Housing and Neighborhoods, as recorded by the October 30 public meeting, are as follows:

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

The final public meeting on January 24 including cellphone text polling for the 78 in attendance on a number of related issues. The first included a hypothetical prioritization for downtown properties which could provide more housing. Tied for first were the upper floors of the Gross Theatre Building, the site of the former Gastineau Apartments. Close behind was the lot at 4<sup>th</sup> and Franklin, across from Mendenhall Apartments. Interestingly, out of seven hypothetical locations, the parking lot at 2<sup>nd</sup> and Franklin, which the CBJ has explored for housing options, finished last in public priority.

A second text poll gauged sentiment on types of incentives the public felt were appropriate for the CBJ to utilize to create more housing inventory. 60% of participants supported property tax relief, cash, or low interest loans to incentivize mixed-use housing on upper levels. 26% thought the costs should come from a penalty for vacant or underutilized properties. 10% did not support use of incentives.

Finally, a poll was conducted on how short-term rentals (VRBO) should be regulated, if at all. At present, such rentals do pay bed tax. The highest block, at 39%, said STRs should be capped at a fixed percentage of total rental units, with the next highest group at 30% saying they should be left unregulated.

### Recommendations:

A preponderance of public opinion agreed that a lack of housing, particularly affordable housing, was a critical impediment to achieving overall vitality and positive growth for the downtown. Furthermore, public sentiment from meetings and online data agree with the perception that underutilized properties exist in the downtown core, and that the CBJ had an appropriate role to play in potentially incentivizing

housing development, utilizing tools such as property tax credits, housing unit rebates, energy or code upgrade rebates, and similar economic drivers.

Initial conversations have occurred with the CBJ Chief Housing Officer on the potential for these goals to align with established CBJ housing initiatives, and the currently in-place housing funds. The consensus is that many of the suggestions are potentially workable, and should be pursued to a next level of feasibility analysis, and potential target programs. As the CDD inventory of under-utilized properties is completed, creating an incentive test program for new housing is seen as a logical top priority.

# APPENDIX E

## Blue Print Downtown Visioning Report

### Focus Area D: Vehicle Use and Parking, including Bicycles:

**Background:** This category of downtown planning need was more contentious than most. The issue is that downtown Juneau has a small and limited footprint, with an established street grid and not much room for significant expansion of the street infrastructure. Given the extremely high use of several key streets, and the certainty of more demand in the near-term, the problem will only grow.

The severity of current traffic problems, especially with “bottleneck areas” such as those near the stretch of South Franklin along the library, were obvious to all. One solution that does appear to have captured the public imagination over the last few years is the potential to implement a “circulator” bus system. While the details are unclear, a circulator would be a system, used in the peak summer season at least, that provided a fast and efficient hop-on hop-off utilization to move people without friction across the central downtown core. Stops would be very simple, and include perhaps just three locations, such as Tram Plaza, transit center, and the SLAM.

No other clear consensus on solutions appeared to emerge, with some recommending more incremental solutions (more traffic crossing guards), and others viewing the current pattern as broken, requiring more dramatic steps as we move into the future.



Downtown Juneau with summer vehicle congestion and scarce parking.

Parking is another thorny subset of the streets and transportation theme. This issue, more than most, shows a broad range of opinion. Many believe downtown Juneau provides plenty of parking, especially in comparison to other compact, pedestrian-friendly urban examples. An equal number believe that Juneau’s downtown vitality is critically hampered by a lack of convenient and predictable parking.

Bicycle capacity adds another element of disagreement. To some, greater bicycle accommodation is seen as the clearest method to change the paradigm downtown, with easier cross-town

mobility, lessened parking demand, and a friendlier environment. Others believe that such visions are mis-guided and don’t reflect the car-based reality of an Alaskan city, especially in non-summer seasons. Both opinions have merit, and the solutions are likely to be nuanced over time, with an eye toward what works.

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

**Action Items:** The public’s most favored actions relative to Vehicle Use and Parking, as recorded by the October 30 public meeting are as follows:

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

Text polling from the final public meeting January 24 included a question that identified seven strategies to reduce Franklin Street bottleneck problems between the Merchant’s Wharf and the Archipelago Lot.

For the 78 in attendance, the preferred option, with 26% support, was development of a circulator system, including staging for cruise buses outside of the bottleneck region. This is important to consider in a planning context given that all of the cruise industry bus support occurs in staging areas trapped beyond the bottleneck areas at present. This suggestion is a fundamental new approach to rethink vehicle logistics downtown.

The second most popular, with 21%, was creation of cruise bus staging outside of the bottleneck areas without a circulator. This is telling, with the perception that visitor staging growth must be shifted out of the current focus area, even without the establishment of a circulator. There is a high conviction in the public’s mind that the current approach to visitor vehicle support is not sustainable.

The third option was using the Seawalk more extensively as a way to move people linked with the use of bikes, covered golf carts, or other mode of transportation. This may or not prove practical, especially in the short term because the dock/Seawalk structure terminates just before Merchants’ Wharf and bottlenecks would be unchanged.

Another interesting poll asked about planning steps that would make people willing to give up their car for coming downtown. Alternatives to cars break out two ways – ride the bus, or ride a bike. Interestingly, a circulator was the top determinant (supporting both bus and bicycle use), followed closely by more and better-connected bicycle lanes. Several issues then related cumulatively to more convenient and practical bus service.

#### Recommendations:

It is clear that a circulator needs to be implemented. Discussions have been underway at a CBJ management level for 2-3 years about options. Older CBJ buses could be pressed into service immediately, while other potentially attractive improvement, such as the much-requested electric system, was pursued.

# APPENDIX E

## Blue Print Downtown Visioning Report

From a planning level, a successful circulator system needs to be extremely simple, intuitive, predictable, and efficient. Buses should run on a continuous loop, and not charge for the service – with numerous headaches avoided.

There is anecdotal evidence that smaller “Disneyworld” semi-open slide-in vehicles are more inviting and potentially provide greater total pedestrian movement. Juneau’s street laws do not allow this vehicle type at present. That limitation should be researched and eliminated. The smaller-impact vehicles could also have potential application on the downtown docks, which have enough free width to utilize this alternative, which is certainly attractive, given traffic limitations on the streets.

One of the recommended solutions discussed by the public is the creation of improved bike lanes. While highly attractive as a goal, certain portions of Juneau roadway system are so critically constrained that creation of a dedicated bike lane is simply not possible. This does open the conversation to perhaps more unconventional solutions, such as raised pathways where necessary to get by bottlenecks, including multi-modal alternatives for both bicycles and pedestrians.

Finally, many opinions were offered that more surface parking should be provided downtown, using underutilized property. Others offered the opposite position, that surface parking should be reduced, and that downtown vitality would be enhanced by converting such space to greater-value pedestrian and/or business space.

On balance, it does not appear clear that significant unmet parking problems exist in the downtown core that would prioritize the creation of additional surface parking, particularly if a circulator serving visitors and residents and/or other vehicle reduction alternatives are pursued. Conversely, strong arguments exist that additional parking capacity in the “Willoughby” District, just outside of the urban core, may be very useful in conjunction with a circulator.

### Focus Area E: Pedestrian Access and Experience:



(Photo from the Juneau Empire) Juneau youth roam downtown on Halloween 2018, when downtown businesses hosted trick or treating.

**Background:** Pedestrian needs were a key point of public engagement, with many issues related to current short-comings, and others referencing longer-range, more aspirational goals for the community.

Immediate concerns include congestion and vehicular conflicts in the most critical crossing portions of town – essentially identical to vehicular concerns, which arise from limited street and sidewalk widths which can’t accommodate the surging numbers of people trying to use them.

Many of the public seemed to side with the importance of pedestrian safety and comfort, if the choice had to be made with vehicles.

Fortunately, there are options for increased pedestrian efficiency, and the potential to use alternate routes that aren’t available to vehicles. Of obvious value is the newly-expanded downtown cruise ship dock, and its partially-complete seawalk extensions.

An extremely high level of response was offered on the value to Juneau from completing the seawalk, and further increasing the capacity of this signatory community feature to compliment the assets of Juneau’s waterfront setting, as well as move people more efficiently across the town.

A related issue concerned how the downtown core was linked to the surrounding neighborhoods by pedestrian routes. Certain areas, such as Starr Hill, work well. Others, like the general link between the central downtown and the Willoughby District simply do not. Capital Avenue was called out as an example of a very poor pedestrian link which can be readily remedied. The downtown walking tours were useful to spotlight troubling bottlenecks in the pedestrian routes across town, and solicit comments on potential solutions.

Other substantial community concerns were presented concerning year-round pedestrian accommodation and safety. Many were quite displeased with the nature of snow removal downtown, and the burden that placed, in certain areas, on the pedestrian. Related, positive comments were made on the increased implementation of canopies, and the hope that their use became more universal, and in association with increased ADA access. CBJ progress in street pedestrian upgrades in the downtown core were acknowledged.

Also on a positive side, public sentiment showed a high degree of receptivity to increased pedestrian-only use on key central street areas, particularly associated with special events or functions that created a draw for downtown visitation.

**Vision:** Pedestrian routes should continue to be improved to reduce summer congestion and flow smoothly and safely, linking the waterfront and various downtown destinations. Expanded canopies and improved streetscapes will enhance comfortable and safe routes in all weather conditions and times of the year. Pedestrian enhancements and congestion management should explore pedestrian-

# APPENDIX E

## Blue Print Downtown Visioning Report

only street areas for special activities and events. Greater ease of pedestrian links between the waterfront dock areas and downtown streets should be a focus.

**Action Items:** The public's most favored actions relative to Pedestrian Access and Experience, as recorded by the October 30 public meeting, are as follows:

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

Follow-up questions from the final public meeting of January 24 focused on potential steps to make portions of the downtown streets used for pedestrians only, most typically at limited closures or for special events.

For the 78 in attendance, a surprising 93% were in favor of initiating a trial period to study different options for expanding pedestrian street use. Of these options, closing Front Street on First Friday of every month for one year was the highest favorable mark, with 33%. Other combinations with significant support included closing portions of Front Street by itself, or in combinations with Shattuck Way, or the Southerly portions of Seward Street fronting the Soboleff Building.



Example of pedestrian street activities

An interesting anecdotal text poll question gauged the potential of Juneau residents to walk across town: "Would you walk to Whale (Overstreet) Park on your lunch break if there were food trucks

there?" A full 57% said yes, with another 25% said maybe. Clearly, this is a population that is willing to walk, and loves to walk along their waterfront, given the choice and reason to do so.

**Recommendations:** The Seawalk was noted by the public as their highest priority. This was consistent, strong, and premiated across many different venues and categories. The Seawalk was cited in reference to many different benefits, including celebrating Juneau's setting, providing a serene and uncongested alternative to the chaotic street situation.

Related, and an item which should be relatively easy to implement, is to establish better linkages between the Seawalk and the adjoining upland neighborhoods and regions. In many areas downtown, especially along the Franklin Street corridor, Seawalk links work well. However, the potentially critical linkage from the Dock/Seawalk near Merchants' Wharf and the Transit Center is particularly grim. If and when the Seawalk can link across the Merchant's Wharf area, significant urban benefits, starting with enhanced pedestrian linkages, will occur.

Only 7% of all respondents were un-supportive of experimenting with increased pedestrian closures, with a nearly unanimous sentiment from meeting respondents to test ideas for Front Street, and possibly linked portions of Seward or Shattuck Way. This is one of the easiest, and potentially most engaging, of the study planning recommendations.

Data from other urban centers shows that pedestrian-only central core spaces are marked in general by very successful business metrics. The street can be the focus on themed events, with attractions that tend to pull participants from outlying areas. Juneau can expect the same results, if coordinated successfully with activities that validate the expanded pedestrian zone.

# APPENDIX E

## Blue Print Downtown Visioning Report

### Focus Area F: Sustainability:

**Background:** Juneau has a mining history that is linked closely with clean hydroelectric power, coupled with a much older Native cultural sensitivity, working to balance human activities with our setting and resources. Given the value of our setting, the pristine nature of our environment, and our geographic isolation, the topic of sustainability is certainly critical to Juneau's future.

Given this, many parallel conversations are occurring in Juneau regarding community priorities and actions related to sustainability. The Juneau Commission on Sustainability has an active and growing presence, and a number of initiatives to broadly increase Juneau's sustainability are being explored.

Juneau has great potential to increase the share of renewable electricity in the community energy mix. Nearly 100% hydroelectric production is from local hydroelectric supplies with additional hydroelectric sources already identified. Additionally, relatively mild year-round temperatures make electric vehicles and electric powered heat pumps highly economical.

One of the items that polling of seasonal visitors emphasized was their sensitivity to Juneau's relatively pristine environmental setting. The retreating of the Mendenhall Glacier was also mentioned by seasonal visitors as a visible sign of rapid environmental changes.

Related, the basic setting of Juneau, both for residents and visitors, presents an unrivaled pristine environmental context, with the incredible proximity of nature and natural forces to our community. Given this, a majority of the public response on the category of sustainability was highly supportive across a broad range of initiatives, making it clear that Juneau should continue to pursue strong environmental goals, and make sustainability a calling card of community identity.

Local citizens of Juneau are particularly concerned with emissions from cruise ships, and the impacts of air quality and health. This has led to community support for for cruise ship connection to shore-side power, significantly reducing emissions while ships are docked.

Other public comments and conversations concerned the related topic of resiliency, especially in relationship to food security, given our heavy reliance on food shipped thousands of miles.



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

**Action Items:** The public's most favored actions relative to Sustainability, as recorded by the October 30 public meeting, are as follows:

• se electric vehicles for all public transportation including a downtown circulator.

- Incentivize the installation of renewable energy heating systems, such as heat pumps, in residential and commercial buildings.
- Require cruise ships to utilize on-shore power.
- Work with business owners to develop more practical recycling and packaging practices for tourists and locals.
- Develop complete cycling infrastructures (e.g. bike lanes, lockers, covered stands) into a clear network that encourages cycling as a means of transportation.
- Develop a "Food Security" initiative; explore opportunities for local growers and neighborhood gardens.
- Prioritize climate change mitigation and adaptation in all future city planning.
- Support the development of District heating in Juneau's downtown core.
- Foster greater support for the Juneau Commission on Sustainability recommendations on how to implement adopted sustainability plans.

Text polling at the final public meeting January 24 explored more closely the recent goal adopted by the Assembly of obtaining 80% of Juneau's total energy needs by renewable resources by 2045. Not surprisingly, public support was high, in general, for this goal.

Public support was equal for converting vehicles to electrical sources (especially the CBJ fleet), requiring shoreside electrical power for all cruise ships, and converting buildings to heat-pump technology.

**Recommendations:** The significance of sustainability as a critical local goal should be present in the background on virtually all planning and development steps as Juneau moves forward. At an incremental level, this sentiment should play an increasing role across many sectors.

An example, that CBJ is currently addressing to some extent, is the provision of electrical vehicle charging stations, incorporated without fail in all new relevant city scape improvements. Many details still need resolution, such as the type and nature of charging stations, how costs are fairly allocated among the community, and similar trade-offs, but the large decision is established: the charging infrastructure will be installed.

At a more subtle level, another recommendation that the CBJ should implement is an energy conversion/upgrade program with a specific target for existing downtown properties. This step would achieve many outcomes, including the potential of more affordable housing, as well as more business establishment downtown. Both expansions would occur within the context of a significantly improved building stock which dropped total energy use, and converted such use to sustainable sources such as heat pumps.

Requiring all cruise ships to connect to shore-side electric power is a clear, bold step advocated by many in the community. While simple in principle, and obvious why it garners support, this issue is also more difficult to achieve than simpler small steps like electric vehicle charging stations, or heat pump conversions. Providing the necessary infrastructure to power docked cruise ships requires substantial investment in transmission and distribution capacity, for what is only used for relatively little time during the year. The benefits are perceived by the public to be worth it though.

District heating in downtown is being planned by the private sector. Provision of district heat could replace the use of heating oil by the larger downtown buildings. The Willoughby District Plan identifies the use of district heating as an opportunity to reduce fossil fuel use by buildings in that area of downtown. An electric-based seawater heat pump system will require additional hydroelectric capacity/supply that would have to meet. However, the balance between building additional hydroelectric supply and capacity versus demand, and which comes first, is a complex discussion. This

# APPENDIX E

## Blue Print Downtown Visioning Report

topic is well described in the 2018 Juneau Renewable Energy Strategy and are beyond the scope of this report.

What is important to note is that the community has coalesced around the goal to increase reliance on hydroelectric resources, and to move past our dependence on oil and fossil fuels for heating and transportation. To make such ambitious and significant changes, it is certain our hydroelectric capacity must be increased and efficiencies in our current electricity use found.

A scheme to showcase locally grown produce in downtown restaurants and stores could be developed. Provision of small areas for neighborhood gardens, such as the one at Chicken Yard Park, would allow those living downtown without a garden to grow some of their own food. Even with such initiatives, community reliance on food that is shipped in will remain a challenge.



### Focus Area G: Carrying Capacity:

#### Background:

The creation of a separate Focus Area for *Carrying Capacity* was a recommendation of *Blueprint Downtown* Steering Committee during a January presentation to the Committee. Previously it was combined with *Sustainability*.

This was a good recommendation; *Carrying Capacity* is separate and distinct, even though aspects overlap with other downtown focus areas and themes. All in all, it likely presents the largest balancing act facing downtown Juneau, with both substantial challenges and opportunities.



The central issue is that Juneau remains the most popular Alaskan cruise destination, and is one of the top destinations in terms of visitor satisfaction of any port worldwide. As such, Juneau is the central element of virtually every Alaskan cruise, and is facing strong and sustained growth in cruise ship passenger counts for the near future.

At this point, the rate of growth is *increasing*, perhaps surprising given the 20-30 year growth pattern already behind us. In 2019, 12% more cruise passengers are expected in

On average, five major cruise ships a day visit Downtown Juneau

Juneau compared to 2018, and in 2020 early estimates are for an additional 3-5% increase above this.

Juneau has succeeded in accommodating this substantial increase through sizable infrastructure investments, including major dock facilities and shore-side visitor accommodations. These physical changes have been accompanied with equally significant incremental improvements, many captured through the "Tourism Best Management Practices" (TMBP) initiative that informs how vendors operate, how buses move through downtown, implemented crossing guards, and similar smart initiatives that have reduced the friction of accommodating ever-increasing numbers of visitors within the finite footprint of Juneau.

Several factors, however, suggest that Juneau can't simply keep moving the dial into the future, with similar incremental solutions allowing a similar steady increase in total tourist counts as we've witnessed in the past two decades. The primary issue is the physical reality of the Port of Juneau, and the logistical realities of moving visitors through the downtown core.

At this point, docks have been rebuilt to best industry standards, such that four of the largest cruise ships can be tied up simultaneously, with a fifth or sixth ship, if in port, anchored up in the harbor and utilizing lighter boats to move people to shore. There is the potential for perhaps one more cruise dock in the downtown harbor, but that will be the finite limit.

# APPENDIX E

## Blue Print Downtown Visioning Report

Related, the majority of cruise ship shore-side infrastructure and support is located awkwardly on the wrong side of downtown street congestion – virtually all of the arriving passenger support facilities, including bus parking, vendor sales, queueing, and similar support, are on the far side of the “bottleneck” – Juneau streets that must be transited to move visitors to the critically-desired destinations. These destinations, including the Mendenhall Glacier, whale watching, hiking, and similar immersive Juneau wilderness experiences, are the central reason for a Juneau visit, and transportation links to these offerings are simply a mandatory requirement, regardless of other logistical impacts which may be caused.

Recent steps to develop one of the few under-utilized portions of the downtown dock and frontage area, the “Archipelago Property” has just been approved by the CBJ Docks and Harbors and Juneau Assembly. This decision will put more shops, and more visitor bus accommodations on the wrong side of the bottleneck, further exacerbating the concerns with people movement out of downtown.

This context explains the great public interest in the question of *Carrying Capacity*, and the concern expressed by many that visionary new solutions are needed, not just the past incremental solutions that have so far made Juneau visitation numbers supportable, even if not universally popular.

Finally, it is clearly in the interest of both the residents and the cruise industry to solve some of these increasingly intractable logistical questions. Summer visitation, even with its difficulties, provides Juneau with a growing revenue source in otherwise uncertain economic times in the State of Alaska. Similarly, the cruise industry has every reason to work to keep the visitor experience in Juneau popular, given the flagship status of this primary port.

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

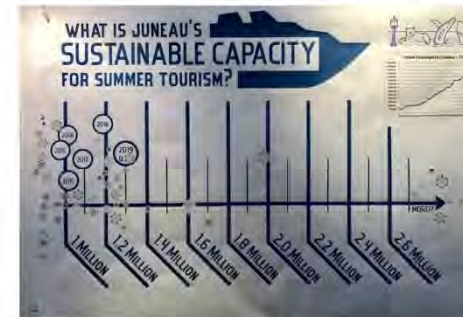
The public’s most favored actions relative to Carrying Capacity, as recorded by the October 30 public meeting, are as follows:

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

The text polling from the January 24 final public meeting added detail on public perception of *Carrying Capacity*. The following identical question was asked in 2002 and in 2019 - “How do you think the volume of cruise ship tourism compares to Juneau’s capacity to handle cruise visitor volume?”

| Question  | 2002 Result | 2019 Result |
|---|-------------|-------------|
| Juneau has about all the cruise ship passengers it can handle | 32%         | 34%         |
| Juneau has more cruise ship passengers than it can handle     | 30%         | 24%         |
| Juneau could handle a few more cruise ship passengers         | 25%         | 31%         |
| Juneau could handle substantially more cruise ship passengers | 13%         | 11%         |

Another polling result concerns the public perception of most critical next steps to address Carrying Capacity. The question was phrased, with a bias, that the CBJ and Cruise Industry would need to work collaboratively on solutions.



This graph was a “Pop-up” opportunity for the public at the Gallery Walk presentation of Blueprint themes and questions. People would place their sticker on the chart at the optimum count. No easy consensus emerges!

The top priorities, with similar scores, were to implement infrastructure improvements to reduce congestion, and agreement on shared funding for visitor’s on-shore needs. Hopefully, this top perception of the public for future success now aligns with the recent CLIA and CBJ expression of support to work together on the future allocation of passenger fee funds.

Strong support for funding next extended to creating cruise bus staging *outside* of the Franklin Street bottleneck, implementing shore-side hydro power connections for all ships, and reworking cruise schedules to eliminate high and low-visitation days.

### Recommendations:

Results from the community indicate that while concerns exist for Carrying Capacity, and that for many, an appropriate balance point has been crossed, a majority of the community still believes that we can balance increasing seasonal visitation with the success and well-being of downtown Juneau.

# APPENDIX E

## Blue Print Downtown Visioning Report

However, it is also critical that clear-eyed decisions be made while changes are still possible. Those decisions must address the clearly articulated problems downtown that will, in fact, render increasing visitation impossible to accommodate if not addressed. Foremost among these implementing steps are features to move visitors out of the bottleneck areas – the status quo will not work, especially with new bus staging at the Archipelago development coming on line within two years, which will exacerbate the current bottleneck situation.

Two complimentary steps relative to this are viewed as absolute requirements. The first is the implementation of a downtown circulator, identified as critical in other thematic areas. To be effective to solve Carrying Capacity concerns, such a circulator must be developed in conjunction with new remote bus handling capability, such that people are truly able to bypass the bottleneck area, and vehicular counts through that area are reduced. Increasing counts simply will not work.

To further refine this paired need, such a circulator and support bus staging area is most likely to function well somewhere in the Willoughby District, near other obvious visitor nodes, such as the Andrew P. Kashavareff Library/Museum (SLAM), or the JACC. The footprint for such surface facilities are still available, and the capacity of Egan Drive and other surface streets will support the creation of this infrastructure.

Other secondary recommendations flow from this primary critical step. It will also be important for pedestrian routes to support visitors moving to the alternate bus hub, rather than relying solely on the circulator. Improvements to the Seawalk, also needed to cross the “bottleneck” region at Merchant’s Wharf, thus become critical as well.

With the completion of the Seawalk through this critical downtown juncture, other discussed improvements, such as increased visitor flow along the Seawalk, using bicycles, or other multi-modal transportation solutions, become increasingly possible.

At a broader level, this central solution to move arriving visitors outside of the bottleneck (at least in part) will have substantial secondary benefits associated with stronger linkages of the Willoughby District with other portions of the downtown, increasing the potential of loop visitation downtown, expanding the commercial market district, and creating better linkages across major downtown destinations.

### Focus Area H: Natural Environment, Recreation:

**Background:** Universal among planning participants for *Blueprint Downtown Visioning* was an appreciation of Juneau’s fantastic setting, nestled between mountains and sea. If anything, this sense of wonder was even more pronounced with the seasonal visitors. This setting is a significant public benefit, and it is incumbent on the City to support and fund initiatives that maximize its potential.

Most conversations focusing on Juneau’s natural environment seemed to start with a focus on downtown’s relationship to the water. Again, the absolute priority of continued progress on Seawalk continuity was stressed. In general, sentiments included other details and unique ways for the community to capture more water-connection wherever possible. Popular ideas included expansions at the new Overstreet Park, picnic shelters sprinkled along the waterfront, performance spaces that captured a water backdrop, kayak launch areas, and even the potential for implementing water taxis.

One of the most popular action items, after Seawalk and cruise ship electrification, was to build the proposed Ocean Center on the old Subport site to emphasize Juneau’s connection to the water, and reinforce public use of the waterfront zone.

Related, this theme extended to recreation potential for visitors and residents, and how such uses were a natural extension of the incredible variables that were already in place for Juneau, including the sizable harbor frontage, mountains, trails, and adjoining wilderness on virtually all sides. Coupled with this is the relatively compact, walkable Juneau core area.

These assets together make Juneau an ideal candidate to achieve many of the visitation ideals espoused in recent National planning initiatives stressing the test of recreational opportunity for all ages and abilities. This metric emphasizes a focus on communities that are fun and engaging for all ages, with issues like safety and accessibility solved in the background, so that the full opportunity for engagement and play is captured.

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

**Action Items:** The top action items from the October 30 public meeting included the following:

- Complete the Seawalk across the waterfront
- Require cruise ships to plug in to shore power while in town.
- Support development of the Sub-port. One alternative is the proposed Ocean Center, which will emphasize our connection to the water.
- Electrify the public bus fleet, and incentivize tour groups to use electric vehicles.
- Reduce litter, and improve waste collection Downtown, with improved garbage, recycling, and compost containers.
- Build a park with green space along the sea walk, capturing views and marine experience.
- Develop a recognition program that rewards businesses that participate in compost and recycling programs.

# APPENDIX E

## Blue Print Downtown Visioning Report

- Identify Downtown Juneau's most valuable scenic view sheds, and develop guidelines to protect them.

Text polling from the January 24 public meeting was able to focus more closely on the types of water-dependent uses the public felt were most appealing. Top choice among the 78 in attendance was an expansion to the newly-opened Whale Park to add more play space, and even the potential for food carts.



Juneau's identity is linked to the surrounding natural wilderness.

Other popular choices, with nearly identical support include picnic shelters along the downtown waterfront, performance space along the waterfront, and the potential for kayak launch areas. People want true access to the water -- not just the vistas afforded by the raised cruise ship areas.

There was a certain degree of support for other recreational improvements sprinkled across the downtown, such as at Capital School playground, but such uses did not capture the imagination like the water-related uses.

Another interesting poll addressed the community support for plantings and landscaped areas that featured indigenous plants, such as spruce trees, blueberries, devil's club, and similar species. This was strongly supported by a full 50% of respondents, with another 29% moderately supportive. 8 out of 10 residents want the exterior spaces of Juneau to feel more locally grounded, and perhaps more of an extension of our unaltered surroundings.

Another question that arose from public comment concerned Gold Creek, and the artificial concrete lining through its final route across downtown. With more and more people crossing to this part of downtown, Gold Creek, and the inability of salmon to move up the creek, even slightly, creates a lot of conversation. In polling, 50% of the public strongly supported restoring as much of the creek bed as possible to a natural habitat, including the potential for paths and access to the water edge. Another 18% were moderately supportive.

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

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

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

# APPENDIX E

## Blue Print Downtown Visioning Report

### Focus Area I: Public Safety:

**Background:** "Public Safety" as a planning issue for downtown Juneau is a broad and somewhat ill-defined theme. In general, the concerns stem from a gradually increasing population of homeless individuals who spend the majority of their time downtown. Over time, as the numbers of homeless people downtown have grown, the perception of vagrancy and inappropriate behaviors have also grown.

Opinions vary as to whether an actual public safety problem exists, but there is general agreement that the behaviour of many vagrant individuals has definitely established an unpleasant experience for large numbers of the public using the downtown, as well as for seasonal visitors.

Given this, merchants in particular have been insistent that more active steps be taken to provide alternatives for the homeless population, and that off-putting social behaviour is really controlled through more active policing and other steps.

To this end, the CBJ and the community have worked together in very successful fashion to create active remedies to many of the underlying problems. Foremost is the funding and construction of "Housing First," a facility dedicated to individuals with alcoholism and/or co-conditions of mental health, such that they are chronically homeless and at risk on the streets. The 32-bed unit was completed about two years ago, and is functioning quite successfully.



(Photo by KTOO) Downtown JPD Officer Ken Colón addresses a walking tour

In that period of time, downtown Juneau has seen somewhat less vagrancy. More significantly, social service programs for the CBJ, particularly Bartlett Hospital and the Police Department, have seen major reductions in service expenses to cover needs of this population. Based on the success of Phase I, an equivalent Phase II facility with another 32 beds has been designed, and will start construction this summer.

In spite of this major investment, there is a still a very strong perception among the public that the downtown remains negatively affected by homelessness and undesirable behaviors. One obvious issue is that several types of individuals and behaviors are at play, and the population served by Housing First

is not necessarily a prime contributor to the on-going issues. Such on-going concerns include opioid addiction, and the social disruption that frequently occurs with that.

Several specific safety concerns were raised concerning the CBJ parking structures, especially the Marine Park Garage, as being a source of active risk, such that workers downtown would not enter the garages without a buddy system. Similar concerns were expressed for dimly lit alleys and stairways that serve the downtown.

Concerns with public safety are influenced by the seasonal variation in population counts downtown. According to officers that work the area, the increasing number of retail shops and businesses that aren't open during the winter months create more opportunity for mischief.

Finally, risk and perception are hard to define precisely. Officer Colón, who works the downtown core, has reported positive trends, and that he has seen the vagrancy and behavior issues downtown improve in the last year or two. However, many in the public, including merchants, do not necessarily share the same perceptions.

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

**Action Items:** Top-ranked action items from the October 24 public meeting include the following:

- Create more treatment centers and services for individuals with mental, drug, or alcohol behavioral problems.
- Incentivize building maintenance, and the upgrade of dilapidated buildings and facilities.
- Increase funding for police and safety personnel.
- Increase winter activities in Downtown, thereby increasing public street presence, and decreasing vagrancy.
- Provide improved and attractive sidewalks and street lighting.
- Improve bicycle safety with separated bike lanes.
- Relocate the Glory Hall to a location further away from liquor stores and bars.

Text polling from January 24 included a specific question on individual perception of public safety. Even with meaningful steps forward, such as Housing First, among the 78 in attendance, 42% believed that public safety concerns had gotten worse in the last one to two years. A third (34%) hadn't perceived a change, and only 19% perceived that things were improving.

The final polling question asked what people perceived as the most effective steps to take to improve public safety. The most favored response, by almost a 2:1 margin, was to create more housing and more vitality in the downtown core. Four other issues had roughly similar support, including increased lighting and visibility, increased neighborhood policing, focus on reducing on-street liquor consumption, and relocation of the Glory Hall facility from downtown.

**Recommendations:** The text polling top priority for a focus on housing and vitality downtown (promote redevelopment) is likely to be the single most effective step moving forward. It is a subtle step, but is probably going to be the most meaningful over time. If significant portions of the business district remain unoccupied and dark through much of the year, no amount of policing will make the area feel inviting or community-oriented.

# APPENDIX E

## Blue Print Downtown Visioning Report

Concurrent steps to simultaneously reinforce housing, such as building conversation, along with initiatives to support year-round commerce, will be necessary. The CBJ may find that an investment of funds pays a very positive dividend in reduced service costs in other arenas, just as it did with the success of Housing First.

There are certainly other supportive steps which should be identified and implemented, including better lighting in parking garages and alleys, and the potential for increased camera surveillance. But these steps are relatively peripheral to the deeper systemic changes in vitality that should be the first focus.

### 6. Additional Planning Results and Recommendations

Several other broad planning topics that did not fall logically within single “thematic” categories were discussed through the Blueprint Vision process, and received meaningful public input. Two such topics are elaborated following: the question of downtown parking, and protection of public viewsheds.

**Parking Balance Downtown:** The question of appropriate parking downtown is very difficult. As described elsewhere, public perception varies widely (and passionately) over the need for more or less parking in the the downtown core.

This issue becomes particularly pointed when parallel efforts to increase the housing stock downtown are initiated. Does the new housing stock require parking at standard levels? Reduced levels? Will the surface parking available for business use be negatively impacted by new residents grabbing up the parking?

The following graphic was used in the October 30 meeting to gauge perception on this issue. Somewhat surprisingly, the results from that meeting include approximately thirty marks on the side recommending the reduction of parking and parking demand, with about ten indicating that more parking was needed.



October 30<sup>th</sup> results concerning parking need perception

A range of written comments were also provided, with more individual detail. At a broad brush level, it is clear that for many in the community, parking in the downtown core is not perceived as a crisis. Many people left comments to the effect that Juneau has to get past an unrealistic expectation of having parking available outside of every business door.

# APPENDIX E

## Blue Print Downtown Visioning Report

Comparisons to other urban centers (typically larger) noted that greater time and energy was required in securing parking, or making other travel arrangements. In general, the value of the offering or event in the downtown are more important than the absolute convenience of parking.

That observation has value for Juneau. Our actual downtown footprint is very small, with little available surface land. With so many competing needs for that area, as articulated in the Thematic analysis above, most residents understand that using this space for surface parking is an inappropriate use of resources.

That said, other out-lying portions of the downtown, such as the Willoughby District, or near the Bill Ray Center, provide optimum locations to consider the provision of additional parking. In fact, creating additional parking is a powerful parallel development to go along with important steps like the creation of a transit system circulator. Judicious creation of more parking capacity at the working periphery of downtown will be very valuable. Issues like park and ride, or a circulator, start achieving effective status if meaningful external parking can be accessed, yet still allow convenient links to the central portion of downtown.

**Viewshed Protection:** Another important planning topic concerns viewshed. Juneau has had a relatively slow period of development, as least in respect to new projects in the downtown core that might impact viewsheds, particularly to the water. However, nothing in the CBJ planning requirements addresses viewshed protection, and that topic will be meaningful as the full Downtown Area Plan is developed. Currently, there are no height restrictions in MU zoning, and 45 foot maximum height in MU2 zoning.

A text polling question was included on the topic, asking about the level of agreement with an idea to identify and adopt regs to protect downtown's top "iconic" viewsheds. An overwhelming 81% of the 73 in attendance either strongly or moderately agreed with this idea.

Viewshed studies take time and careful definition is required. Work will be needed to define critical or iconic viewsheds and recognize that not every building or street view can, or should, be protected. Like many issues, public property rights must be balanced with private property rights. Without care, new development that exceeds current ridgeline heights could be stymied. viewshed protection could tend to favor building higher rather than wider in valued viewsheds.

## 7. Revenue Sources and Fiscal Priorities

**Revenue Sources:** With a downturn in State revenues to Juneau likely to continue for the foreseeable future, it may be appropriate for the City and Borough of Juneau to increase taxes and revenue to pay for the proposed downtown enhancements.

A text polling exercise asked the public members at the January 24 meeting to evaluate four possible additional revenue sources.

The most popular, with 39% support, was the imposition of an increased summer sales tax. Such a tax would capture a higher take from seasonal visitors and seasonal merchants. Conversely, the sales tax rate would decline in the off-season, imposing somewhat less of an operating burden on year-round merchants.

Close in popularity, with 31% support, was adding a transit tax on commercial vehicles used on the primary arterial streets through the "bottleneck" area between the Merchants' Wharf and the Tram Plaza. This tax would generate revenue, while helping to discourage demand, and support for more efficient alternatives.

21% of participants supported the use of a Borough-wide dedicated sales tax percentage to pay for downtown improvements. This would be similar to dedicated sales tax dollars that currently are funding the affordable housing fund, for instance.

Least popular, with 8% support, was the creation of a downtown improvement district (LID) where property owners pay an additional tax to fund projects in a specific area, and where they will experience the benefits of the improvement.

**Fiscal Priorities:** A number of potentially popular and successful capital projects have been identified for the Downtown core development through this study. A text polling exercise at the January 24 meeting asked the audience members to prioritize ten potential projects.

- The most popular public item was completing the full Seawalk from the Rock Dump to Overstreet Park.
- Followed was followed closely by implementing the downtown Circulator to lessen traffic congestion.
- Tied for third ranking was the use of CBJ funds (or tax relief) to Renovate Downtown Buildings to add year-round housing inventory; and provide Electrical Hook-up for all cruise ships.
- The fifth ranked option was somewhat surprising – the potential to Extend Gastineau Avenue to the rock dump, creating an alternate route for both vehicles and pedestrians to bypass South Franklin Street.
- Lower-priority actions included assistance to the Glory Hall for relocation, Restoration of Gold Creek to a functional stream, acquisition of private property to Widen Bottleneck street areas, and bringing up the rear, a new Parking Structure.

## Appendix.

## Appendix A.

## Appendix B.

B |



# APPENDIX E

## Blue Print Downtown Visioning Report



### October 30th, 2018 Meeting Report

Prepared by: MRV Architects, Sheinberg Associates, and Lucid Reverie



### BLUEPRINT DOWNTOWN OCTOBER 30, 2018 MEETING SUMMARY

#### Table of Contents

|   |    |
|---|----|
| 1. Blueprint Downtown Project and Context.....              | 1  |
| 2. Work Completed and Public Input Prior to October 30..... | 2  |
| 3. Design of October 30th Meeting .....                     | 3  |
| 4. Topline Results – October 30 Meeting .....               | 4  |
| 5. Full Results — October 30 Meeting .....                  | 5  |
| 5.1 Draft Vision Statements.....                            | 5  |
| 5.2 Pay With Your Pennies.....                              | 7  |
| 5.3 Vehicle (and Bicycle) Access and Parking.....           | 8  |
| 5.4 Sustainability and Capacity .....                       | 12 |
| 5.5 Public Safety.....                                      | 14 |
| 5.6 Pedestrian Access and Experience .....                  | 16 |
| 5.7 Natural Environment .....                               | 18 |
| 5.8 Identify and Culture .....                              | 20 |
| 5.9 Housing and Neighborhoods .....                         | 22 |
| 5.10 Business Vitality .....                                | 25 |
| 6. Next Steps for Blueprint Downtown.....                   | 27 |

#### 1. Blueprint Downtown Project and Context

The City and Borough of Juneau (CBJ) Community Development Department (CDD) is now preparing a Downtown Juneau area plan termed "Blueprint Downtown." While the geographic extent of the plan is still being refined, the general area can be seen on Figure 1.

Blueprint Downtown follows successful completion of an Auke Bay area plan and a Lemon Creek area plan. All adopted area plans reflect robust public involvement, insights of a volunteer steering committee comprised of neighborhood interests, and leadership by CDD professional planners. Area plans provide direction on desired future growth, zoning, and improvements needed to achieve goals.

MRV Architects, with team members Alaska Robotics and Sheinberg Associates, is assisting CDD planners with an initial sweep of public outreach to help define the vision and goals for the Blueprint Downtown area plan.



Table Conversations at August 30 Meeting

# APPENDIX E

## Blue Print Downtown Visioning Report

The Blueprint Downtown steering committee was appointed in mid-October.

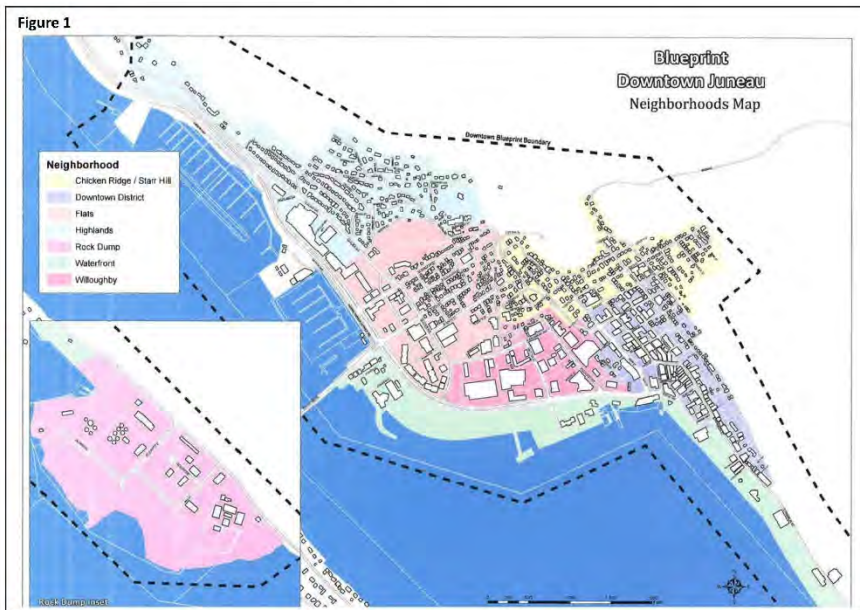
### 2. Work Completed and Public Input Prior to October 30

#### First Public Meeting

A fast-paced public meeting on August 30 at the Juneau Arts and Culture Center was attended by more than 120 people. Small table groups provided ideas on a desired 10-20 year vision, and concerns and desired improvements on a wide range of topics.

Wide-ranging discussions occurred at each of eight "Topic Tables" on downtown:

- Housing
- Traffic, Transit, and Parking
- Business Vitality and Well-being
- Residential Neighborhoods
- Bicycle and Pedestrian Movement
- Seasonal Visitors and Carrying Capacity
- Design, Culture, Identity/Values, Place-making
- Family-Friendly, Features, Open Space, and Recreation



2

MRV

Lucid Revenue  
Center Design

Shenberger Associates

JUNEAU

### Surveys and Interviews

In addition to input from the 120 who attended the August 30 meeting, over the next two months the team collected:

- 426 online comment surveys, emailed comments, and Meeting-To-Go results (of these, 20 came in after the October 30 meeting)
- 56 "nightlife" interviews, with individuals socializing downtown late at night
- 46 interviews with downtown merchants and vendors
- 115 interviews with downtown visitors (mostly cruise ship passengers)

All input was reviewed by the full team in mid-October, and coded based on content. This resulted in about 6,000 comments when sorted by individual topic.

### 3. Design of October 30th Meeting



Glimpse of October 30 Open House

Blueprint Downtown hosted a public Open House on October 30th at the Elizabeth Peratrovich Hall from 6:30 – 8:30 pm. Just over 100 people attended this lively meeting, walking through the room at their own pace and completing the activities on various topics.

The team used the comments received prior to the Open House to create these 10 activity stations:

- **8 "Theme" Stations.** Each had draft goal statements and 15-20 possible action items.
  - At each station, participants received three stickers – one to vote for their top priority, and two others to place on their next most important priorities.
  - At several of the Theme stations there were some "pop-outs" where people could register ideas on very specific questions.
- **"Spend CBJ Money."** Attendees each got 10 pennies to "spend" how they wished among 10 jars that represented different CBJ investments.
- **Draft Downtown Vision Statements.** Here, each participant was given 2 stickers and invited to vote for the vision statements that were most important to them. They could vote for two or put both

3

MRV

Lucid Revenue  
Center Design

Shenberger Associates

JUNEAU

# APPENDIX E

## Blue Print Downtown Visioning Report

their stickers on one, unlike at other stations. If they had suggested edits or amendments they were welcomed to write them on a sticky note and place them on the poster as well.

### 4. Topline Results – October 30 Meeting





Out of 125 possible actions divided among eight themes, a few rose up to the top as the most important concerns and solutions. Each of these actions (see table below) received at least 40 total votes or got at least 15 “this is my highest priority” votes. These priorities address:

- Opioid addiction, housing, and services for Juneau’s homeless population
- Completion of the Seawalk
- Increasing business vitality
- Electrifying public transit including a new downtown circulator as well as plugging cruise ships to shore power
- Creating more affordable housing

| MOST IMPORTANT CONCERNS/ACTIONS   | VOTES            |       |
|---|------------------|-------|
|   | No. Top Priority | Total |
| 1. Create more treatment centers and services for individuals with mental, drug, or alcohol behavioral problems.                                      | 40               | 60    |
| 2. Complete the Seawalk from the AJ Dock to the Whale.*   | 30               | 50    |
| 3. Complete the Seawalk across the waterfront.*   | 26               | 44    |
| 4. Fund and construct the second phase of Housing First.  | 25               | 47    |
| 5. Create an electric downtown Circulator Trolley to move people between South Franklin, the Transit Center, Willoughby District, and remote parking. | 25               | 44    |
| 6. Create more affordable entry level housing for young people.   | 20               | 41    |
| 7. Identify underutilized properties, and promote redevelopment through meaningful tax benefits and/or cash incentives.                               | 18               | 45    |
| 8. Require cruise ships to plug in to shore power while in town to reduce air pollution.  | 18               | 40    |
| 9. Create a multi-vendor marketplace for local businesses, including food trucks.   | 18               | 36    |
| 10. Use electric vehicles for all public transportation including a Downtown circulator.  | 15               | 40    |
| 11. Find a new location for the Glory Hall where they can still achieve their mission of providing food, shelter, and compassion to those in need.    | 15               | 36    |

\* An action to complete the seawalk was listed for more than one theme and twice received top votes.

Mirroring the top priority action items, when each person at the meeting was given 10 pennies to spend however they wanted among 10 options, the jars with the most pennies (100 or more) were for:

|     |   |  |
|-----|---|--|
| 170 |  | <b>Services and Housing for Homeless:</b> Provide funding for increased services and housing with the goal of eliminating homelessness in downtown Juneau.   |
| 140 |  | <b>Fund the Seawalk Completion:</b> A critical gap exists in the Seawalk between Merchant’s Wharf and Gold Creek. Fund property acquisition and construction to complete the Seawalk link  |
| 115 |  | <b>Fund new Affordable Housing:</b> Either funded by the CBJ directly, or through a public/private partnership, construct additional new Downtown Housing. Housing would be focused on year-round vitality, and cover a range of rents.  |
| 114 |  | <b>Fund Electric Circulator Buses:</b> To alleviate Downtown congestion, create a “Circulator” bus system that runs continuously through high-pedestrian seasons, linking the South Franklin tram area, Transit Center, and Willoughby District/ SLAM. (Circulator might work in conjunction with a new parking garage). |

4



### 5. Full Results — October 30 Meeting

#### 5.1 Draft Vision Statements

Five Downtown Vision Statements were presented for review. They were developed based on all input received.

#### Authentic Character and Culture

Juneau’s appeal flows from the richness of our shared culture, and the opportunity to showcase our complex and compelling story. The real connection between our people, cultures, water, and land provides and authenticity that differentiates Juneau from other communities. This Authenticity should be emphasized in all design and planning activities.

#### Vibrant and Locally Focused

Public investment in housing initiatives, cultural offerings, and business opportunities should focus on improving Juneau as a year-round destination for locals and visitors. Increased opportunity to expand on our pedestrian scale, rich cultural offerings, and locally-focused businesses, will be self-reinforcing, creating greater vitality.

#### Accessible and Walkable

Pedestrian routes should be improved to flow smoothly and safely, linking the waterfront and various Downtown destinations. Canopies and improved streetscapes should provide comfortable routes in all weather and times of year. Pedestrian opportunities should be cultivated and emphasized, including the potential of closed street areas for pedestrian activities.

#### Beautiful and Clean

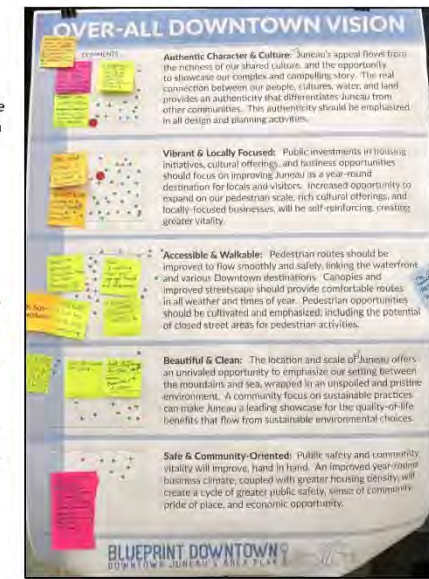
The location and scale of Juneau offers an unrivaled opportunity to emphasize our setting between the mountains and sea, wrapped in an unspoiled and pristine environment. A community focus on sustainable practices can make Juneau a leading showcase for the quality-of-life benefits that flow from sustainable environmental choices.

#### Safe and Community Oriented

Public safety and community vitality will improve, hand in hand. An improved year-round business climate, coupled with greater housing density, will create a cycle of greater public safety, sense of community, pride of place, and economic opportunity.

At this station, each participant received two stickers and invited to vote for the vision statements that were most important to them. They could vote for two or put both their stickers on one, unlike at other stations. If they had suggested edits or amendments they were welcomed to write them on a sticky note and place them on the poster as well.

5



Draft Vision Statements

# APPENDIX E

## Blue Print Downtown Visioning Report

| Additional Votes for Comment* | Comment   | In Response To                  |
|-------------------------------|---|---------------------------------|
|                               | Authentic to me means we must pay more attention to historic buildings and incentivize their upkeep and authentic renovation  | Authentic Character and Culture |
| 3                             | Don't just blanket cultural, be sensitive and locate appropriately  | Authentic Character and Culture |
|                               | Support local history and culture organizations such as the Juneau Douglas City Museum  | Authentic Character and Culture |
| 1                             | Year-round vibrant downtown with incentives for those businesses.   | Vibrant and Locally Focused     |
| 5                             | Build for locals, and visitors will enjoy   | Vibrant and Locally Focused     |
| 1                             | Calhoun to Willoughby to Downtown in Shuttle!   | Accessible and Walkable         |
|                               | Add bicycling flow by signage such as "sharrows"  | Accessible and Walkable         |
| 1                             | Sidewalks should have 100% canopy coverage  | Accessible and Walkable         |
|                               | Bikeable and walkable   | Accessible and Walkable         |
|                               | Need to develop vehicular traffic plan through franklin st.   | Accessible and Walkable         |
| 3                             | Add: Cruise ship smoke, air quality, under beautiful and clean  | Beautiful and Clean             |
|                               | Quality of life is the reason I live here and beauty and environment why people visit here. Juneau can be a showcase for sustainable environmental choices.           | Beautiful and Clean             |
|                               | More litter/cigarette butt pick up  | Beautiful and Clean             |
|                               | Keep in mind the risk of recidivism with lack of supportive programs for people returning to the community. Research and support re-entry programs. It'll save money. | Safe and Community Oriented     |

\*Once suggestions were up on sticky notes, some people chose to use their sticker votes to "second" these comments.

### 5.2 Pay With Your Pennies

Each person at the meeting was given 10 pennies to spend however they wanted among 10 options.



| Pennies | Project Options to Fund  |
|---------|--|
| 170     | <b>Services and Housing for Homeless:</b> Provide funding for increased services and housing with the goal of eliminating homelessness in downtown Juneau.   |
| 140     | <b>Fund the Seawalk Completion:</b> A critical gap exists in the Seawalk between Merchant's Wharf and Gold Creek. Fund property acquisition and construction to complete the Seawalk link  |
| 115     | <b>Fund new Affordable Housing:</b> Either funded by the CBJ directly, or through a public/private partnership, construct additional new Downtown Housing. Housing would be focused on year-round vitality, and cover a range of rents.  |
| 114     | <b>Fund Electric Circulator Buses:</b> To alleviate Downtown congestion, create a "Circulator" bus system that runs continuously through high-pedestrian seasons, linking the South Franklin tram area, Transit Center, and Willoughby District/ SLAM. (Circulator might work in conjunction with a new parking garage). |
| 80      | <b>Funds for the New JACC:</b> Provide funding assistance for the new JACC building and surrounding development for the arts district.   |
| 77      | <b>Funds for Building Rehabilitation:</b> Establish a program to identify and help finance the rehabilitation and modernization of priority downtown properties. Funds could support both housing and business opportunities.  |
| 66      | <b>Funds for Greater Police Presence:</b> Provide funding for a greater number of officers on the streets Downtown, and provide more permanent and accessible staffing at the downtown police satellite station.   |
| 59      | <b>Fund a new Marine Park with Green Space:</b> Much of the open space downtown is used for summer-focused tour bus staging. Construct a new people-focused park on the waterfront that provides year-round recreational and relaxation opportunities, capitalizing on view and waterfront linkages.                     |
| 55      | <b>Fund Covered Walkways Linking Downtown to SLAM /JACC:</b> Design and construct a new covered canopy/walkway that provides an attractive and weather-protected pedestrian link between the Downtown core and the emerging Willoughby Arts District.  |
| 47      | <b>Fund a new Parking Garage:</b> Fund needed steps to acquire property and build a new parking structure. Ideally, the garage would serve employees, shopping, and cultural events.   |

# APPENDIX E

## Blue Print Downtown Visioning Report

### 5.3 Vehicle (and Bicycle) Access and Parking

#### DRAFT GOALS

- 1. Congestion** – Actively manage and reduce vehicle congestion in the Downtown through street design, transit, parking, and infrastructure decisions.
- 2. Transit** – Increase the use of transit options, reducing congestion and the reliance on single-occupant cars to and from downtown. Implement a circulator transit system Downtown to facilitate cross-town movement.
- 3. Parking** – Balance the need for increased Downtown parking, better utilization of existing parking, and parking demand management.
- 4. Bicycle Commuting** – Reduce vehicular congestion by providing safe, connected, and adequate bicycle infrastructure, making bicycle commuting a viable alternative.
- 5. Design and Maintenance** – Incorporate authentic, inviting, and innovative streetscape designs in Downtown. Improved street and sidewalk maintenance and snow removal will ensure infrastructure investments are safe and well-used.

| VEHICLE (AND BICYCLE) ACCESS AND PARKING – ACTIONS<br>(In Priority Order)   | VOTES        |       |       |
|---|--------------|-------|-------|
|   | Top Priority | Other | Total |
| 1. Create an electric downtown Circulator Trolley to move people between South Franklin, the Transit Center, Willoughby District, and remote parking.                       | 25           | 19    | 44    |
| 2. Use some of Downtown's vacant lots to add more parking in beautifully-designed multi-level parking garages.  | 12           | 11    | 23    |
| 3. Create Park and Ride lots in the Valley and Douglas for transit and car-pools to and from Downtown; incentivize large employers to use.                                  | 5            | 25    | 30    |
| 4. Electrify both city buses and tour buses to reduce fumes in Downtown and at the Glacier.   | 6            | 19    | 25    |
| 5. Provide Downtown bike lockers, bike parking, a bike share program, more bike racks with tools, and dedicated interconnected lanes for bicycling to/from and around town. | 5            | 16    | 21    |
| 6. In the long term, relocate AML and industrial truck traffic to an area outside of the Downtown Franklin Street bottleneck.   | 6            | 14    | 20    |
| 7. Stop investing in parking structures. Redevelop areas now used for surface parking lots, emphasizing transit, car pools, car-sharing, bicycling, and walking.            | 5            | 11    | 16    |
| 8. Improve Capital Transit bus stops/shelters to better meet year-round needs, including displays that show real time route status, security cameras, better snow removal.  | 8            | 6     | 14    |
| 9. Better manage congestion in the summer, especially along South Franklin Street -- this discourages locals from coming to town.   | 4            | 8     | 12    |
| 10. Provide more capacity and route frequency for Capital Transit busses, especially in the summer to accommodate local use in combination with seasonal visitor use.       | 3            | 9     | 12    |
| 11. Involve managers of Downtown's city, Native, university, school district, state and   | 4            | 6     | 10    |

8

MRV

Local Revenue Center Study

Shenberger Associates

JUNEAU

| VEHICLE (AND BICYCLE) ACCESS AND PARKING – ACTIONS<br>(In Priority Order)  | VOTES        |       |       |
|--|--------------|-------|-------|
|  | Top Priority | Other | Total |
| federal buildings in joint parking solutions. Identify public-private joint solutions.   |              |       |       |
| 12. Install electric light rail transit system from rock dump dock to Glacier via the airport along Old Glacier Highway.   | 6            | 3     | 9     |
| 13. Better manage and enforce parking in both parking garages, including increased safety and supervision.   | 1            | 8     | 9     |
| 14. Ban vehicles, except the Circulator, during tourist season in defined Downtown areas to allow people to move more freely and create a plaza atmosphere.                                | 1            | 7     | 8     |
| 15. Initiate an electric car-share program, emphasizing Juneau's uniquely favorable conditions. Provide electric vehicle fast charging ports, and multiple pick-up locations for vehicles. | 0            | 3     | 3     |
| 16. Reduce vehicle congestion and parking in residential neighborhoods caused by seasonal employees and tour vehicles. Set up a residential permit parking system.                         | 1            | 0     | 1     |
| 17. Increase Downtown parking capacity in existing parking garages, and through enhanced on-street parking, serving residents, employees, and business patrons.                            | 0            | 0     | 0     |

#### Written Comments

3. Create Park and Ride lots in the Valley and Douglas for transit and car-pools to and from Downtown; incentivize large employers to use.

- "Take steps to move to bus rapid transit then fixed guideway starter system. This all may be influenced by a second crossing, loop configuration in the future."

12. Install electric light rail transit system from rock dump dock to Glacier via the airport along Old Glacier Highway.

- "Use Walmart lot"

#### Pop-Outs for Vehicle Access and Parking

#### Where are electric vehicle (EV) charging stations most important?

- "State Office Building, Federal Building, NOAA, major employee spots, schools should all have lots of 118v charge access, new multi-family housing should be required to have EV charger or wiring available, State lots (DEC, DNR, F&G)"

#### Who pays for new electric vehicle (EV) charging stations downtown? Is charging free?

- "EV charging - why do EV's pay when on street parking isn't charged?"
- "EV should pay. We own an EV and sometimes we need a charge and will want to pay for it. More charging stations w payment via credit card."
- "AELP/CBJ invest in stations, EV owners should pay to use"
- "Eventually should have pay for use chargers - when #s allow. In meantime, should have consistent CBJ and private fee system/ free or small fee"
- 2 votes for: "People who have EV should pay a fee and have a limited time to charge so others can use also"
- 2 votes for: "Have annual sticker, modest fee paid by EV owners"



Marine Parking Garage EV Charging Station

9

MRV

Local Revenue Center Study

Shenberger Associates

JUNEAU

# Blue Print Downtown Visioning Report

- 3 votes for: "User fees"



Why did you mark your line where you did?

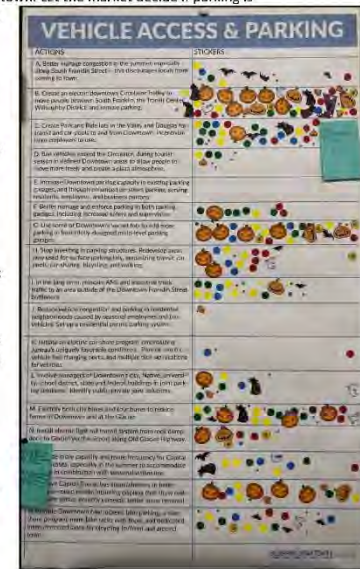
- "It's unrealistic to expect to force people to give up all gas powered individual cars in the next 15 years at least - so we need to continue to improve reasonable options for parking cars"
- "ALL great cities I know of have good public transportation, useful to visitors and residents alike. (I don't consider LA a great city, for example and contrast). Thinking holistically, if shopping needs can be met downtown, along with work and recreation, then "needing" to drive to 3 or 4 places to get it all done is eliminated."
- "Parking is needed. People in the valley need to drive"
- "Open up available spots, find ways to add more, utilize quick transit circuits"
- "More tourism DT = more seasonal employees that report to work DT/non-regular hours would make ride-share options unattractive. More parking is needed."
- "Parking garage (joint use state, city, fed). W Willoughby area. shifting all day parking away from core...and encouraging Willoughby"
- "Need more parking options near downtown and not have to Pay as that discourages locals from coming downtown"
- "I live downtown w no off-street parking and sometimes have to park far away, when people use our street for event/work parking. I would like "local" permits to limit people parking on residential streets and encourage use of parking lots on the edges of town for commuters and shoppers."
- "Population center is in the valley - need to accommodate those citizens and encourage coming downtown"
- "Downtown is not designed for high traffic in summer. Keep cars out of town. Use a circulator to move people in summer. fall - winter might be ok"

- “A solution is needed for the locals who work at the cruise ship docks: their vehicle is their “office,” but there’s nowhere to park. Could provide park and ride and a place for them to keep their belongings safe.”
- “I don’t feel parking is a problem or that making room for more cars is a priority. More mass transit, biking, walking, shuttle space and opportunities”
- “Downtown spaces are too valuable to be used for parking. Create more housing and public spaces instead.”
- “Valley to Downtown \*10 min\*, Parking downtown \*15 min\*”
- “There’s only so much more room for parking. So much of downtown is already paved for parking”
- “midway to right, Circulators, park n ride, improved bus (e.g. all the way on riverside)”
- “We need to do more to encourage less car usage, make it easier to live in Juneau w/o cars. Downtown Juneau in summer especially would be much more enjoyable with fewer cars or more pedestrian spaces.”
- “Driving sucks! Make downtown walkable/bikable, emphasize public transit/increase service frequency”

Should new condo/apt housing in downtown require parking? Why or why not?

- Build state office buildings in the valley so people don't have to drive downtown to work. Quit building cities around cars. Time for a paradigm shift!
- No parking in-house. Should be rigid. We need housing downtown. Let the market decide if parking is necessary. It is an extra cost that makes housing expensive. 1 parking spot = \$45,000

- Condos and apartments - yes, some parking should be required. Possible to give residents a choice to pay for spots or not? Possible to sell/rent spaces to public not used by residents?
- No, don't require. We need to encourage less use of cars and not everyone needs or wants a car. Better transit options so people don't need cars. Maybe have a few spaces available but not one for every unit
- No, don't require parking. Parking requirements: drive up costs of development; free/subsidized housing for cars but not people? ; makes downtown less walkable and affordable; people like living near amenities, people don't like commuting and driving; people like walking
- We need \*better public transit so that people may be able to get along without a car. But as long as cars are needed to get to trails, etc, parking should be required. \*better=more frequent and more routes out the road
- New residences should not require lots of parking so we encourage more people to walk and encourage bus use and businesses to serve downtown - like we used to do!
- Residential development should go together with a joint use garage in Willoughby area. Then parking with development may not be required
- We waste too much valuable property to store cars for 8 hours/day. Let the market determine if parking is needed. Stop Carliacation!



# APPENDIX E

## Blue Print Downtown Visioning Report

- Yes- still at this time. New housing units must have a reasonable amount of spaces provided by developers - maybe not 1 for each housing unit, but some reasonable number
- Yes! even if people walk downtown will have cars that need places near core

Sticker Voting on Priority Actions

### 5.4 Sustainability and Capacity

#### DRAFT GOALS

1. Manage the impacts of large scale tourism on downtown Juneau.
2. Increase electric vehicle use for personal and public transportation.
3. Develop more sustainable waste management practices, decrease pollution, and increase food security.
4. Explore ways to address climate change through adaptation and mitigation as a city.
5. Promote and incentivize the adoption of renewable energy heating solutions, like District Heating and residential heat pumps.

| SUSTAINABILITY AND CAPACITY – ACTIONS<br>(In Priority Order)  | VOTES        |       |       |
|---|--------------|-------|-------|
|   | Top Priority | Other | Total |
| 1. Use electric vehicles for all public transportation including a Downtown circulator.   | 15           | 25    | 40    |
| 2. Incentivize the installation of renewable energy heating systems, such as heat pumps, in residential and commercial buildings. | 6            | 31    | 37    |
| 3. Require cruise ships to utilize on-shore power.  | 13           | 13    | 26    |
| 4. Work with business owners to develop more practical recycling & packaging practices for tourists & locals.                     | 6            | 19    | 25    |
| 5. Develop community bike paths into a clear network that encourages cycling as a means of transportation.                        | 9            | 14    | 23    |
| 6. Develop a "Food Security" initiative; support local growers and community gardens.   | 8            | 11    | 19    |
| 7. Determine sustainable visitor capacity and set a limit on cruise ships and cruise ship passengers.                             | 5            | 13    | 18    |
| 8. Prioritize climate change mitigation and adaptation in all future city planning.   | 5            | 12    | 17    |
| 9. Increase hydroelectric energy usage, including District heating.   | 9            | 6     | 15    |
| 10. Foster greater support for the Juneau Commission on Sustainability to implement adopted sustainability plans.                 | 1            | 14    | 15    |
| 11. Provide more litter pickup and more bear-proof garbage cans downtown that are easy to operate.                                | 3            | 4     | 7     |
| 12. Identify and protect downtown Juneau's most important scenic viewsheds.   | 3            | 4     | 7     |
| 13. Develop more eco-tourism and associated independent travel options.   | 3            | 4     | 7     |
| 14. Halt investment in infrastructure for personal vehicles and begin recovery of large land areas now buried under parking lots. | 1            | 6     | 7     |
| 15. Implement a smoking ban in downtown Juneau.   | 1            | 3     | 4     |

12

MRV

Local Revenue  
Climate Change

Shenberg Associates

JUNEAU

|   |   |   |   |
|---|---|---|---|
| 16. Create a large community garden park space in downtown Juneau.    | 1 | 3 | 4 |
| 17. Incentivize electric vehicle ride sharing for downtown residents. | 0 | 1 | 1 |

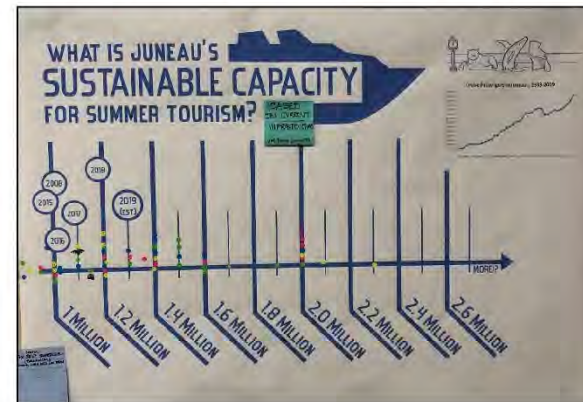
#### Written Comments

- "Regarding increase of electricity demand for EV (including busses?) etc, also heat pumps replacing oil furnaces/heat. How do we avoid increasing cost of electricity (cost of increasing elect. production will be expensive i.e. new dam) such that average consumer doesn't experience huge increases in electric bill? Thanks"
- "Sustainability and food security and climate change considerations must include discussions on our failing fish management and declining herring and salmon as competition demands for sport and guided fishing increase."
- "Utilize indigenous knowledge and wisdom to implement goals, as they've sustained these lands since time immemorial"
- "Juneau would starve if the barges were interrupted. We need a serious food bank plan."
- "Add bike 'sharrows', not just paths!"

#### Pop-out Question for Sustainability and Capacity

#### What is Juneau's Sustainable Capacity for Summer Tourism (based on current infrastructure)?

Each participant was invited to place a sticker on the chart at the number of tourists they felt best answered the question. The graphic shows the number of tourists in Juneau in recent years, the highest being 1.2 million in 2018.



#### Results:

- 52% of stickers were placed at 1.2 million and below.
- 76% of stickers were placed at 1.6 million and below.
- The highest vote was for 2.3 million, the lowest votes were for less than 1 million.

13

MRV

Local Revenue  
Climate Change

Shenberg Associates

JUNEAU

# APPENDIX E

## Blue Print Downtown Visioning Report

### Written Comments

"The more tourist companies and tourists we have the more they define and manipulate our community. They could even sue us!!!"

"Fix cruise ship schedule (balanced). Avoid high and low days."

### 5.5 Public Safety

#### DRAFT GOALS

1. Create a welcoming, clean, and well-lit Downtown
2. Incentivize building upkeep and cleanliness
3. Increase winter activity with local businesses, walkable areas, and public events
4. Reduce problematic alcohol and drug use
5. Provide solutions to decrease Downtown homeless
6. Increase police presence, as well as treatment options for individuals with behavioral or substance-abuse problems

| PUBLIC SAFETY – ACTIONS<br>(In Priority Order)  | VOTES        |       |       |
|---|--------------|-------|-------|
|   | Top Priority | Other | Total |
| 1. Create more treatment centers and services for individuals with mental, drug, or alcohol behavioral problems | 40           | 20    | 60    |
| 2. Incentivize building maintenance, and the upgrade of dilapidated buildings and facilities.                   | 12           | 24    | 36    |
| 3. Regulate and limit cruise ship emissions for health & safety of residents                                    | 8            | 23    | 31    |
| 4. Increase winter activities in Downtown, thereby increasing public street presence, and decreasing vagrancy.  | 12           | 18    | 30    |
| 5. Provide improved and attractive sidewalks and street lighting  | 5            | 24    | 29    |
| 6. Improve bicycle safety with separated bike lanes   | 2            | 22    | 24    |
| 7. Relocate the Glory Hall to a location further away from liquor stores and bars                               | 6            | 13    | 19    |
| 8. Add more police presence downtown to help resolve safety concerns  | 2            | 9     | 11    |
| 9. Make downtown more beautiful, with greater sense of pride to help lessen safety concerns                     | 2            | 9     | 11    |
| 10. Add video surveillance on Downtown streets  | 1            | 7     | 8     |
| 11. Improve traffic intersections for the safety of pedestrians   | 1            | 7     | 8     |
| 12. Provide improved parking garage safety and supervision  | 1            | 6     | 7     |
| 13. Limit the number of liquor stores in the Downtown area  | 0            | 6     | 6     |
| 14. Require closed seasonal shops to have attractive window décor and security systems in winter months         | 1            | 2     | 3     |
| 15. Create neighborhood watch programs, with links to help enforcement of                                       | 0            | 1     | 1     |

14

MRV

Local Revenue  
Creative Design

Shenberg Associates

JUNEAU

### Identified problems

#### Written Comments

4. Increase winter activities in Downtown, thereby increasing public street presence, and decreasing vagrancy.

- "More year-round housing opportunities create community and public safety"

2. Incentivize building maintenance, and the upgrade of dilapidated buildings and facilities.

- "And/or penalize building owners who fail to adequately comply to safe building standards"

On Public Safety in general

- "More Public Restrooms"
- "When working towards public safety, keep gentrification and housing costs in mind. I can't afford to live in a perfectly pristine and pure neighborhood. Most cant."
- "Penalize/enforce alcohol sales to inebriated individuals. Fine/shut down businesses that consistently sell alcohol to inebriates."
- "Paris has warm, insulated "sleeping tubes," for the homeless, Housing cubicles"
- "Public bathrooms need more and longer open hours"
- "Limit alcohol establishments"
- "Limit buying of alcohol"
- "Look into what "works" for non-troubled youth. Check out the Detroit mode online. They got crime down from 80% to 20% by providing safety and good experiences for youth"
- "Pay phones available year round"
- "Bathrooms which city cleans and checks"
- "Blanket goals like "keeping drunks off the street" and creating more treatment facilities provide and illusion of action w/o solving a fundamental problem. Partner with community orgs and tribes to educate officials on the causes of this problem. Mandatory training for police, etc."

| PUBLIC SAFETY   |          |
|---|----------|
| ACTIONS   | STICKERS |
| A. Add more police presence downtown to help resolve safety concerns  |          |
| B. Make downtown more beautiful, with greater sense of pride to help lessen safety concerns                     |          |
| C. Create more treatment centers and services for individuals with mental, drug, or alcohol behavioral problems |          |
| D. Limit the number of liquor stores in the Downtown area   |          |
| E. Relocate the Glory Hall to a location further away from liquor stores and bars                               |          |
| F. Provide improved, attractive sidewalks and street lighting   |          |
| G. Add video surveillance on Downtown streets   |          |
| H. Incentivize building maintenance and the upgrade of dilapidated buildings and facilities                     |          |
| I. Create neighborhood watch programs, with links to help enforcement of identified problems                    |          |
| J. Require closed seasonal shops to have attractive window décor and security systems in winter months          |          |
| K. Provide improved parking garage safety and supervision   |          |
| L. Regulate and limit cruise ship emissions for health & safety of residents                                    |          |
| M. Improve bicycle safety with separated bike lanes   |          |
| N. Improve traffic intersections for the safety of pedestrians  |          |
| O. Increase winter activities in Downtown, thereby increasing public street presence, and decreasing vagrancy   |          |

15

MRV

Local Revenue  
Creative Design

Shenberg Associates

JUNEAU

Sticker Voting on Priority Actions

# APPENDIX E

## Blue Print Downtown Visioning Report

### 5.6 Pedestrian Access and Experience

#### DRAFT GOALS

1. Encourage pedestrian movement and infrastructure to create a healthier community and economy.
2. Emphasize Juneau as a "Destination" capital city, well-known for its pedestrian-friendly infrastructure and successful long-term planning.
3. Use smart designs for the local climate to create safe and inviting pedestrian access and movement in any weather.
4. Prioritize beautiful and clean city streetscapes and public spaces.
5. Pedestrian routes should link well-kept parks, seating, and indoor-outdoor gathering places throughout downtown.

| PEDESTRIAN ACCESS AND EXPERIENCE – ACTIONS<br>(In Priority Order)  | VOTES        |       |       |
|--|--------------|-------|-------|
|  | Top Priority | Other | Total |
| 1. Complete the Sea Walk from the AJ Dock to the Whale.  | 30           | 20    | 50    |
| 2. Provide adequate, safe, clean, and well-labeled public restrooms.   | 11           | 25    | 36    |
| 3. Improve and expand sidewalk canopies and ensure that walking routes are accessible and passable year-round (i.e., clear of ice and snow). | 12           | 17    | 29    |
| 4. Create a pedestrian-only destination area in the Downtown core.   | 11           | 10    | 21    |
| 5. Add more historic info signage and Tlingit/Haida place-name signs along streets.  | 6            | 14    | 20    |
| 6. Support the creation of more indoor/outdoor dining and shopping experiences.  | 3            | 14    | 17    |
| 7. Provide seating throughout Downtown for pedestrians to comfortably rest and take in the scene.  | 0            | 14    | 14    |
| 8. Build in more green space, art installations, and pedestrian amenities  | 1            | 12    | 13    |
| 9. Improve and maintain pedestrian access to trail systems.  | 1            | 12    | 13    |
| 10. Improve or build comfortable bus shelters at every bus stop to protect transit users from the elements.                                  | 1            | 11    | 12    |
| 11. Emphasize waterfront access, drawing Sea Walk users into Downtown at multiple points, and encouraging visiting Downtown via boat.        | 1            | 8     | 9     |
| 12. Prohibit smoking on all Downtown sidewalks.  | 3            | 3     | 6     |
| 13. Widen sidewalks at congested areas, and link safely to the waterfront dock.  | 1            | 5     | 6     |
| 14. Provide better weather protection for pedestrians walking from neighborhoods to Downtown, such as windbreaks along Egan Drive.           | 1            | 5     | 6     |
| 15. Encourage buskers to perform in downtown public spaces, such as public plazas or extra-wide sidewalks and corners.                       | 1            | 4     | 5     |

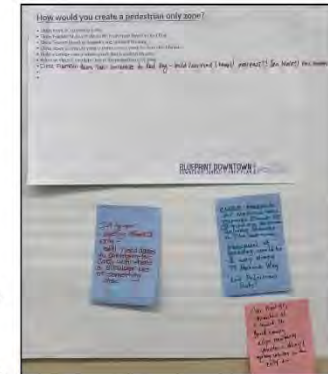
#### Written Comments

9. Improve or build comfortable bus shelters at every bus stop to protect transit users from the elements.
  - "Add bicycles to consideration of access"

#### Pop-out Questions for Pedestrian Access and Experience

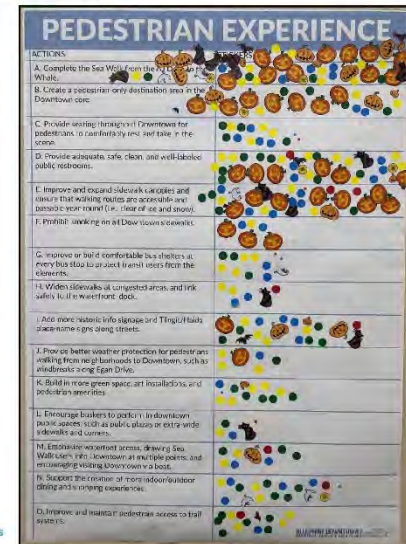
##### How would you create a new pedestrian-only zone downtown?

- "Close Franklin from Taku Smokeries to Red Dog. Build new road (tunnel?! Overpass?! Sea walk?! ) for traffic"
- "Public restrooms that are open year round"
- "I'd go for closing Front street only - still need access to downtown for cars until there's a circulator bus or something else"
- "Close Front Street, Franklin Street, and Seward Street. Build canopy, allow emergency vehicles and delivery/garbage early in the morning"
- "Close Franklin at Marine way through Front Street at 9 am to allow delivery vehicles in the mornings. Franklin at red dog would be 1 way north to marine way. Let pedestrians rule!"



##### What kind of gathering spaces do you want to see developed?

- 3: "Covered area for performances, like marine park used to have"
- "Archipelago lot"
- "Bring back the old marine park"
- "Covered outdoor playgrounds for kids"



#### Sticker Voting on Priority Actions

# APPENDIX E

## Blue Print Downtown Visioning Report

### 5.7 Natural Environment

#### DRAFT GOALS

1. Protect and enhance viewsheds. Preserve the natural beauty of our city setting.
2. Promote engagement with and access to the waterfront, emphasizing easy access across Downtown.
3. Reduce and prevent pollution by addressing air quality, waste management, and clean energy.
4. Provide beautiful green spaces and open spaces for public use.

| NATURAL ENVIRONMENT ACTIONS<br>(In Priority Order)   | VOTES        |       |       |
|--|--------------|-------|-------|
|  | Top Priority | Other | Total |
| 1. Complete the Seawalk across the waterfront  | 26           | 18    | 44    |
| 2. Require cruise ships to plug in to shore power while in town to reduce air pollution  | 18           | 22    | 40    |
| 3. Build the proposed Ocean Center to emphasize our connection to the water  | 8            | 24    | 32    |
| 4. Electrify the public bus fleet, and incentivize tour groups to use electric vehicles  | 4            | 25    | 29    |
| 5. Reduce litter, and improve waste collection Downtown, with improved garbage, recycling, and compost containers                        | 9            | 18    | 27    |
| 6. Build a park with green space along the sea walk, capturing views and marine experience.  | 12           | 13    | 25    |
| 7. Reward businesses that participate in compost and recycling programs  | 5            | 14    | 19    |
| 8. Identify Juneau's most valuable scenic viewsheds, and develop guidelines to protect them.   | 3            | 11    | 14    |
| 9. Develop free short-term skiff parking and a kayak launch from downtown. Explore water taxis for cross-channel and waterfront transit. | 3            | 8     | 11    |
| 10. Relocate fuel tanks away from the Rock Dump area for improved waterfront   | 3            | 7     | 10    |
| 11. Close Basin Road to commercial vehicles (i.e., tour buses), and emphasize pedestrian use.  | 4            | 4     | 8     |
| 12. Enhance Rainforest Trail (in Cope Park) with boardwalks  | 0            | 8     | 8     |
| 13. Bring back Gunakadeit Park as a green space  | 1            | 4     | 5     |
| 14. Install rapid charging stations for electric vehicles at high density parking lots, and on-street in residential areas.              | 1            | 4     | 5     |
| 15. Make downtown Juneau a smoke free area to provide clean air and reduce cigarette butt litter   | 1            | 3     | 4     |

#### Written Comments

- C. Enhance Rainforest Trail (in Cope Park) with boardwalks
- "Would be helpful to engage parks and rec so we can get correct trail names and respond to comments"
- D. Close Basin Road to commercial vehicles (i.e., tour buses), and emphasize pedestrian use.

- "Keep Basin Road as "historic." Enforce speed limit of 10mph. Respect well field. Be cognizant of Last Chance Basin Mining Museum. Trailheads to Mnt Roberts and perseverance are important."
- M. Bring back Gunakadeit Park as a green space

- "Include Rawn Way stair and development of former Gastineau apt property, not just bring back Gunakadeit"

#### General Comments

- "Find way to open up access to Lemon Creek (Lemon River Valley) to all for hikers and bikers on North side. Perhaps Sundays when they aren't blasting. This is a pristine, glacier fed river and there is a road. Access should belong to all!"
- "Behrends Avalanche path - seasonal trails/community garden? - the history of avalanches in Juneau"
- "Close basin road to all but essential vehicles!"
- "Consider: adding H2O refill stations @ cruise dock/downtown area. Could be a help in reducing plastic waste. Vandalism prevention needs to be considered."

| NATURAL ENVIRONMENT  |  |
|--|--|
| ACTIONS  |  |
| A. Complete the Seawalk across the waterfront  |  |
| B. Relocate fuel tanks away from the Rock Dump area for improved waterfront  |  |
| C. Enhance Rainforest Trail (in Cope Park) with boardwalks   |  |
| D. Close Basin Road to commercial vehicles (i.e., tour buses), and emphasize pedestrian use.   |  |
| E. Require cruise ships to plug in to shore power while in town to reduce air pollution  |  |
| F. Identify Juneau's most valuable scenic viewsheds, and develop guidelines to protect them.   |  |
| G. Reduce litter, and improve waste collection Downtown, with improved garbage, recycling, and compost containers                        |  |
| H. Reward businesses that participate in compost and recycling programs  |  |
| I. Develop free short-term skiff parking and a kayak launch from downtown. Explore water taxis for cross-channel and waterfront transit. |  |
| J. Build a park with green space along the sea walk, capturing views and marine experience.  |  |
| K. Electrify the public bus fleet, and incentivize tour groups to use electric vehicles  |  |
| L. Make downtown Juneau a smoke free area to provide clean air and reduce cigarette butt litter  |  |
| M. Bring back Gunakadeit park as a green space   |  |
| N. Build the proposed Ocean Center to emphasize our connection to the water  |  |
| O. Install rapid charging stations for electric vehicles at high density parking lots, and on-street in residential areas.               |  |

Sticker Voting on Natural Environment Actions

# APPENDIX E

## Blue Print Downtown Visioning Report

### 5.8 Identify and Culture

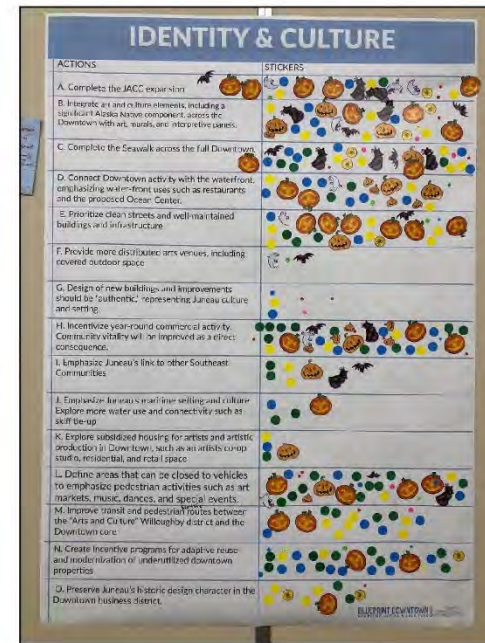
#### DRAFT GOALS

1. Downtown Juneau should be beautiful and inviting, with year-round community vitality.
2. Juneau's culture and visual identity should be authentic, derived from a local emphasis, and with less focus on tourism.
3. The Downtown and identifying elements should be arts-focused, showcasing our Alaskan Native, mining, Filipino, and multi-cultural arts and heritage.
4. Downtown Juneau should be accessible, accommodating, and a celebration of our natural setting.

| IDENTITY AND CULTURE ACTIONS<br>(In Priority Order)  | VOTES        |       |       |
|--|--------------|-------|-------|
|  | Top Priority | Other | Total |
| 1. Incentivize year-round commercial activity. Community vitality will be improved as a direct consequence.  | 12           | 27    | 39    |
| 2. Complete the Seawalk across the full Downtown.  | 10           | 20    | 30    |
| 3. Define areas that can be closed to vehicles to emphasize pedestrian activities such as art markets, music, dances, and special events.              | 9            | 21    | 30    |
| 4. Create incentive programs for adaptive reuse and modernization of underutilized downtown properties   | 3            | 27    | 30    |
| 5. Integrate art and culture elements, including a significant Alaska Native component, across the Downtown with art, murals, and interpretive panels. | 14           | 13    | 27    |
| 6. Prioritize clean streets and well-maintained buildings and infrastructure   | 10           | 13    | 23    |
| 7. Connect Downtown activity with the waterfront, emphasizing water-front uses such as restaurants and the proposed Ocean Center.                      | 9            | 14    | 23    |
| 8. Complete the JACC expansion   | 12           | 9     | 21    |
| 9. Improve transit and pedestrian routes between the "Arts and Culture" Willoughby District and the Downtown core                                      | 2            | 16    | 18    |
| 10. Preserve Juneau's historic design character in the Downtown business district.   | 3            | 7     | 10    |
| 11. Emphasize Juneau's link to other Southeast Communities   | 3            | 4     | 7     |
| 12. Design of new buildings and improvements should be "authentic," representing Juneau culture and setting.   | 0            | 6     | 6     |
| 13. Emphasize Juneau's maritime setting and culture. Explore more water use and connectivity such as skiff tie-up                                      | 1            | 3     | 4     |
| 14. Explore subsidized housing for artists and artistic production in Downtown, such as an artist's co-op studio, residential, and retail space        | 1            | 3     | 4     |
| 15. Provide more distributed arts venues, including covered outdoor space  | 2            | 1     | 3     |

#### Written Comments

- "Spinets, street pianos to be placed in public building. Whitehorse has it!"
- "Beautify our blank building walls and cement along roads"
- "Let's create a park, sculpture for honoring Filipino Community, they give us soooo much!"
- "Engage local artists and community in outdoor community art projects - ie murals, vibrant colors on buildings, public art"
- "Normalize Alaska native languages by incorporating the local language on signage downtown"
- "Better funding for city museum, our municipal source of cultural preservation and resource."
- "Use [cultural] appropriately and with sensitivity"



Sticker Voting on Identity and Culture Actions

# APPENDIX E

## Blue Print Downtown Visioning Report

### 5.9 Housing and Neighborhoods

#### DRAFT GOALS

1. Increase services and sheltering options to meet the needs of Juneau's Homeless population. A roof over every head.
2. Develop diverse housing options in downtown Juneau and surrounding neighborhoods to support a wide range of ages and income levels.
3. Create a more attractive environment for development and maintenance of aging and under-utilized buildings.
4. Invest in a Downtown that is safe and inviting for all ages.

| HOUSING AND NEIGHBORHOODS ACTIONS<br>(In Priority Order)   | VOTES        |       |       |
|--|--------------|-------|-------|
|  | Top Priority | Other | Total |
| 1. Fund and construct the second phase of Housing First  | 25           | 22    | 47    |
| 2. Create more affordable entry level housing for young people   | 20           | 21    | 41    |
| 3. Find a new location for the Glory Hall where they can still achieve their mission of providing food, shelter, and compassion to those in need | 15           | 21    | 36    |
| 4. Provide incentives for building owners who have underutilized or poorly maintained buildings to provide more housing                          | 8            | 22    | 30    |
| 5. Prioritize year-round downtown housing over seasonal rentals  | 6            | 15    | 21    |
| 6. Provide an improved safe campground, including services and transportation for the homeless   | 3            | 17    | 20    |
| 7. Change zoning to accommodate higher residential density in Downtown housing districts   | 4            | 15    | 19    |
| 8. Root out dangerous criminal activity in residential areas and increase police presence downtown   | 3            | 12    | 15    |
| 9. Create more pathways for locals to own and invest in downtown property  | 6            | 8     | 14    |
| 10. Empower a public economic development corporation for financing bonds focused on housing and public facilities.                              | 5            | 7     | 12    |
| 11. Develop a plan and location for a flourishing houseboat community  | 2            | 10    | 12    |
| 12. Reduce public inebriation and panhandling by reducing access to alcohol while strengthening public health services                           | 1            | 9     | 10    |
| 13. Determine the impact of Airbnb style rentals and seasonal rentals on downtown housing options  | 2            | 5     | 7     |
| 14. Create programs to support more employee and worker housing options in downtown Juneau   | 0            | 5     | 5     |
| 15. Provide and support for robust neighborhood associations that work to develop their distinct neighborhood identities                         | 0            | 3     | 3     |

#### Written Comments

9. Create more pathways for locals to own and invest in downtown property

- "Heavily subsidize housing for lower income folks (remove profit factor from construction/management of housing - now profits/co-ops)"

6. Provide an improved safe campground, including services and transportation for the homeless

- "What services and transportation?"

#### Housing and Neighborhoods in General

- Create more affordable housing in Lemon Creek"

#### What are we missing?

- "Invest in constructive activities for residents and in housing, prevention and treatment programs. Just as you can't cut your way out of a budget deficit in the long-term, you can't enforce your way out of a housing and homelessness problem"
- "Get city offices out of the marine view building"
- "Clean up derelict homes and junkyards in homes in valley and Lemon Creek. Hold folks accountable"
- "More transient housing?"
- "Rent controls"
- "Extend Gastineau Ave to Thane road for more housing sites. Sell telephone hill property for more housing construction, and multi-family. Don't allow existing downtown apartments to be unused (Gross theater)"
- "We have been "solving" the "affordable" housing crisis for 50 years or more. The early mid-80s \$10 pbl oil solved it for a year or two. But, no, we need to get the "profit" motive out of housing - for lower income folks. Tickling (a specific developer named) "greed gland" does not work. Devil is (of course) in the details."

| HOUSING & NEIGHBORHOODS  |          |
|--|----------|
| ACTIONS  | STICKERS |
| A. Provide an improved safe campground, including services and transportation for the homeless.  |          |
| B. Change zoning to accommodate higher residential density in Downtown housing districts   |          |
| C. Fund and construct the second phase of Housing First  |          |
| D. Prioritize year-round downtown housing over seasonal rentals  |          |
| E. Empower a public economic development corporation for financing bonds focused on housing and public facilities.                               |          |
| F. Find a new location for the Glory Hall where they can still achieve their mission of providing food, shelter, and compassion to those in need |          |
| G. Determine the impact of Airbnb style rentals and seasonal rentals on downtown housing options   |          |
| H. Develop a plan and location for a flourishing houseboat community   |          |
| I. Create more pathways for locals to own and invest in downtown property  |          |
| J. Provide and support for robust neighborhood associations that work to develop their distinct neighborhood identities                          |          |
| K. Provide incentives for building owners who have underutilized or poorly maintained buildings to provide more housing                          |          |
| L. Create programs to support more employee and worker housing options in downtown Juneau  |          |
| M. Create more affordable entry level housing for young adults   |          |
| N. Root out dangerous criminal activity in residential areas and increase police presence downtown   |          |
| O. Reduce public inebriation and panhandling by reducing access to alcohol while strengthening public health services                            |          |

#### Sticker Voting for Priority Actions

# APPENDIX E

## Blue Print Downtown Visioning Report

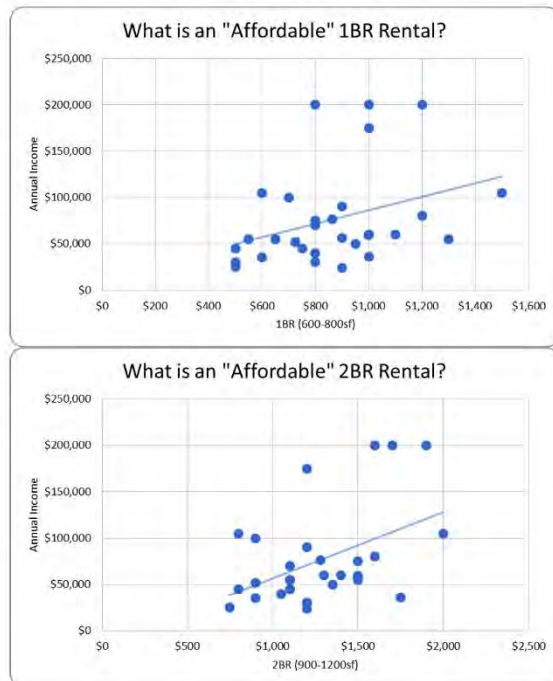
### Housing and Neighborhoods Pop-Out Question

#### What Does "AFFORDABLE HOUSING" Mean to you?

Participants were invited to fill out an anonymous survey describing what affordable housing means to them.

Here are the averages of the 31 responses:

- "Affordable" monthly rent for a 1 bedroom apartment (600 – 800 sf): \$864
- "Affordable" monthly rent for a 2 bedroom apartment (900 – 1200 sf): \$1,662
- What is your approximate annual income: \$77,310



24



### 5.10 Business Vitality

#### DRAFT GOALS

1. Create a vibrant, lively, welcoming Downtown area that caters to locals foremost, and then appeals to seasonal visitors.
2. Develop an atmosphere and hub of activity that all locals feel welcomed and drawn to, pulling residents from the Valley and Douglas to their "Downtown."
3. Incorporate steps to emphasize a safe and friendly pedestrian experience for shoppers, including families.
4. Promote more breadth of opportunity, including new and alternative commercial offerings.

| BUSINESS VITALITY ACTIONS<br>(In Priority Order)  | VOTES        |       |       |
|---|--------------|-------|-------|
|   | Top Priority | Other | Total |
| 1. Identify underutilized properties, and promote redevelopment through meaningful tax benefits and/or cash incentives  | 18           | 27    | 45    |
| 2. Create a multi-vendor marketplace for local businesses, including food trucks  | 18           | 17    | 35    |
| 3. Limit the number of seasonal jewelry stores downtown, possibly by block or area  | 8            | 24    | 32    |
| 4. Incentivize mixed-use developments, including zoning flexibility to bring businesses into some neighborhoods   | 5            | 23    | 28    |
| 5. Require, or strongly incentivize, a focus on year-round local businesses   | 12           | 15    | 27    |
| 6. Encourage independent travelers (as they typically spend more time and money locally)  | 7            | 17    | 24    |
| 7. Explore options, such as a West Douglas deep water port, to reduce industrial truck traffic crossing Downtown  | 7            | 16    | 23    |
| 8. Do a study to determine Juneau's sustainable carrying capacity for cruise ship visitors, and then limit the number of visitors accordingly                       | 14           | 7     | 21    |
| 9. Build new dock to house transient yacht traffic Downtown   | 4            | 9     | 13    |
| 10. Create a "Downtown App" and map, separate from the cruise industry, to connect locals and visitors to local eateries, art, culture, history, and special events | 1            | 11    | 12    |
| 11. Identify and help promote businesses and activities that are missing from downtown  | 2            | 8     | 10    |
| 12. Limit the number of, or better regulate, retail outlets for addictive substances like alcohol and marijuana   | 0            | 4     | 4     |
| 13. Establish and enforce policies against aggressive vendors "barking" at pedestrians to make predatory sales  | 0            | 4     | 4     |
| 14. Create a business start-up incubator, and a "Chamber of E-commerce" to support businesses   | 1            | 2     | 3     |
| 15. Create a second city center for locals, away from the downtown tourist center   | 1            | 1     | 2     |
| 16. Build more cruise ship docks, or otherwise expand cruise ship visitor capacity  | 1            | 1     | 2     |

#### Written Comments

1<sup>st</sup> Goal Statement

25



# APPENDIX E

## Blue Print Downtown Visioning Report

- Insert the word "year-round" into the first goal statement

1. Identify underutilized properties, and promote redevelopment through meaningful tax benefits and/or cash incentives

- Add: or penalties for underutilized prime real estate, greater than or equal to incentives

10. Create a "Downtown App" and map, separate from the cruise industry, to connect locals and visitors to local eateries, art, culture, history, and special events

- Integrate with trails map/app to connect visitors to nature and local attractions

Business Vitality in general

- Build youth hostel, open all day for independent travelers

### Pop-Out Questions for Business Vitality

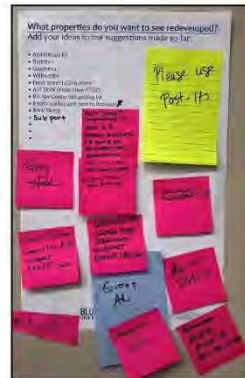
#### What businesses are missing from Downtown?

- "More kid friendly activities/businesses"
- "Trader Joes"
- "Ocean Center with local seafood sales and education"
- "A coffee shop with wifi and wine and homemade baked goods that is open until 10pm every night with nice lighting and good social nooks"
- "I think there's a difference between businesses that would be great to have added in Juneau and those that specifically fit downtown"
- "Ocean center, expanded arts venue, there are many "wants", year round vitality is the number one issue. wants will survive"
- "clothing store, esp mens"
- "an attractive place to hold events, such as weddings"



#### What properties do you want to see redeveloped?

- "Glory Hall"
- "Gross Theater, Gastineau Apts, Subport, AEL&P Dock"
- "Rock dump neighborhood is home to 3 thriving businesses and 3 soon to be developed boat condo areas, can't really be developed more. It's quite nice, actually."
- "Gastineau apartments, Gross building, Bergman, Subport, Burned buildings"
- "Gross, Ah"
- "Marine Park"
- "Archipelago, Front and 2nd streets"
- "Redevelop Elks, preserve territorial hall"
- "Bergman and AIT"
- "Bill Ray lot"



## 6. Next Steps for Blueprint Downtown

The "Visioning" phase of Blueprint Downtown (July 2018- January 2019) is 75% complete. After the "Visioning" phase, the consultant team of MRV, Lucid Reverie, and Sheinberg Associates will turn the project over to the steering committee, who will continue to work with the CDD for the next year to draft and publish the new Downtown area plan. The steering committee, made up of 13 members, is listed at the end of this report.

In the weeks between the October 30<sup>th</sup> Open House, and the third public meeting on January 24<sup>th</sup>, the Blueprint downtown team will be working hard to set the steering committee up for success by completing these tasks:

- Reviewing existing plans related to the downtown area and incorporating past work into their recommendations to the steering committee.
- Continuing to reach out to interest groups and inviting them to use the "Meeting to Go" resource to provide input.
- Meeting with the steering committee to discuss major themes, likely during a walking tour of the downtown area.
- Drafting recommendations to the steering committee explaining the public vision for the future of downtown at a broad level, and providing specific action items that have received public support.

The third meeting will be January 24<sup>th</sup>, details TBA. The public is invited to attend this presentation of the results of the "Visioning" phase, and to provide their feedback and input for the project as it moves forward.

The 13 Blueprint Downtown Steering Committee members, selected by the Planning Commission after an application process, are as follows:

Betsy Brenneman  
Kirby Day  
Michael Heumann  
Wayne Jensen  
Laura Martinson  
Lily Otsea  
Karen Perry  
Jill Ramiel  
Meilani Schijvens  
Patricia (Patty) Ware  
Christine Woll  
Ricardo Worl

# APPENDIX E

## Blue Print Downtown Visioning Report

### Appendix C.

C



## PAY WITH YOUR PENNIES



**1st Place, 170 pennies: Services and Housing for Homeless** - Provide funding for increased services and housing with the goal of eliminating homelessness in downtown Juneau.



**2nd Place, 140 pennies: Fund the Seawalk Completion** - A critical gap exists in the Seawalk between Merchant's Wharf and Gold Creek. Fund property acquisition and construction to complete the Seawalk link.



**3rd Place, 115 pennies: Fund new Affordable Housing** - Either funded by the CBJ directly, or through a public/private partnership, construct additional new Downtown Housing. Housing would be focused on year-round vitality, and cover a range of rents.



**4th Place, 114 pennies: Fund Electric Circulator Buses** - To alleviate Downtown congestion, create a "Circulator" bus system that runs continuously through high-pedestrian seasons, linking the South Franklin tram area, Transit Center, and Willoughby District/ SLAM. (Circulator might work in conjunction with a new parking garage).



**5th Place, 80 pennies: Funds for the New JACC** - Provide funding assistance for the new JACC building and surrounding development for the arts district.



**6th Place, 77 pennies: Funds for Building Rehabilitation** - Establish a program to identify and help finance the rehabilitation and modernization of priority downtown properties. Funds could support both housing and business opportunities.



**7th Place, 66 pennies: Funds for Greater Police Presence** - Provide funding for a greater number of officers on the streets Downtown, and provide more permanent and accessible staffing at the downtown police satellite station.



**8th Place, 59 pennies: Fund a new Marine Park with Green Space** - Much of the open space downtown is used for summer-focused tour bus staging. Construct a new people-focused park on the waterfront that provides year-round recreational and relaxation opportunities, capitalizing on view and waterfront linkages.



**9th Place, 55 pennies: Fund Covered Walkways linking Downtown to SLAM /JACC** - Design and construct a new covered canopy/walkway that provides an attractive and weather-protected pedestrian link between the Downtown core and the emerging



**10th Place, 47 pennies: Fund a new Parking Garage** - Fund needed steps to acquire property and build a new parking structure. Ideally, the garage would serve employees, shopping, and cultural events.

**BLUEPRINT DOWNTOWN**  
DOWNTOWN JUNEAU'S AREA PLAN

# APPENDIX E

## Blue Print Downtown Visioning Report

### BLUEPRINT DOWNTOWN, GALLERY WALK DECEMBER 7<sup>TH</sup>, 2018

#### Table of Contents

|  |    |
|--|----|
| 1. What is Blueprint Downtown?.....  | 1  |
| 2. Gallery Walk Event.....   | 1  |
| 3. Results.....  | 3  |
| 3.1 Pay With Your Pennies.....   | 3  |
| 3.2 Draft Vision Statements.....   | 4  |
| 3.3 Affordable Housing Survey .....  | 5  |
| 3.4 Pop- Out Questions.....  | 5  |
| 4. Next Steps for Blueprint Downtown: Working with the Steering Committee..... | 11 |
| 5. Opportunities for the public to stay involved:.....                         | 11 |

#### 1. What is Blueprint Downtown?

Blueprint downtown is a planning effort of the City and Borough of Juneau's Community Development Department, currently lead by the consultant team of MRV Architects, Lucid Reverie, and Sheinberg Associates. The mission of Blueprint Downtown is to create a long term area-plan for the Downtown Juneau area that reflects current public desires and incorporates past work from relevant existing plan. Right now, Blueprint Downtown is in its Visioning stage. Our team has been working hard to connect with the community and listen to your ideas and concerns. With your help, we are working towards drafting a core Vision that will help guide the steering committee through the remainder of the planning process. The Blueprint Downtown steering committee was appointed by the Planning Commission in mid-October.

#### 2. Gallery Walk Event

On December 7<sup>th</sup>, 2018, during the annual First Friday Gallery Walk, we set up a booth on the third floor of the Senate Building with the goal of continuing to engage the public. We invited the public to stop by, learn about the project, and actively engage in public process by giving their input on a number of topics. It was an abbreviated version of our October 30<sup>th</sup> open house, with space for only a few interactive stations. With so many people enjoying Gallery Walk, the hope was to reach an audience who doesn't necessarily live or work downtown. Here is an over-view of what gallery walkers had access to:

- Printed copies of our October 30<sup>th</sup> Meeting Report to peruse\*
- Flyers advertising our upcoming Walking Tours\*
- Comment forms to fill out
- An anonymous survey on "What Affordable Housing Means to You"
- Pay with your Pennies
- Draft Vision statements
- 4 "pop-out" topic questions

\*Also available online at [blueprintdowntown.org](http://blueprintdowntown.org)

## Appendix D.

D



1

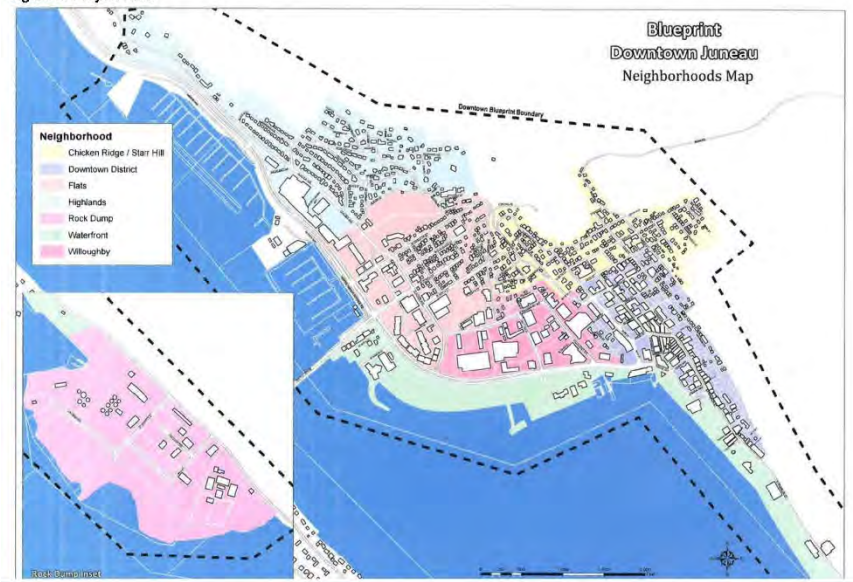


# APPENDIX E

## Blue Print Downtown Visioning Report

To learn about the public input that informed the creating of these activities, and to see what other stations were available at our last meeting, visit [blueprintdowntown.org](http://blueprintdowntown.org) and check out our October 30<sup>th</sup> Meeting Report.

Figure 1: Project Area



### 3. Results

It is estimated that upwards of 130 individuals visited Blueprint Downtown during Gallery Walk.

#### 3.1 Pay With Your Pennies

Each person who walked through was given 10 pennies to spend however they wanted among 10 hypothetical CBJ funded projects. The results are listed in the table below in percentages, and compared to the results from the same activity at the October 30<sup>th</sup> event which had roughly 100 attendees. While the three most popular action items didn't change, affordable housing and the Seawalk swapped places in the priority ranking after the votes from Gallery Walk were tallied. Actions that **GAINED** votes at Gallery Walk are highlighted in Green, while those that **LOST** votes are highlighted in Red.



| % of Votes<br>Gallery Walk | % of<br>Votes<br>October<br>30 <sup>th</sup> | % of<br>Votes<br>Combined | Project Options to Fund  |
|----------------------------|--|---------------------------|--|
| 20%                        | 18%  | 20%                       | <b>Services and Housing for Homeless:</b> Provide funding for increased services and housing with the goal of eliminating homelessness in downtown Juneau.   |
| 15%                        | 12%  | 15%                       | <b>Fund new Affordable Housing:</b> Either funded by the CBJ directly, or through a public/private partnership, construct additional new Downtown Housing. Housing would be focused on year-round vitality, and cover a range of rents.  |
| 12%                        | 15%  | 14%                       | <b>Fund the Seawalk Completion:</b> A critical gap exists in the Seawalk between Merchant's Wharf and Gold Creek. Fund property acquisition and construction to complete the Seawalk link.   |
| 9%                         | 12%  | 11%                       | <b>Fund Electric Circulator Buses:</b> To alleviate Downtown congestion, create a "Circulator" bus system that runs continuously through high-pedestrian seasons, linking the South Franklin tram area, Transit Center, and Willoughby District/ SLAM. (Circulator might work in conjunction with a new parking garage). |
| 9%                         | 9%   | 9%                        | <b>Funds for the New JACC:</b> Provide funding assistance for the new JACC building and surrounding development for the arts district.   |
| 8%                         | 7%   | 8%                        | <b>Funds for Greater Police Presence:</b> Provide funding for a greater number of officers on the streets Downtown, and provide more permanent and accessible staffing at the downtown police satellite station.   |
| 8%                         | 6%   | 8%                        | <b>Fund a new Marine Park with Green Space:</b> Much of the open space downtown is used for summer-focused tour bus staging. Construct a new people-focused park on the waterfront that provides year-round recreational and relaxation opportunities, capitalizing on view and waterfront linkages.                     |
| 6%                         | 8%   | 7%                        | <b>Funds for Building Rehabilitation:</b> Establish a program to identify and help finance the rehabilitation and modernization of priority downtown properties. Funds could support both housing and business opportunities.  |
| 5%                         | 5%   | 5%                        | <b>Fund a new Parking Garage:</b> Fund needed steps to acquire property and build a new parking structure. Ideally, the garage would serve employees, shopping, and cultural events.   |

# APPENDIX E

## Blue Print Downtown Visioning Report

|    |    |    |   |
|----|----|----|---|
| 3% | 6% | 4% | <b>Fund Covered Walkways linking Downtown to SLAM /JACC:</b> Design and construct a new covered canopy/walkway that provides an attractive and weather-protected pedestrian link between the Downtown core and the emerging Willoughby Arts District. |
|----|----|----|---|

### 3.2 Draft Vision Statements

Five Downtown Vision Statements were presented for review. They were developed based on all the public input received August-October 2018.

#### Authentic Character and Culture – 9 Stickers

Juneau's appeal flows from the richness of our shared culture, and the opportunity to showcase our complex and compelling story. The real connection between our people, cultures, water, and land provides and authenticity that differentiates Juneau from other communities. This Authenticity should be emphasized in all design and planning activities.

#### Vibrant and Locally Focused – 27 Stickers

Public investment in housing initiatives, cultural offerings, and business opportunities should focus on improving Juneau as a year-round destination for locals and visitors. Increased opportunity to expand on our pedestrian scale, rich cultural offerings, and locally-focused businesses, will be self-reinforcing, creating greater vitality.

#### Accessible and Walkable – 25 Stickers

Pedestrian routes should be improved to flow smoothly and safely, linking the waterfront and various Downtown destinations. Canopies and improved streetscapes should provide comfortable routes in all weather and times of year. Pedestrian opportunities should be cultivated and emphasized, including the potential of closed street areas for pedestrian activities.

#### Beautiful and Clean – 30 Stickers

The location and scale of Juneau offers an unrivaled opportunity to emphasize our setting between the mountains and sea, wrapped in an unspoiled and pristine environment. A community focus on sustainable practices can make Juneau a leading showcase for the quality-of-life benefits that flow from sustainable environmental choices.

#### Safe and Community Oriented – 25 Stickers

Public safety and community vitality will improve, hand in hand. An improved year-round business climate, coupled with greater housing density, will create a cycle of greater public safety, sense of community, pride of place, and economic opportunity.

At this station, each participant received two stickers and invited to vote for the vision



Draft Vision Statements, photo from October meeting

statements that were most important to them. They could vote for two or put both their stickers on one, unlike at other stations. If they had suggested edits or amendments they were welcomed to write them on a sticky note and place them on the poster as well.

| Comment   | In Response To              |
|---|-----------------------------|
| Improve education, healthcare, housing for homeless, activities for youth, NOT JUST tourism | Vibrant and Locally Focused |
| No more tourists, at max capacity   | Vision Statements           |
| Smoke-free downtown   | Safe and Community Oriented |

### 3.3 Affordable Housing Survey What Does "AFFORDABLE HOUSING" Mean to you?

Participants were invited to fill out an anonymous survey describing what affordable housing means to them.

|  | "Affordable" monthly rent for a 1 bedroom apartment (600 – 800 sf) | "Affordable" monthly rent for a 2 bedroom apartment (900 – 1200 sf) | What is your approximate annual income? |
|--|--|---|---|
| December Gallery Walk<br>Average from 14 Responses             | \$745  | \$1,113   | \$78,600                                |
| October 30 <sup>th</sup> Meeting<br>Averages from 31 Responses | \$864  | \$1,662   | \$77,310                                |

### 3.4 Pop- Out Questions

**Question One:** Should we have more parking or less parking in downtown? Where is the balance point?

Gallery walkers were asked to draw a line on a balance beam/continuum between creating more parking and reducing parking by creating alternative solutions. They were also asked to write WHY they put their line where they did and add a sticky note to the poster. A photo shows the range of responses, and the table below shows the comments written on the sticky notes.



# APPENDIX E

## Blue Print Downtown Visioning Report

### Gallery Walk Responses

Written Comments (from sticky notes on poster): Why did you leave your mark where you did?

More parking: unfortunately most people prefer to drive themselves  
 More parking: baby it's cold outside!  
 More parking: I don't come downtown during tourist season because of parking  
 More parking: I don't come downtown during tourist season because of parking  
 More parking to promote downtown businesses. no parking = no money spent  
 More parking: we never come downtown because of no parking  
 More parking: Have to hunt for parking for a quick lunch stop is seemingly impossible  
 Somewhat more parking: electric rail like in airports  
 Somewhat more parking: more parking  
 Somewhat more parking: more free parking for cars, less space for busses  
 Somewhat more parking: more electric car chargers, free small electric cars for use downtown, free bikes, light rail, expand bus service  
 In the middle: No more free parking  
 Somewhat less parking: more hop-on hop-off bus service for locals too  
 Somewhat less parking: more hop-on hop-off bus service for locals too  
 Somewhat less parking: more hop-on hop-off bus service for locals too  
 Somewhat less parking: Park and ride from the valley and Douglas  
 Somewhat less parking: park and ride  
 Somewhat less parking: park and ride  
 Somewhat less parking: make legislature pay for parking, save some for locals, too!  
 Somewhat less parking: Get cars out of downtown  
 Somewhat less parking: Get cars out of downtown  
 Somewhat less parking: take a bus or ride a bike  
 Somewhat less parking: slightly more parking  
 Somewhat less parking: fewer cars = healthier environment. More livable downtown for everyone.  
 Somewhat less parking: No more parking downtown. Potential parking garage at federal building with shuttle to downtown core offices. Shuttle important.  
 Somewhat less parking: Expand public transit to the public ferry system  
 Somewhat less parking: Expand public transit to the public ferry system  
 I think the dog should decide

6



|   |
|---|
| Less Parking: Electric rail   |
| Less Parking: Electric rail   |
| Less Parking: Electric rail   |
| Less parking: park and ride   |
| Less parking: park and ride   |
| Less Parking: stop burning oil/ gasoline  |
| Less parking: yes park and ride frequent transit, like Seattle every 5-20 minutes |



October 30<sup>th</sup> Responses, for comparison

**Question 2: What is Juneau's Sustainable Capacity for Summer Tourism (based on current infrastructure)?**

Each participant was invited to place a sticker on the chart at the number of tourists they felt best answered the question. The graphic shows the number of tourists in Juneau in recent years, the highest being 1.2 million in 2018.

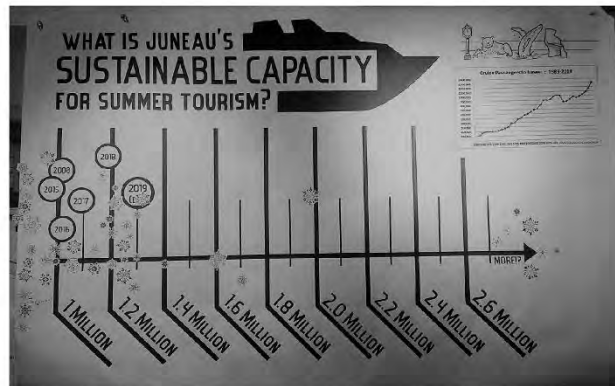
#### Results:

| December Gallery Walk Results                         | October 30 <sup>th</sup> Results                     |
|---|--|
| 31% of stickers were placed at 1 million and below    |  |
| 48% of stickers were placed at 1.2 million and below  | 52% of stickers were placed at 1.2 million and below |
| 77% of stickers were placed at 1.6 million and below  | 76% of stickers were placed at 1.6 million and below |
| 15% of stickers were placed above 2.7 million         |  |
| The lowest vote was for 500,000                       | The lowest votes were for less than 1 million        |
| The highest vote was off the scale, above 2.7 million | The highest vote was for 2.3 million                 |

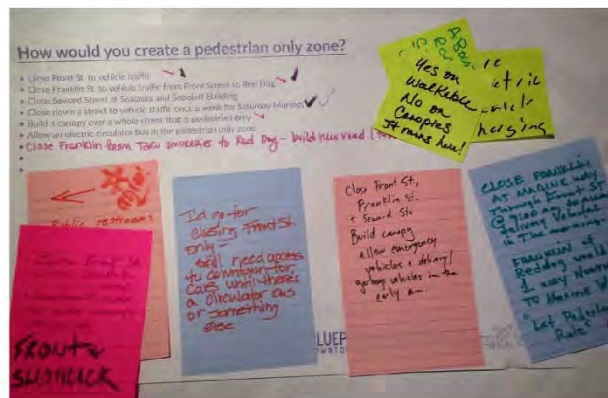
7



# Blue Print Downtown Visioning Report



**Question 3:** How would you create a pedestrian-only zone?



Responses:

Yes on walkable, no on canopies, it rains here!

Above road sky bridges and cat walks

### More electric vehicle charging

Close front street to vehicle traffic

Close front street to vehicle traffic

Close Franklin St. to vehicle traffic from front street to red dog

|   |
|---|
| Close Franklin St. to vehicle traffic from front street to red dog        |
| Close down a street to vehicle traffic once a week for Saturday markets   |
| Close down a street to vehicle traffic once a week for Saturday markets   |
| Build a canopy over a whole street that is pedestrian only                |
| Close Front St. Close Shattuck way. Construct side to side canopy on each |
| Front and Shattuck  |

**Question 4:** What businesses are missing from Downtown?



Responses:

Salad Shop, Activity Center to keep families busy in cold weather, dog park, outdoor chess and jenga games

Too many businesses downtown already - more community space for people to share w/out spending money. Free showers, open restrooms

Ocean Center

expanded arts venue

Trader Joes

piano sidewalk

trampoline park

"Fast" food that's healthy and approachable, not a chain.

Aquarium

Ocean enviro education facility

ocean environmental education facility

a place for coffee after the movie (9:30pm)

food after 9pm

Denny's, or equ.

roller rink

Trader Joes

**Trader Joes**  
a dog park, simple park to enjoy the view of the channel and place for teens to do activities - rec center

A coffee shop with wifi and wine and homemade baked goods that is open until 10pm every night with nice lighting and good social nooks

## APPENDIX E

# Blue Print Downtown Visioning Report

**Question 5:** What properties would you like to see developed?



**Responses:**

Pick and available property and build or renovate a comprehensive "housing first" facility similar to the newly opened one in the Valley

20th Century, DTC Garage should have retail. Sealaska building out of place and wasteful parking lot

Marine Park

#### 4. Next Steps for Blueprint Downtown: Working with the Steering Committee

The "Visioning" phase of Blueprint Downtown (July 2018- January 2019) is 75% complete. After the "Visioning" phase, the consultant team of MRV, Lucid Reverie, and Sheinberg Associates will turn the project over to the steering committee, who will continue to work with the CDD for the next year to draft and publish the new Downtown area plan.

The steering committee had their first meeting in December, to begin or organize and prepare to take on their task. Their second meeting, in January, will include a discussion with the consultant team. The goal will be to familiarize the steering committee with the project thus far, and discuss the best approach to passing on recommendations. The steering committee along with the public are invited to attend one or more of the three walking tours, also in January. Information on these, and registration, can be found at [blueprintdowntown.org](http://blueprintdowntown.org). On January 24<sup>th</sup>, at the third public meeting, the consultant team will present their recommendations to the public, and gather their feedback. That will lead to another round of editing and finally the completion of the Blueprint Downtown Vision Report, likely in February.

The thirteen Blueprint Downtown Steering Committee members, selected by the Planning Commission after an application process, are as follows:

|                 |                       |
|-----------------|-----------------------|
| Betsy Brenneman | Karena Perry          |
| Kirby Day       | Jill Ramiel           |
| Daniel Glidmann | Meilani Schijvens     |
| Michael Heumann | Patricia (Patty) Ware |
| Wayne Jensen    | Christine Woll        |
| Laura Martinson | Ricardo Worl          |
| Lily Otsea      |                       |

## 5. Opportunities for the Public to Stay Involved

Visit the Website – [blueprintdowntown.org](http://blueprintdowntown.org)  
Join the e-mail list – [blueprintdowntown.org](http://blueprintdowntown.org)  
Follow Social Media – #blueprintdowntown, Facebook and Instagram  
Sign up for a Walking Tour – [blueprintdowntown.org](http://blueprintdowntown.org)  
Attend a presentation to the Juneau Assembly on January 14<sup>th</sup>  
Attend the Public Meeting – January 24<sup>th</sup>, 6:30-8:30pm, Centennial Hall, 101 Egan Drive.

# APPENDIX E

## Blue Print Downtown Visioning Report

---

### Blueprint Downtown - Walking Tour Comments & Notes

The following comments are summarized from participants in the three January walking tours organized to traverse different parts of downtown, and focus on relevant thematic issues for those varied downtown components.

#### Business Vitality - 1/5/2019 (walking focus in the traditional core, corresponding with the Historic District)

- Dismay at lack of winter activities downtown.
- Concerned about effect of visible homeless population.
- Concern for safety.
- Trash cans aren't available year round which creates the perception that part of town is closed to locals during the off season. Please don't wrap them in plastic. Provide service or remove.
- It feels like the goal is to make the town better for tourists, not locals.
- Need more year round housing downtown.
- Need more places to buy groceries.
- Need tax breaks for year round businesses.
- How much is rent for these stores in the summer (jewelry stores) and how can they be closed in the winter?
- Positive feedback on the covered transformers. One is aged and peeling by Caribou Crossing.
- There should be more Thane attractions to draw tourism the other direction.
- Are streets cleaned in the winter? (depends on weather.)
- Liked historic photos.
- Liked the year round section of town.
- Glory Hall provides food, shelter & compassion for the homeless.
- Interactions with police force are down.
- Need phase II Housing First.
- Need greater density downtown to increase activity.
- There's a perception that anyone noisy or drunk downtown is a result of the Glory Hall being downtown.
- Wants an open, vibrant well-lit space.
- Don't pander towards visitors. Give them an authentic, genuine experience.
- Tourists don't come here for tanzanite.
- Think what factors prevent antisocial behavior and have an actual dialogue with homeless citizens. Have service recipients give more direct feedback to the city. Filtered through too many layers.
- The most aggressive people aren't from the Glory Hall.
- Pioneer's Home isn't in a social location but they provide transportation which is the key to being where they are. Re: Glory Hall.
- We don't want to put people where they are lonely or isolate or create ghettos.

## Appendix E.

E |



# APPENDIX E

## Blue Print Downtown Visioning Report

---

- Is Juneau becoming a service magnet? Are we growing our population of the needy? (I believe there are studies that refute this notion. At any rate, I think it's better to be on the compassionate end of the spectrum rather than the austere. If every community lowered services in a race to the bottom, it wouldn't solve anything.)
- Downtown has a concentrating effect on homeless and misperceptions run rampant.
- More attention to rehabilitating lots.
- City can't allow character to go. (what is our character?)
- City provide incentives and disincentive to keep our character. (what is our character?)
- (Someone mentioned a cigar factory was downtown once. Is that a real thing?)
- Charming downtown.
- Authentic downtown.
- Bergman, Rockwell & Gross Alaska need to be priorities for renovation and rescue before they're lost.
- State fails on public / private partnership. Burnt developers in the past.
- The state must be enlisted in the downtown Juneau discussion.
- Mixed use across from Foodland needs to be developed. (JEDC, Bowling Alley)
- Airbnb / VRBO rentals cut into seasonal and long term rental opportunities.
- Finance & Real Estate rules surrounding mixed use are complicated.
- Waterfront access is a mandate.

### Vehicles, Parking and Pedestrian Access - 1/12/2019 (walking focus in the traditional core, and extending down to the cruise docks south of the Library)

- Independent parking observations revealed summertime vacancies in the low 100's and they are almost always on the top floor of parking garages. (Could electronic signage with number of available spaces get cars into the garage?)
- Mural project for deteriorating walls.
- Crosswalks confusing to tourists at Red Dog intersection.
- (Homeless populations) are our neighbors and we have a responsibility to people who we share a community with.
- No delineation of crosswalks. Level plaza creates challenges. (For intersection in Manilla Square.)
- Appreciate that the city plowed the dock.
- Frustrated that city plowed the dock when it goes unused in winter.
- Doesn't like fences by Heritage intersection.
- Likes fences and wants them to be used to contain tourists at Manilla / Library intersection. Too many in traffic there.
- Wharf property subject to new construction constrictions but actively working with city on seawalk connection.
- Light rail on waterfront? Move seasonal visitors out of downtown. It's horrible to be downtown with all those people.

- Walking canopies. In snow it's even more important because it prevents ice.
- Make sure business owners comply with snow removal. (Do businesses understand their sidewalk obligations? Maybe an annual check in with small business owners on obligations and services.)
- Consider heated sidewalks to remove snow.
- We had 360 more housing units downtown in the 80's (Did we?)
- People living downtown is what brings vibrancy.
- Emphasize housing prospects, workforce housing downtown, and 120 day leases for seasonals.
- We need to keep up with what's gone away -- we haven't been making meaningful progress on housing inventory. (Referring to Bergman & Gastineau apts)
- Frustrated by priority of homeless issue. It shouldn't be the first priority.
- Supporting communities to make it less visible. We provide solutions for people rather than helping them find solutions for themselves.
- Problem with perception of safety.
- Thin shell concrete domes for the homeless. Better than tents. Hose them out.

### Cultural Identity, Sustainability, and Environment. 1/19/2019

(walking tour centered in the Willoughby District, with loop over to the Coast Guard waterfront).

#### 1. WHAT WAS MOST SURPRISING THING TODAY?

- Maybe not surprising, but was interesting to get updates on DOT project, heating project plans, teardown of public safety building.
- Sustainability: Transportation is 44% of energy. Heating is 21%. I would've thought it was just the opposite. So, if we want to be sustainable, transportation has a lot of potential.
- Pedestrian, Walkability: Difficulty of crossing Egan. Not a good way to get across at Willoughby. New pedestrian islands will be good.
- Sustainability I didn't know that the heating district was still a go. I thought it had permanently stalled. I like the idea of moving the municipal building.
- Cultural Identity: That people don't know the history of Willoughby and the Indian village.
- Business Vitality: All the fun opportunities.
- Business Vitality: Thinking about how to "celebrate" the working waterfront.
- Waterfront accessibility: Possibility of improving the waterfront accessibility by the US Coast Guard.
- Business Vitality: Learning about Delancey Street project and Tlingit & Haida vision for arts and culture district.
- Pedestrian, Walkability: Consider overpass at Sheraton -Centennial Hall-Coast Guard.
- Business Vitality: Surprised that anyone is considering relocating City Hall, which would only create more space that is only occupied in the summer and would become another

# APPENDIX E

## Blue Print Downtown Visioning Report

---

empty area rest of year - thus moving the winter brown-paper district line north several blocks. Add year-round magnets to the south. Don't remove the year round magnets that we have.

- Sustainability: The name Heat Street implying that Hydro one will succeed in developing district heat.
- Misc: Just how complicated and multifaceted the issues in the proposals are.
- Waterfront accessibility: Federal security needs along the waterfront.
- Business Vitality: Tlingit & Haida ideas and mission.
- Cultural Identity, History: Surprising what was NOT covered today - Gold Creek power plant and its history, Gold Creek – Juneau's primary water supply and its history.
- Design: Critical for highest and Best use of Waterfront. Actually being on the waterfront and seeing how ugly and poorly designed, poorly used it is.

### 2. WHAT NEW INSIGHTS DID YOU GET FROM WALKING THE AREA?

- Waterfront accessibility: The possibility of opening up the waterfront at the Coast Guard complex.
- Cultural Identity, History: Parts of the Indian village next to Fireweed.
- Sustainability: The energy plans for the area.
- Business Vitality: Demolition of the public safety building is a good opportunity.
- Pedestrian, Walkability: The whole area is not pedestrian friendly.
- Misc: More understanding over how complicated and multifaceted the issues and the proposals are.
- Cultural identity, Business Vitality: How important the new JACC to the vitality of Juneau.
- Surface parking: It's an empty sea of parking lots with nothing to do between monoliths. When I walk through to Foodland or the JACC I don't notice, but just walking around I can see there's nothing here.
- Pedestrian, Walkability: There are zero awnings over sidewalks. Build on the great model on the other side of Telephone Hill and make it walkable.
- Pedestrian, Walkability: Lots of barriers to pedestrians.
- Cultural Identity, History: Need to rename Willoughby to the Arts District.
- Coordination: The strength of the power of unifying other efforts the bear on this locale.
- Pedestrian, Walkability: How disconnected the district is from the various elements of the downtown core, need to improve connectivity.
- Cultural Identity, History: So many opportunities to turn the arts District into an authentic celebration of our history.
- Utilities, Sustainability: Insight I did NOT get from walking the area: We need to underground utilities & related boxes here, and reduce noise and light pollution.
- Cultural Identity: The Seawalk should be renamed it to include word Culture, that way it will be a plus that it diverges away from the coast as it weaves inland to include cultural opportunities.
- Cultural Identity, History: This got me thinking about how to link places and tell the story of Juneau.

- Sustainability: How few people understand interruptible power and the stresses on the power grid.
- Surface Parking: The epicenter of the district is a parking lot!
- Business Vitality: People who live outside of downtown (i.e. who do not walk here) just drive, park, and do their own thing (go to an event or work)

### 3. WHAT IS YOUR TOP PRIORITY FOR FUTURE IMPROVEMENT?

- Business Vitality: Activities/events on the street, liveliness!
- Cultural Identity, History: Tell the story - such a rich complicated fascinating Intersection of past and future, indigenous and those who came to settle, also geological stories of glaciers, salmon etc. Really interesting to visitors and vital for residents to know.
- Culture: City Museum had developed, with Marc Whitman, a walking tour of the original shoreline of Juneau. A starting place for good cultural introduction.
- JACC: We don't need a new JACC. It's very expensive and we have other priorities for that money. I'm a huge supporter of the arts (having appeared in to plays and a choir concert in the last year) but lack of facilities is not the main barrier to more arts in town.
- Transportation, Parking, Sustainability: To have better sustainability for transportation to and from and within downtown. We have too many parking issues and too much valuable space downtown taken up by parking. Also the carbon footprint of all those cars is high. It is much easier to electrify 5 buses then to electrify 100 cars. How can we incentivize our citizens to ride the bus to the State Office Building (and other places downtown)?
- Facilities: We need a Centennial Hall remodel.
- Design: Provide artistic integrated design, do it well.
- Sustainability: Insure development that lowers the carbon footprint.
- Pedestrian, Walkability: Build the next piece of boardwalk on Heat Street
- Cultural Identity, History: Incorporate Tlingit & Haida culture.
- Pedestrian Connections: Creating links between the different unique spaces in Juneau both cultural recreational etc.
- Cultural Identity, History: Decolonize our history – utilize the oral history project to talk about the Native Alaskan history of the area.
- Pedestrian Connections: Figuring out a way to connect core downtown-seawalk- Franklin Street etc. with this art/culture district.
- Business Vitality: Come up with a multi-use idea that will serve year-round businesses and public in the soon-to-be-demolished DPS Building.
- Pedestrian, Walkability: Benches.
- Design: Provide cultural and architectural integrity.
- Surface Parking: Get state to rebuild state office building parking garage and add two floors to free up land around Centennial Hall.
- Housing: Need more housing downtown. All types. More. The area needs people living in it.
- Gateway: Let's make the JD bridge the gateway not Whittier Street.

# APPENDIX E

## Blue Print Downtown Visioning Report

---

- Business Vitality: Create small opportunities: like shops, artist galleries, designers, whatever. If you must have \$15 million to do something here, nothing will happen for the next decade.
- Business Vitality: build on the success of the Seongs/Coppa/Salt Cave building between and among the monoliths.
- JACC: Build the New JACC
- Business vitality, Waterfront appearance: Improve the use and appearance of the waterfront. Finish the seawalk, consolidate the industrial equipment (tanks, vans, junk). Crab Shack - really??
- Pedestrian, Pocket Parks: More pedestrian connections and small park areas.
- Pedestrian, Transportation: Focus on pedestrian, bicycle, electric vehicle charging, decreased parking garages, increase transit for state and feds.
- Sustainability: Develop/build own alternative energy (tidal wave)?
- Sustainability: Build electric light rail.
- Sustainability: Install electric chargers for electric vehicles.
- Housing: More housing and incentives to fix up historic or even "charming" houses with character.
- Housing: Diverse residential development and density.
- Transportation: Provide public transit nodes, time to transfers.
- Transportation, Parking: Replace fed/ state/CBJ parking in the contract with option for using public transit, maybe increased pay.

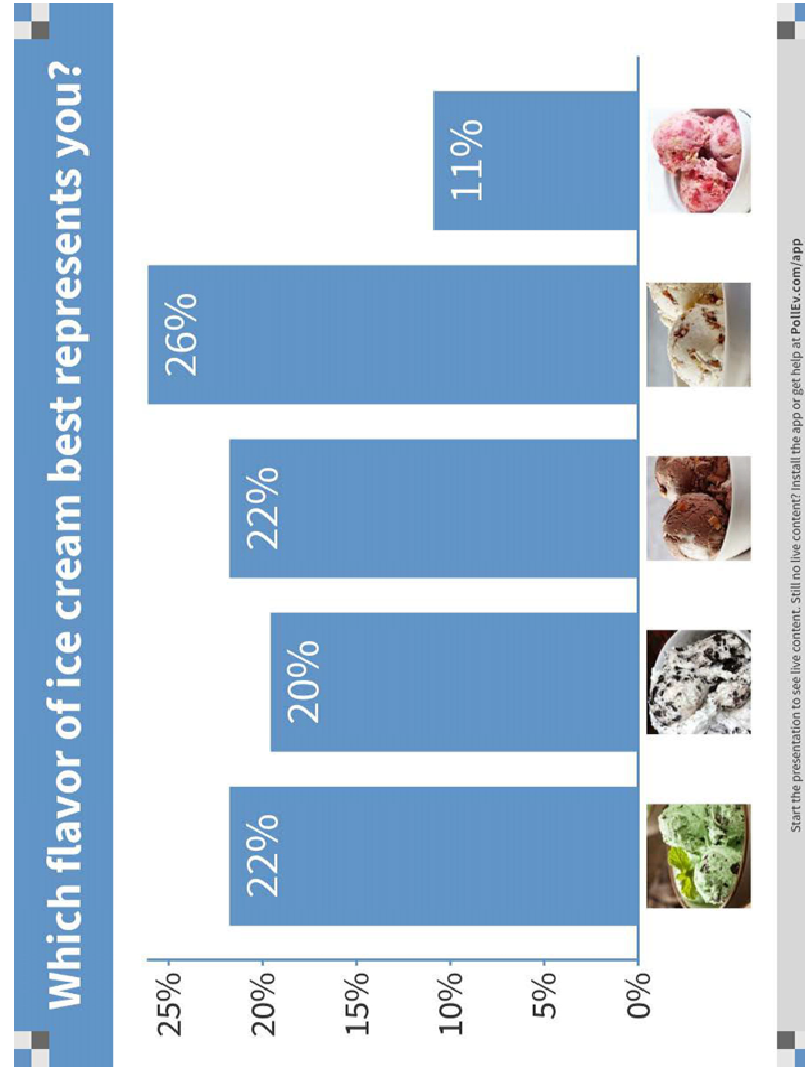
## Appendix F.

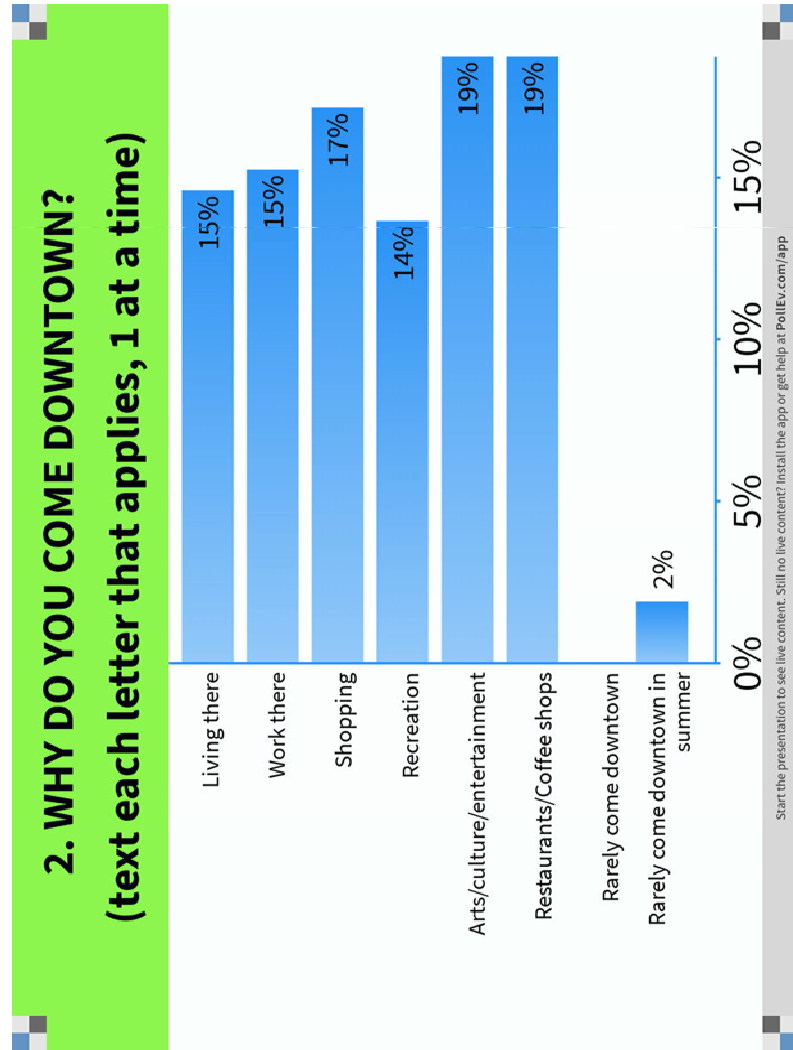
F







































































# APPENDIX G

## Tax Incentives and Grant Opportunities



30 September 2019

NorthWind Architects has compiled the following information for business owners on the tax incentives and grant opportunities available to historic buildings listed on the National Register of Historic Places with the U.S. National Park Service. To be eligible for the Register the property has to be historically significant and generally built more than 50 years ago. According to the National Park Service, the Criteria for Evaluation is as follows:

The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

- A. That are associated with events that have made a significant contribution to the broad patterns of our history; or
- B. That are associated with the lives of significant persons in our past; or
- C. That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- D. That have yielded or may be likely to yield, information important in history or prehistory.

### Criteria Considerations

Ordinarily cemeteries, birthplaces, graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, properties primarily commemorative in nature, and properties that have achieved significance within the past 50 years shall not be considered eligible for the National Register. However, such properties will qualify if they are integral parts of districts that do meet the criteria or if they fall within the following categories:

- a. A religious property deriving primary significance from architectural or artistic distinction or historical importance; or
- b. A building or structure removed from its original location but which is primarily significant for architectural value, or which is the surviving structure most importantly associated with a historic person or event; or
- c. A birthplace or grave of a historical figure of outstanding importance if there is no appropriate site or building associated with his or her productive life; or



d. A cemetery that derives its primary importance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events; or

e. A reconstructed building when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other building or structure with the same association has survived; or

f. A property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own exceptional significance; or

g. A property achieving significance within the past 50 years if it is of exceptional importance.

Once the property is listed on the National Register due to the historic, architectural, or archeological significance, the building owner has many different avenues of funding for historic preservation projects, listed in the attached document. The building owners are not prohibited from changing the building once on the National Register, and if the historic building is altered it can always be removed from the Register. Listing the property does not lead to public acquisition and the property owner has no obligation to restore, and there are many benefits of listing a property. Documentation of the historic property goes into the National Park Service national database, which is searchable and online. NorthWind Architects can provide services to property owners including:

- National Register nominations
- Determination of Eligibility (DOE)
- Communication with the State Historic Preservation Office (SHPO)
- Write historic preservation grants
- Assistance with the section 106 process
- Preparing a condition assessment documenting the building
- Recommendations on preservation, rehabilitation, restoration and reconstruction of a historic property
- Assistance in navigating the Interior Standard's for the Treatment of Historic Buildings and the Preservation Brief's pertaining to particular building materials published by the National Park Service

NorthWind Architects has years of experience in historic preservation work throughout the State of Alaska and a staff person with a master's degree in the Conservation of Historic Buildings from the University of Bath. Proper documentation of Historic Properties maintains that future generations will have access to information about our communities, and there are many cultural, economic, social, and educational benefits. Engagement with the State Historic Preservation Office in the initial stages of any historic preservation project is key for a project to be successful, and NorthWind has an excellent relationship with the State of Alaska's Department of Archeology. Please let us know if you have any questions about the following information on grants and historic tax credits.

Sean M Boily AIA  
Principal Architect

James Bibb AIA  
Principal Architect

E David Hurley III AIA  
Principal Architect

126 Seward Street  
Juneau, AK 99801

p.907.586.6150  
f.907.586.6181

126 Seward Street  
Juneau, AK 99801

p.907.586.6150  
f.907.586.6181

# APPENDIX G

## Tax Incentives and Grant Opportunities

### NorthWind Architects, LLC

#### Tax Incentives and Grant Opportunities

Historic buildings are inherently valuable to the community by defining the City and Borough of Juneau's authenticity, diversity in development periods and accomplishments, and unique place in American history. Studies on historic preservation show that home values within historic districts rise more quickly than comparable areas, rehabilitation offers a high return on investment, and place-based economic development is provided through heritage tourism. Juneau is one of 14 Certified Local Governments (CLG) and because of that distinction CBJ can apply for federal historic preservation funds, can participate in National Register of Historic Places, and receive state and national grants for historic preservation work under the Secretary of the Interior's Standards for Rehabilitation. Juneau is also the only Alaskan city involved with the Main Street America program, which according to their literature is "one of the most powerful economic revitalization tools in the nation." Over a thousand programs are available to the Main Street communities that help improve local economies and businesses. Historic properties in Juneau are eligible for many avenues of funding for preservation projects, and NorthWind has collected a list for property owners.

#### Tax Incentives

The Historic Tax Credit program gives a 20% credit to owners who rehabilitate a certified historic building in accordance with the Secretary of the Interior's Standards for Rehabilitation. A tax credit differs from an income tax deduction, because a dollar of tax credit reduces the amount of income tax owed. A dollar of tax credit reduces the amount of income tax owed by one dollar. For example, 20% of a \$75,000 rehabilitation that follows the Standards = \$15,000 in federal tax credits. The credit is claimed beginning the year the rehabilitation is completed but must be spread out over a 5-year period at a rate of 20% per year. There is a four-step process to receiving the credits.

Step 1: Determine if the building is listed individually in the National Register of Historic Places or certify that the building is a contributing building to a National Register listed historic district, or that the building is eligible for listing in National Register individually or as part of a potential historic district. If the building is not yet on National Register, it must be formally listed before you can claim the credit at the end of the project.

Step 2: Determine that the property will be used as an income producing property for five years, such as a hotel, office, retail, restaurant, bar, rental residential, etc. (Owner occupied residential properties do not apply.)

Step 3: Determine if the project is substantial. This means the amount spent on "Qualified Rehabilitation Expenditures" (QREs) must equal or be greater than the "Adjusted Basis" value of the property. Qualified Rehabilitation Expenditures (QREs) can be soft or hard project development costs, and not necessarily reserved for historic character defining features of a property.

126 Seward Street  
Juneau, AK 99801  
p.907.586.6150  
f.907.586.6181

### NorthWind Architects, LLC

Examples of qualifying cost are:

- repairing/upgrading windows
- façade improvements
- refinishing floors, handrails, etc.
- repairing or replacing roofs
- compatible new kitchens & baths
- reversing incompatible remodels
- repointing masonry
- reconstructing historic porches
- new furnace, A/C, boiler, etc.
- new floor and wall coverings
- electrical upgrades
- necessary architectural, engineering, and permit fees
- plumbing repairs and fixtures

Examples of non-qualifying cost are:

- Demolition costs
- Decks/porches not part of original building
- Signage
- Carpeting
- Cabinets

The purchase price of the building, site work (landscaping, sidewalks, fences, driveways, etc.), new additions, work on outbuildings, and the purchase of moveable furnishings or equipment (window coverings, refrigerators, etc.) also do not qualify for the credit. The Adjusted Basis value is an IRS term to determine the "value" of a historic property using this basic formula:

$A - B - C + D = \text{adjusted basis}$ , whereas:

A = purchase price of the property (building and land)

B = cost of land at time of purchase

C = depreciation taken for an income-producing property

D = cost of any capital improvements made since purchase

Step 4: Determine that rehabilitation work done to the Secretary of the Interior's Standards for Rehabilitation. The standards are as follows:

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.

126 Seward Street  
Juneau, AK 99801  
p.907.586.6150  
f.907.586.6181

# APPENDIX G

## Tax Incentives and Grant Opportunities

**NorthWind**  
Architects, LLC

6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
8. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

The tax incentive program is administered by the National Park Service (NPS), Internal Revenue Service and State Historic Preservation Office (SHPO). The SHPO and NPS strongly recommend that you submit an application before starting work. Any work you begin without prior NPS approval is done at your own risk. Once you have begun work, changes to bring the project into conformance with the Secretary of the Interior's Standards for Rehabilitation can be difficult, expensive, or occasionally impossible to make.

If a property owner receives the tax credit and alters the work that was certified by the parties involved, sells the building, or if a partner's interest is reduced, the IRS will move to recapture a percentage of that rehabilitation tax credit if done within five years of receiving the tax credit.

The application is broken into three parts:

- Part 1: Evaluation of the building's significance through documentation presented
- Part 2: Description of rehabilitation and how it adheres to the standards
- Part 3: Request for certification of completed work through documentation presented. After NPS finds the project has proven to meet standards, it is a "certified rehabilitation."

### Grant Opportunities

The State of Alaska Office of History and Archeology has two different grant opportunities available for historic preservation work. The first is a Certified Local Government Grant in which a Certified Local Government (CLG) can apply for a grant up to \$25,000, and it must be matched 40% in funds or contributive services. Alaska has 14 CLGs (City of Ketchikan, City and Borough of Sitka, City and Borough of Juneau, City of Cordova, City of Seward, City of Kenai, Municipality of Anchorage, Matanuska-Susitna Borough, City of

126 Seward Street  
Juneau, AK 99801  
p.907.586.6150  
f.907.586.6181

**NorthWind**  
Architects, LLC

Fairbanks, Fairbanks NorthStar Borough, North Slope Borough, City of Nome, City of Dillingham, and City of Unalaska).  
Qualified projects include:

- Preparing documentation for the National Register of Historic Places
- Surveying and inventorying historic and archaeological resources
- Preparing preservation plans
- Developing local design guidelines
- Preparing historic structures reports
- Writing or amending preservation ordinances
- Testing archaeological sites to determine their significance
- Developing public education preservation programs
- Preparing exhibits and brochures about historic resources and the activities of the historic preservation commission
- Holding special events to educate the public about local history, resources, and historic preservation
- Developing local designation programs
- Rehabilitating a building listed in the National Register of Historic Places

The second grant is a Historic Preservation Fund Pre-Development/Development Grant to which the owners of properties listed in the National Register of Historic places can apply for funds for pre-development (i.e. planning studies, historic structures reports, architectural drawings) and development work (actual bricks and mortar work). The work must follow the Secretary of Interior's Standards for Treatment of Historic Properties. The owners of properties that receive development money must agree to a covenant to not knowingly destroy the historic character of the property and work with the SHPO on any proposed changes to the property for up to 10 years depending on the size of the grant. The grant awarded can be up to \$25,000. It must be matched with funds or contributive services. Contributive services can be hours of labor donated, personal services, or use of equipment.

CLG grants are typically awarded twice a year. Historic Preservation Fund grants are announced when funding is available.

The State of Alaska does have one more grant opportunity commemorating anniversaries of significant events in Alaskan History. The Alaska Historical Commission may have grants available for matching funds to plan and prepare for Alaska anniversary commemorations that contribute to understanding the history and significance of the Alaskan event to be commemorated.

The Save America's Treasures Grant is available through the National Park Service and the grants are awarded through a competitive process, require dollar for dollar non-federal match and can be cash or documented in kind. The City and Borough of Juneau would need to apply on the building owner's behalf. In 2018, projects were awarded up to \$500,000 for restoration work.

The Historic Revitalization Subgrant Program is a new historic preservation fund grant that supports the rehabilitation of historic properties and fosters economic

126 Seward Street  
Juneau, AK 99801  
p.907.586.6150  
f.907.586.6181

# APPENDIX G

## Tax Incentives and Grant Opportunities

### NorthWind Architects, LLC

development in rural communities. To be eligible for this grant the certified local government of Juneau could apply, and Juneau is considered rural under the area definitions of the Bureau of the Census because our population is less than 50,000 people. Grants are available between \$100,000 and \$750,000, and do not need to be matched dollar per dollar but providing matched funding will be considered in the application scoring process.

The Alaska Association for Historic Preservation awards ten most endangered properties preservation grants a year. These grants are available to properties that have been nominated and listed on their 10 Most Endangered Properties list the previous spring. Properties need to assist tourism, economic development and the cultural heritage of Alaska.

Juneau became a Main Street Community in April of 2019. The Main Street Program is intended to rejuvenate older, downtown business districts while retaining the character of the neighborhood. Small communities of less than 50,000 and are Main Street communities are eligible. The funds can be used to build new affordable housing or reconfigure obsolete commercial space into affordable housing units. The units have to be initially rented to qualified low income applicants, but after the initial tenant has moved out the space can be rented for market value. The grants are typically \$500,000 but can be up to \$1,000,000. Another opportunity available to Main Street communities is the Façade Improvement Program in which a property owner can borrow up to 10,000 dollars on a 0% interest loan for 3 years for façade improvement including replacing façade materials, improving signage, cleaning façade, and making the building handicap accessible.

Another loan available to facilitate preservation work is the 203(K) Rehabilitation Mortgage Insurance, and is available to mixed use properties and dwelling units. It can be used to purchase, maintain or prepare the property for market. Eligible improvements include plumbing, electrical, roofing, structural work, etc. Although NorthWind can't facilitate this preservation alternative, property owners should know of all avenues in which to secure funding for their projects.

#### Summary

| Grants  | Applicant     | Amount/Matched?   | Due date       |
|---|---------------|-------------------|----------------|
| <u>Federal</u>  |               |                   |                |
| Save America's Treasures Grant                          | CLG, Juneau   | \$125K- 500K Y    | December       |
| Historic Revitalization Subgrant Program                | CLG, Juneau   | \$100K-\$750K N   | March          |
| Main Street Program                                     | CLG, Juneau   | \$1,000,000 Y 5%  | July           |
| <u>State</u>  |               |                   |                |
| Certified Local Government Grant                        | CLG, Juneau   | \$25,000 Y 40%    | TBD            |
| Historic Preservation Fund Development Grant            | Owner         | \$25,000 Y 50%    | TBD            |
| <u>Private</u>  |               |                   |                |
| National Trust for Historic Preservation                | CLG, Main St. | \$2,500-5K Y      | Feb, June, Oct |
| Ten Most Endangered Properties                          | Owner         | \$3,000           | October        |
| <u>Loans</u>  |               |                   |                |
| Main Street Historic Commercial District Revolving Fund | Owner         | 4,000-10,000 Y    | September      |
| Rehabilitation Mortgage Insurance Program               | Owner         | FHA 203k Loan +5k | N/A            |

126 Seward Street  
Juneau, AK 99801  
p.907.586.6150  
f.907.586.6181

# APPENDIX H

## JEDC CBJ FY2020 Report on Activities



### Juneau Economic Development Council Fiscal Year 2021 Report for the Operating Grant from the CBJ July 1, 2020 to June 30, 2021



Fiscal Year 2021 Report for the JEDC Operating Grant from CBJ  
Page 1

Juneau Economic Development Council

### Fiscal Year 2021 Report for the JEDC Operating Grant from CBJ July 1, 2020 to June 30, 2021

#### Financial Summary

The Juneau Economic Development Council's mission is to foster a healthy and sustainable economic climate in Juneau and throughout Southeast Alaska. JEDC's work plan stems from annual priorities set by the JEDC Board in alignment with the Juneau Economic Plan and any special initiatives identified by the Assembly/Manager's Office directed to JEDC.

The five areas of focus established by JEDC's board are as follows:

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

Below is a summary of JEDC's expenditures by goal for FY21, supported by funds from the CBJ and other resources. In response to the COVID-19 pandemic, JEDC Board requested a lower amount be awarded to JEDC for FY21, of only \$325,000, versus the \$400,000 in the Manager's budget. Additionally, JEDC received \$10,000 to support the CBJ Juneau Coalition on Aging. Also, JEDC delivered significant amounts of COVID relief in the form of grants and we were paid for those efforts, which is included below.

|   | CBJ<br>Operating<br>Grant | Other<br>Resources  | Total<br>Expenditures |
|---|---------------------------|---------------------|-----------------------|
| <b>FY2021 Expenditures by Goal</b>          |                           |                     |                       |
| Help Make Juneau a Great (Capital) City     | \$ 51,000                 | \$ 132,158          | \$ 183,158            |
| Strengthen Key Regional Industries          | \$ 116,000                | \$ 109,708          | \$ 225,708            |
| Promote Entrepreneurship and Small Business | \$ 35,000                 | \$ 9,853            | \$ 44,853             |
| Develop Talent (Workforce)                  | \$ 65,000                 | \$ 86,133           | \$ 151,133            |
| Deliver Core Economic Development Services  | \$ 68,000                 | \$ 55,790           | \$ 123,790            |
| COVID Relief Programs                       | \$ -                      | \$ 1,245,765        | \$ 1,245,765          |
| <b>Total Resources Used</b>                 | <b>\$ 335,000</b>         | <b>\$ 1,639,407</b> | <b>\$ 1,974,407</b>   |

Fiscal Year 2021 Report for the JEDC Operating Grant from CBJ  
Page 2

June 30, 2021



# APPENDIX H

## JEDC CBJ FY2020 Report on Activities

### Extraordinary Year due to COVID19

The activities of the Juneau Economic Development Council were dramatically impacted in FY21 by COVID 19. In March of 2020, JEDC implemented an emergency loan program with funds from the CBJ. By July, JEDC was assisting CBJ implement federally funded grant programs under the CARES Act to assist businesses in Juneau adversely impacted by the COVID19 pandemic. In August of 2021, we were contracted by the State of Alaska to assist in the implementation of their statewide CARES Act funding business assistance program. JEDC hired fifty additional staff, mostly part-time and almost entirely remote, to deliver these programs. Within FY21 alone, JEDC delivered over \$100 million dollars to approximately 1,800 businesses throughout Alaska through the State CARES Act program, while simultaneously delivering CBJ business grant programs exceeding another \$10 million. JEDC directly assisted through grants and emergency loans approximately 500 businesses in Juneau in FY21.

This report touches on some of that work. However, it primarily captures all the other, more typical, work that JEDC managed to continue to conduct while responding to the extra-ordinary needs of the pandemic and taking on huge additional responsibilities to the best of our ability under emergency conditions.

The staff of JEDC worked extra-ordinarily hard, driven by the keen interest to help businesses survive the severe economic downturn. The Board of Directors of JEDC showed great courage to take on massive commitments for the good of fellow Alaskans.

### Program Narrative

JEDC's goals, strategies, activities, and initiatives for FY21, along with accomplishments, are described in the following pages.

### Contents

|  |    |
|--|----|
| • <b>Help Make Juneau a Great (Capital) City</b> .....   | 5  |
| Downtown Revitalization/Willoughby District .....  | 5  |
| Choose Juneau .....  | 6  |
| Housing.....   | 5  |
| Alaska Committee.....  | 8  |
| Juneau Commission on Aging .....   | 8  |
| • <b>Strengthen Key Regional Industries</b> .....  | 8  |
| Visitor Products.....  | 8  |
| Renewable Energy .....   | 10 |
| Research and Development .....   | 10 |
| Oceans Economy.....  | 10 |
| Maritime Festival .....  | 10 |
| Mining Service and Supply .....  | 11 |
| Arts/Creative Economy .....  | 11 |
| • <b>Develop Talent</b> .....  | 11 |
| Develop Future Workforce Through Skill Development in K-12 Science, Technology, Engineering and Mathematics (Stem) Education ..... | 11 |
| STEM.....  | 11 |
| Early Education .....  | 12 |
| University Education .....   | 13 |
| Business Education .....   | 13 |
| • <b>Promote Entrepreneurship and Small Business</b> .....   | 15 |
| Entrepreneurial Capacity.....  | 15 |
| Small Business Assistance .....  | 15 |
| Southeast Alaska Revolving Loan Funds .....  | 16 |
| • <b>Deliver Core Economic Development Services</b> .....  | 18 |
| General .....  | 18 |
| Innovation Summit.....   | 18 |
| Economic Research .....  | 19 |



# APPENDIX H

## JEDC CBJ FY2020 Report on Activities

### Help Make Juneau a Great (Capital) City

JEDC activities support the following Juneau Economic Plan initiative areas:

- Build the Senior Economy
- Enhance Essential Infrastructure
- Protect and Enhance Juneau's Role as Capital City
- Revitalize Downtown
- Promote Housing Affordability and Availability

#### JUNEAU COMMISSION ON AGING

Provide staff support to the Juneau Commission on Aging

- JEDC provided staff support to the Juneau Commission on Aging (JCOA) at all JCOA meetings, as well as subcommittee meetings. JEDC managed the minutes and agendas as well as content and speakers for meetings. JEDC was contracted to assist in completing the 2020 Senior Needs Survey and completed work in April 2021. The JCOA and JEDC presented their findings to the CBJ Assembly in May 2021.

**DOWNTOWN REVITALIZATION/WILLOUGHBY DISTRICT (Services to support DBA are compensated to JEDC by the DBA).**

Support DBA through contracted services, including accounting, map support, board support, promotion, and other activities.

- An annual downtown business map includes the location of DBA members, leading downtown visitors to shops, restaurants, and local services. The 2021 map is a limited production countertop map distributed downtown and throughout Juneau at member locations.
- DBA provides a quarterly update on KINY updating the community on downtown activities, advocating for downtown businesses, and encouraging a consistent visitor base to the downtown core.
- Staff created and produced a video that highlights the history of downtown business ownership. The video connects the audience with the people behind the business, their families, and their connection to Juneau.
- Light Up Juneau for the Holidays pilot program launched in December 2020. DBA organized three featured light installations, including a 20' tree on Front and Franklin. In addition, the association increased marketing efforts coordinating messaging with the Juneau Radio Center, JAHC, membership, and online marketing through social media messaging and advertising.
- DBA raised \$15,000 dollars to support the installation of 5,000 linear feet of lights. Building owners showed support for lighting up downtown through the wintertime.

Promote and develop downtown Juneau through collaboration with DBA on Main Street America Program



- In March 2019, Juneau became the first community in Alaska with a Main Street America accredited downtown.
- JEDC assisted DBA in applying for a 2021 Main Street Resiliency Grant. The grant offered to support downtown revitalization efforts through COVID-19 by supporting creative approaches that build up the businesses' community. JEDC applied for a grant of \$8,500 to better develop a community-wide loyalty and reward program called Local Frequency.
- DBA participated in the annual Main Street NOW Conference held virtually. Over 100 hours of content was available to the DBA, covering downtown revitalization, rural entrepreneurship incubators, using data to support development, and the role of place in supporting a small business. All conference content has been archived and will be accessible up to a year after the event.

Maintain attention on previously identified goals of downtown stakeholders: Improve the Built Environment; Circulate People more effectively to/from/through downtown; and Increase housing density. To the degree possible, support these goals through other agencies/organizations.

- The community umbrellas have been replenished, and distribution will be made in FY22.

#### CHOOSE JUNEAU

Maintain and manage a refreshed Choose Juneau campaign



- JEDC has shifted the main focus of Choose Juneau to Experience Juneau – Choose Juneau has been an effort to attract individuals to move to Juneau and make it their home. In contrast, Experience Juneau is an effort to attract remote workers and retired individuals to experience life here for an extended stay or "work-cation."
- Work-cations are opportunities to work remotely full time, explore Juneau on nights and weekends, stay approximately three weeks to three months. This enables visitors to 'experience' life as a local, engaging in local activities and supporting local businesses. It is longer than a vacation with no commitment to stay a trial run for living in Juneau.
- We hope this shift will attract visitors during the winter months and energize our off-season economy by filling empty vacation rental units, seasonally rented apartments, and houses.

# APPENDIX H

## JEDC CBJ FY2020 Report on Activities

- COVID-19 has impacted work across the world. 25-30% of workers will likely work remotely multiple days per week by the end of 2021. The median national remote job salary is currently \$66,000. Workers in large cities no longer need proximity to their work and are looking for outdoor opportunities.
- JEDC has met with CEOs and developers within the online vacation industry to find ways to streamline short term housing and transportation, is working with local businesses interested in expanding their off-season offerings, and is working with Alaska's Department of Labor and Workforce Development to ensure employees working remotely from Alaska can do so legally and easily.
- Experience Juneau aims to provide a welcome package including housing, transportation, shared workspaces, Local Frequency dollars, hiking trails guide, calendar of community events, and more!

### HOUSING

*Continue to communicate the need and opportunity for more housing investment in Juneau through presentations and social media, including the economic case for senior housing.*

- JEDC wrote a letter of support for the second phase of the Juneau Housing First Collaboratives' (JHFC) project, which would double the capacity of the Forget-Me-Not Manor.
- JEDC's Executive Director met with representatives of a potential assisted living facility investor, Bayshire, LLC.

*Drive growth in membership and organizational capacity within the Southeast Alaska Building Industry Association*



- JEDC administered the 2021 SEABIA election virtually due to COVID-19 in March 2021.
- JEDC continues to maintain SEABIA's website with updated membership.
- JEDC produces and distributes communications to members that include local, state, and national homebuilder association information.
- JEDC administered the 2021 SEABIA Scholarship for high school students pursuing further education at a two or four-year institution in a building-related program. The winner was chosen by the SEABIA Board during the May Board Meeting and publicly awarded later in May.

- JEDC administered the first annual Builder's Choice Awards for members of the public to nominate a licensed contractor they hired for a project in 2020. The two winners were

*Fiscal Year 2021 Report for the JEDC Operating Grant from CBI*

*June 30, 2021*

*Page 7*



Alan Wilson for Best Energy Efficient Retrofit Remodel and Joshua Campbell for Best Bathroom.

- There was no Home Show this year due to COVID-19. However, we are planning for a event in the Spring of 2022.

### ALASKA COMMITTEE

*Support Alaska Committee actions to support Juneau as a great capital city. Host meetings of the Alaska Committee at JEDC.*

- JEDC's Executive Director serves as a voting member of the Alaska Committee. JEDC hosted meetings of the Alaska Committee and participated in several activities online this year due to COVID-19.

*Present original research to Alaska Committee (and others) about needs/perceptions of Legislators and others doing government business in Juneau.*

- For the start of the 2021 legislative session, JEDC helped deliver 60+ welcome bags to the Legislature. JEDC added a Local Frequency "\$5 Local Dollars" as part of the Legislative Welcome basket.
- Presentations from 2020 reports:
  - 3/10 – JEDC's Executive Director presented at ASCE Juneau Branch Meeting.
  - 3/11 – JEDC's Executive Director presented at WLEAD (Alaska Communications Women's Leadership Series) monthly meeting.
  - 3/15 – Presentation to Juneau Community Foundation on Juneau's economy.
  - 3/18 – Presentation at Chamber Luncheon on youth investments, with representatives of PBS's Sesame Street!

### Strengthen Key Regional Industries

*JEDC activities support the following Juneau Economic Plan initiative areas*

- Build on our Strengths
- Recognize and Expand Juneau's Position as a Research Center

### VISITOR PRODUCTS (received supplemental funding)

*Support Visitor Products Cluster Working Group*

- The Visitor Products Cluster Working Group (VPCWG) has been strengthened by developing successful cooperation based on local relationships. Facilitating this group for its eleventh year, JEDC supported six Visitor Products Cluster Working Group meetings in

*Fiscal Year 2021 Report for the JEDC Operating Grant from CBI*

*June 30, 2021*

*Page 8*



# APPENDIX H

## JEDC CBJ FY2020 Report on Activities

Fiscal Year 2021. JEDC works with the group's co-chairs to set the agenda, arranges for guest speakers to provide updates, sends out Zoom meeting invitations and follow-up reminders, and hosts the meetings.

- **Increase Tourism Priority in National Forest Management:** The purpose of this initiative is to improve awareness and understanding among the public—including local, state, and federal officials—of the visitor and recreation industry's positive impact in local communities, its diverse assets, and the importance of the industry within the regional economy.
  - JEDC staff and a VPCWG subcommittee met with Regional Forester David Schmid and operators to draft and collect signatures for an open letter to Congress and Forest Service Leadership. This is an update to the 2018 open letter that spurred Senator Murkowski to invite initiative champion Dan Kirkwood to testify before the Senate Committee on Energy and Natural Resources in Washington, DC.
  - JEDC drafted a letter, implemented changes and suggestions from the group members and Co-Chairs, and sent the letter on behalf of VPCWG to the USFS. The letter advocated for changes to how Tongass National Forest permits are billed. Because of the group's advocacy, the USFS changed the billing structure so it is based on actual use. Previously, permits were billed in advance based on anticipated use. This shift allows businesses to move forward with operations this year without expending their limited cash flow prior to the season start and waiting to be refunded after the season.
  - JEDC staff facilitated signature collection for a letter requesting funds for recreation infrastructure from the State of Alaska.
- **Cultural Tourism Initiative:** The initiative's purpose is to better connect visitors to Alaska's Culture and to create networks allowing cultural leaders to be at the forefront of conversations about the tourism industry. JEDC staff and VPCWG co-chairs have met with individuals working in cultural tourism or "regenerative tourism" to understand previous efforts and fill in gaps as needed. We anticipate that creating cultural guides for non-native tourism industry workers may be a gap to fill. There is interest in connecting gift shops and tour operators with appropriate and relevant local cultural artists, storytellers, authors, etc.
- **Winter Tourism Product Development Initiative:** The goal of this initiative is to explore what tourism products could be offered and marketed in Juneau and Southeast from October through April. Building on previous conversations hosted by JEDC and Travel Juneau, JEDC hosted a virtual event on March 4 with business and community leaders to discuss what markets are most likely to come, overcoming roadblocks, and possible winter tour products.

### RENEWABLE ENERGY

- The strength of the Renewable Energy Cluster Working Group (RECWG) has been to provide education to the public on renewable energy applications and to provide a forum for community groups engaged in promoting the use of renewable energy to share

information. In FY21, JEDC released a survey to potential participants in the Renewable Energy Cluster Working Group to help us determine whether and how to restart the group.

- JEDC and SEABIA are coordinating with HeatSmart on an initiative to promote air source heat pumps in Juneau.
- Juneau School District is looking into the feasibility of electric buses. They are looking for partners in the community, including JEDC's Renewable Energy Cluster Working group, to provide support. The RECWG assisted the Juneau School District to be included in a grant application for electric buses for student transportation with partners throughout Alaska, coordinated by Alaska Energy Authority. The concept was approved, and a full proposal is being requested.
- JEDC's Executive Director wrote a letter of support for an FTA Low or No Emission grant for electric buses in Juneau.

### RESEARCH and DEVELOPMENT

*Support the Research and Development Cluster Working Group.*

- JEDC's Executive Director serves on the Alaska State Committee on Research (SCoR). JEDC organized the SCoR Alaska Innovators Hall of Fame awards at the 2021 Innovation Summit.

### OCEANS ECONOMY

*Position Juneau as at the center of a growing mariculture industry in Alaska.*

- JEDC continued to monitor the work of the Governor's Mariculture Taskforce. The JEDC Board has passed three resolutions supporting House Bill 41, Senate Bill 64, and House Bill 115, all related to updating mariculture regulations. JEDC's Executive Director sent letters of support to the Alaska State House of Representatives and Senators.

*In the absence of a more formal industry working group, identify and pursue issues to develop our oceans economy.*

- JEDC's Executive Director met with researchers from Norway and Alaska on an Alaska-Norway research initiative focused on the Blue Economy. JEDC is a partner in the AlaskaNor research project.
- JEDC provided a letter of support to the US OMB for a feasibility study requested by the Port of Juneau for a floating wave attenuator in Auke Bay.

### MARITIME FESTIVAL

# APPENDIX H

## JEDC CBJ FY2020 Report on Activities

*Execute the 11<sup>th</sup> Annual Juneau Maritime Festival, possibly in the Late Summer of 2021.*

- JEDC organized a Steering Committee for the 2021 Maritime Festival. The venue was the new deck space behind the seawalk, adjacent to the downtown library. This location gave enough space for social distancing in a prime waterfront space relevant to the maritime theme.
- The event took place on June 19, 2021, with approval from the CBJ EOC (Emergency Operations Committee). JEDC safely resumed this exciting annual event following a lapse in 2020 due to COVID-19.
- The event had more vendors than ever before and an estimated three thousand attendees who enjoyed performances, games, raffles, harbor cruises, and sunshine. As the first large community event following COVID-19 shutdowns, many vendors reported their appreciation of connecting to the community again.

### MINING SERVICE AND SUPPLY

*Refresh priorities/needs of the mining service sector.*

- JEDC's Executive Director attended regular statewide weekly Zoom meetings of the Alaska Miners Association (AMA).

### ARTS/CREATIVE ECONOMY

*Support implementation of the Any Given Child initiative to increase access to arts education experiences for Juneau's K-8 population.*

- JEDC's Executive Director participated in meetings of the Any Given Child Steering Committee.

### Develop Talent

*JEDC activities support the following Juneau Economic Plan initiative areas:*

- *Attract and Prepare the Next Generation Workforce.*

### DEVELOP FUTURE WORKFORCE THROUGH SKILL DEVELOPMENT IN K-12 SCIENCE, TECHNOLOGY, ENGINEERING, AND MATHEMATICS (STEM) EDUCATION FIRST IN ALASKA

*Fiscal Year 2021 Report for the JEDC Operating Grant from CBI*  
Page 11

June 30, 2021



*Oversee the FIRST in Alaska organization.*



- JEDC maintains the role of Affiliate Partner for For Inspiration & Recognition of Science & Technology (FIRST) in Alaska. This was a particularly challenging year with the pandemic. Registration worldwide was much lower, but FIRST in Alaska supported 13 FIRST Lego League (FLL) Explore teams (Kindergarten through Fourth Grade Students), 61 FLL Challenge teams (Fourth Grade through Eighth Grade Students), and 34 FIRST Tech Challenge teams (Seventh Grade through Twelfth Grade Students). Many of these are new teams, and we added an entirely new region of the state. Tournaments were postponed from Fall 2020 and converted to remote events in Spring 2021. The World Festivals for both 2020 and 2021 were canceled due to the pandemic.
- JEDC ran four statewide remote FIRST LEGO League Challenge qualifying tournaments and one State Championship, with GCI providing Microsoft Teams for the judging sessions. JEDC ran three statewide remote FIRST Tech Challenge qualifying tournaments and a State Championship using a FIRST-provided platform.
- JEDC teamed up with UAA's College of Engineering to use UAA's Remo platform to create an interactive experience for the teams, bringing UAF and UAS in for an opportunity to connect with high school students and families during the FTC Championship celebration.
- In Juneau, the maturity of FIRST programs continues to show results. This year, both comprehensive Juneau high schools placed exceptionally well at the FIRST Tech Challenge State Championships, and a team from Thunder Mountain High School was the first robotics team from Southeast to win the Inspire Award, being judged as the top overall team in the state. If the World Festival had not been canceled, they would be proudly representing us as Alaska's Inspire Award winner there.

### STEM

*Deliver high-quality STEM summer camp to Juneau youth.*

- In June through August of 2020, JEDC ran four small in-person camps to provide STEM camp opportunities to students while at the same time being extremely cautious about COVID-19 mitigation and keeping Juneau families safe. Camp started with only five students to ensure reasonable safety practices, then increased capacity to nine. Camps were focused on robotics and supplemented by other STEM activities, with two EV3 camps for grades 4-8 and one WeDo camp for grades 2-4. At the end of the summer, a camp was held for the Gruening Park Affordable Housing Community residents that included a mix of STEM activities for a wide range of ages.

*Fiscal Year 2021 Report for the JEDC Operating Grant from CBI*  
Page 12

June 30, 2021



# APPENDIX H

## JEDC CBJ FY2020 Report on Activities

---

- In addition to the in-person camp, JEDC ran one *Advanced @ Home Summer Camp*, allowing older elementary and middle school students to keep an EV3 robot kit at home for two weeks and use provided curriculum to explore other resources on their own, with office hours provided by our camp staff to help them along. This provided a good option for families that were not comfortable having students in a physical camp setting this summer.

### EARLY EDUCATION

*Support the Juneau ROCK Collective Impact Initiative.*

- JEDC hosted monthly meetings of the Juneau ROCK (Raising Our Children with Kindness) Collective Impact Initiative. ROCK Juneau supports investment in early education and youth development programming.

*Increase the number of children in Juneau with access to high-quality childcare, Pre-K, and other family support services.*

- JEDC partnered with the Southeast Alaska Association for the Education of Young Children to develop the annual Juneau Child Care by the Numbers infographic. The publications were completed in January 2021 included the effects of the COVID-19 pandemic.
- JEDC included a question on the effects of COVID-19 on childcare in the business setting. About 40% of businesses reported lack of childcare impacted their ability to operate.

### UNIVERSITY EDUCATION

- JEDC's Executive Director serves on the UAS Campus Council and attends regular monthly meetings.
- JEDC's Executive Director serves on and attends monthly meetings of the Southeast Steering Committee of "65% by 2025" – an effort to increase the number of Alaskans with college degrees or other credentials.
- JEDC's Executive Director serves on the advisory committee for the UAS Master of Public Administration Program.

### BUSINESS EDUCATION

*Increase classroom reach in FY21 with Junior Achievement Program.*

- The Junior Achievement program was not given in classrooms in Juneau this year due to the pandemic. JEDC sent out emails to JSD teachers offering a virtual option, however, no

teachers decided to implement the program. JEDC also sent fundraising emails in anticipation of in-person Junior Achievement programs being taught next year.

- JEDC hosted a booth at Junior Achievement's virtual career fair for students in March.

# APPENDIX H

## JEDC CBJ FY2020 Report on Activities

### Promote Entrepreneurship and Small Business

#### ENTREPRENEURIAL CAPACITY (received supplemental funding)

*Identify local "Angel" investors and business mentors and help connect to local entrepreneurs.*



• JEDC participated in weekly teleconferences to help develop the 2021 Alaska Angel Conference (AAC). The purpose of the AAC is to increase the number of angel investors in Alaska's statewide startup ecosystem by pairing experienced angel investors with novice investors and leading them through a structured 12-week process of identifying, filtering, selecting, and managing a group angel investment. Entrepreneurs apply to participate in the conference. In the process, the AAC helps nurture the companies and mentor the founders who apply for funding. The end goal is to award a \$100k+ investment to one of the startups that apply. JEDC participated in the event and the investment. The recipient of the investment funds was Webbs, founded by Britton Webb.

*Create networking opportunities for entrepreneurs, create more content for entrepreneurs in the Innovation Summit, and link entrepreneurs in Juneau to networks, programs, competitions, and resources across Alaska.*



- The Juneau Economic Development Council and the Juneau Chamber of Commerce sponsored the Pitch Contest at this year's Innovation Summit. Five entrepreneurs pitched their businesses in front of a panel of experienced judges and the ultimate panel: Innovation Summit attendees. Two entrepreneurs were from Whitehorse, YT, one from Homer, one from Anchorage, and one based throughout Alaska. Winners of the Pitch Contest received funds raised by audience voting and donation.
- To promote exposure for regional entrepreneurs, JEDC arranged virtual tours of seven manufacturing enterprises. The tours were available for Innovation Summit participants to watch and connect to the business owners.

#### Supporting Local Entrepreneurship

- JEDC activated the community around Global Entrepreneurship Week, taking place annually November 16-22. Staff coordinated with organizations statewide, including Alaska Tech Stars affiliates. Involvement in the event inspired and kicked off the "Capital City Behind the Business" video series.
- JEDC launched the "Capital City Behind the Business" video series in November 2020. This series highlights local entrepreneurs through filming three business profiles and building

Fiscal Year 2021 Report for the JEDC Operating Grant from CBJ  
Page 15

June 30, 2021



a library of interviews. JEDC releases one episode monthly to give insight to individuals interested in starting up a business in Juneau.

#### SMALL BUSINESS ASSISTANCE

*Introducing the Local Frequency.*



- JEDC, through a licensing agreement with Protegra, has brought the app *The Local Frequency* to Juneau! The Local Frequency is a mobile app that encourages customers to buy local first and keep dollars circulating in the local economy. It is a payment and loyalty program developed exclusively for local businesses.
- Buying local keeps money in Juneau. Local businesses keep 45-58% of earnings local compared to 13-33% for chain stores. Buying local stimulates Juneau's economy; each dollar spent at local businesses vs. chain stores stimulates 3x more local economic activity.
- COVID-19 has highlighted the importance of buying local. Business owners are our friends and neighbors. Supporting small businesses keeps the Juneau community alive.
- Juneau's Local Frequency region currently has fourteen (14) businesses and two onboarding.
- Local Change is an option for users to round up their spending to donate to local non-profits. Juneau's Local Change region currently has six local non-profits participating.

*Assist small businesses through a CBJ/CARES Act funded grant program to help them survive a summer cruise season canceled due to COVID-19.*

- In response to the COVID-19 pandemic, The City and Borough of Juneau (CBJ) allocated a total of \$14,000,000 in CARES Act funding to a Business Sustainability Grant (BSG) Program. The Juneau Economic Development Council was hired to administer Phases One, Two, and Three of the CBJ Business Sustainability Grant Program.
- In response to the COVID-19 pandemic, the City and Borough of Juneau (CBJ) allocated \$2,300,000 in CARES Act funding to an Extreme Hardship Grant Program for Juneau businesses. JEDC administered the Extreme Hardship Grant Program.
- In its role as grant administrator, JEDC oversaw the disbursement of \$13,388,261 to 443 unique Juneau businesses from June – December 2020 through the BSG.
- As grant administrator, JEDC oversaw the disbursement of \$2,300,000 to 92 unique Juneau businesses in December 2020 through the Extreme Hardship Grant program. Extreme Hardship grant criteria were designed to assist those businesses hit hardest by the ongoing COVID-19 pandemic.

#### CBJ COVID-19 EMERGENCY LOANS AND SOUTHEAST ALASKA REVOLVING LOAN FUNDS

Fiscal Year 2021 Report for the JEDC Operating Grant from CBJ  
Page 16

June 30, 2021



# APPENDIX H

## JEDC CBJ FY2020 Report on Activities

- JEDC has 135 active loans, 123 of which are CBJ COVID-19 Emergency Loans.
- Of the \$3,051,750 disbursed through the CBJ COVID-19 Emergency Loan Program, \$1,621,909 has been paid back, leaving \$1,429,841 in funds\* outstanding\*\* (\*Principal only, not including interest. \*\*As of June 30, 2021).
- The Childcare RLF program has one loan out of the total of 135. This loan represents \$37,182.98\* in capital (\*As of June 30, 2021).
- The Haines Revolving Loan program has one loan out of the total of 135. This loan represents \$107,867.08\* in capital (\*As of June 30, 2021).
- The USDA IRP Revolving Loan program has four loans out of the total of 135. These loans represent \$289,403.79\* in capital (\*As of June 30, 2021).
- The Juneau Revolving Loan program has six loans out of the total of 135. These loans represent \$660,382.57\* in capital (\*As of June 30, 2021).



### Deliver Core Economic Development Services

#### GENERAL

*Provide updates on the Juneau Economic Plan and JEDC activities to the CBJ Assembly.*

- JEDC provides updates as requested by CBJ.

*Represent JEDC in various forum/capacity.*

- JEDC facilitated a revival meeting for the Mendenhall Mall & Vintage Park community, helping focus the discussion on actionable steps for addressing crime and other shared problems in the area. As a product of these meetings, Vintage Park business owners are reestablishing an owner's association to facilitate future cooperation. Businesses are also working with Trail Mix to improve the path behind the businesses, which was identified as a shared problem area.
- JEDC's research team developed Economic Insights – a bi-weekly social media post series that gives the general public beneficial and relevant information on Juneau's economy.
- JEDC presented at the February Rotary Club Meeting, highlighting the upcoming Innovation Summit.
- JEDC collaborated with Yukon's Department of Economic Development to expand Canadian involvement with the 2021 virtual Innovation Summit.

#### INNOVATION SUMMIT

*Organize, Host and Deliver the 2021 Innovation Summit on April 7 through 9 – virtually!*

- The Innovation Summit is Alaska's premier innovation conference and gathering for professionals across all disciplines. This year the theme was **Localization in a Global Economy**, with perspectives from consumers, businesses, investors, and policymakers about why strong local economies are important. The Summit is a venue for professionals to learn from experts and each other through networking, talks, and experiences.
- This year JEDC hosted four Summit keynote speakers.
  - Kimber Lanning is an entrepreneur, business leader, and community development specialist who works to cultivate strong, self-reliant communities and inspire a higher quality of life for people across Arizona. She is the founder and CEO of Local First Arizona Foundation, a statewide leader in innovative local economy work. Since 2003, Kimber has worked to build stronger local economies that provide opportunities for all. Her keynote discussed "Living Locally within a Globalized Economy."



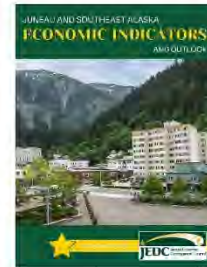
# APPENDIX H

## JEDC CBJ FY2020 Report on Activities

- Michael Schuman is a lawyer, economist, and author. He has written five books on community economics, including his most recent one, *Put Your Money Where Your Life Is*. He is the Director of Local Economy Programs for Neighborhood Associates and Adjunct Professor at Bard Business School in New York City. His keynote addressed "How to Jump-Start Your Post-COVID Economy with Local Investment."
- Jason Soza is a public procurement expert, change agent, visionary, and former Chief Procurement Officer for the State of Alaska. He helps state and local governments across the country make the most of their procurement functions by driving efficiencies, realizing savings, and meeting socioeconomic goals through their procurement function. His keynote unpacked "Keeping it Local: Procurement's Role & Best Practices in Government Spending."
- Kristen Barker is the Co-Founder of Co-op Cincy and 1worker1vote. She spoke about creating a vibrant small business community and economy that works for all by helping to develop and support a network of worker-owned cooperatives in Cincinnati. Her keynote introduced "Community Power & Co-Ops."
- The Innovation Summit also provided three Innovation Shorts sessions, giving 30 Summit participants the floor for 10-minute innovation updates. In celebration of National Poetry Month and understanding that innovation requires art and creativity, the Summit also included readings from three regional poets. Two panel discussions were held – one with university leaders: UAS Chancellor Karen Carey, UAF Chancellor Dan White, and Yukon University President Maggie Matear, and the other about ownership structures, which featured Kristen Barker from Co-Op Cincy, Marsh Skeele from Sitka Salmon Shares, and Wadood Ibrahim from Protegra, and Moderator Yaso Thiru from Alaska Pacific University. The Summit also hosted an Entrepreneur Pitch contest, the Alaska Innovators Hall of Fame induction ceremony, and many networking opportunities.
- One hundred ninety-five participants registered for the event in 2021, including 100 from Juneau, 28 from Anchorage, 14 from Fairbanks, and 17 from Canada.

### ECONOMIC RESEARCH

#### *Produce 2020 Economic Indicators Report*



- JEDC completed research and analysis for the 2020 Juneau and Southeast Alaska Economic Indicators Report during the summer of 2020 and published the final product available to the public online. This product provides a summary of the socioeconomic, demographic, and industry data impacting the economy of Juneau and Southeast Alaska and reports on employment, payroll, population, and cost of living information, contains overviews of the tourism, mining, seafood, and health care industries, and lists housing, transportation, business sales, student enrollment, and quality of life statistics. The publication can be found online at: <http://www.jedc.org/economic-indicators>.

- JEDC presented the findings of this research to the following organizations:

11/7 – CBJ Assembly Annual Retreat  
12/5 – Greater Juneau Chamber of Commerce Luncheon  
2/23 – Juneau Rotary Club Meeting  
3/10 – ASCE Juneau Branch Meeting  
3/15 – Juneau Community Foundation Board Meeting

#### *Provide monthly economic indicator for JEDC News.*

- Each month in JEDC News, a new indicator is shared with the 5,000+ newsletter recipients. These newsletters and indicators are available for reading after the initial email send out at <https://www.jedc.org/newsletters>.

#### *Provide current economic statistics for presence on radio, meetings of Partners in Economic Development and other community group meetings when invited.*

- JEDC provides economic statistics to the community during monthly radio interviews.
- JEDC secured a monthly slot on KINY Action Line with Pete Carran, giving updates on JEDC programs and Juneau's economy.
- JEDC secured a monthly slot on KTOO's A Juneau Afternoon, giving updates on JEDC programs and Juneau's economy.
- JEDC surveyed Juneau Businesses in September of 2020 to investigate the effects of the COVID-19 pandemic. The survey was available to businesses on the JEDC website and partner websites from September 10<sup>th</sup> – 30<sup>th</sup>. Two hundred forty-six businesses responded during the collection period.

# APPENDIX H

## JEDC CBJ FY2020 Report on Activities

---

- JEDC analyzed assistance programs available to individuals and households to identify what groups have been hit hardest by the COVID-19 pandemic and still have needs unmet by current assistance programs. The report and a short presentation of findings were given to the CBJ Assembly in late January.
- JEDC has started producing a series of Research Notes: easily digestible publications that provide a summary of current economic events or policies and their impact on Juneau's economy. Research Notes that have been produced:
  - Federal Individual Aid Estimate: An estimate of money going to Juneau citizens from the December 2020 Stimulus Bill and the 2021 American Rescue Plan.
  - American Rescue Plan Business Aid Estimate: An estimate of money headed to Juneau businesses from the 2021 American Rescue Plan and a few other funding sources.

*Provide updated economic figures on JEDC website.*

- JEDC maintains interactive charts and graphs on its website that give an annual snapshot of Juneau's economic indicators and historical trends. As new economic data becomes available, JEDC updates these charts and graphs to maintain this community resource for information on key economic indicators that affect jobs, income, and our community's general well-being. The web data is updated with current economic data as it becomes available.

*Gather data on trends in the local economy.*



- Every January, April, and July, JEDC researchers survey and compile price points on local goods and services for submission to the Council on Community and Economic Research's national Cost of Living Survey. The survey collects costs for 59 specific consumer items and classifies survey results in cost categories such as groceries, housing, utilities, transportation, health care, and miscellaneous goods and services. The data is then used to create the national Cost of Living Index. This tool provides a useful and reasonably accurate measure to compare cost of living differences among US cities.
- Cost data was collected in January, July and October of 2020, and January of 2021. The April collection period is currently underway.

# APPENDIX I

## DBA Main Street Report



### Downtown Juneau, AK

### Technical Assistance Visit Report

Oct 31- Nov. 2, 2016

Prepared by:

**Kathy La Plante**, Senior  
Program Officer and Director  
of Coordinating Program  
Services

**National Main Street Center**



## I. INTRODUCTION/BACKGROUND

The Juneau Downtown Business Association contracted with the National Main Street Center (NMSC) to provide a site visit to Juneau, AK. The visit included a tour of the district, media interviews, including two radio interviews, a visioning session, a workshop for businesses and a work plan work shop to begin the process of identifying the steps needed to implement some of the priorities determined at the Visioning session and to determine Juneau's interest and ability to hire a downtown director to manage a Main Street program.

The following report provides an overview of the Main Street America™ Program and how it is used to strengthen downtowns, a summary of observations from the visit and recommendations for moving forward with a more focused effort on downtown development, from Kathy La Plante, Director of Coordinating Program Services at the National Main Street Center.

## II. THE NATIONAL MAIN STREET CENTER

Over the past 35 years, the National Main Street Center has led the development of a national network of over 2,000 historic downtowns and neighborhood commercial districts – what we refer to as Main Streets – all united by these communities' tireless dedication to create vibrant, people-centered places to live, work, and play. The people who make up the Main Street network are passionate advocates, dedicated volunteers, influential stakeholders, and community organizers who work every day to turn the tide in their communities – catalyzing reinvestment, creating jobs, and fostering pride of place.

Main Street-style transformation is a combination of art and science: communities first need to learn about the local economy, its primary drivers, and its regional context (the science), but they also need to convey that special sense of place through storytelling, preserving the older and historic structures that set it apart, broad and inclusive civic engagement, and marketing (the art). To support this powerful network, the National Main Street Center has a revitalization framework – the Main Street Approach – that helps communities leverage both the art and science of downtown revitalization to create a better quality of life for all.

The Main Street Approach is most effective in places where community residents have a strong emotional, social, and civic connection and are motivated to get involved and make a difference. This approach works where existing assets – such as older and historic buildings and local independent businesses – can be leveraged. Throughout the country, both small-city downtowns and urban neighborhoods throughout the nation are renewing their community centers with Main Street methodology.

Ultimately, the result of these community-driven efforts are places with strong social cohesion and economic opportunity; they are places that support and sustain innovation and opportunity; places where people of diverse perspectives and backgrounds come together to shape the future.

### III. The Main Street Approach

#### A. Identify the Community Vision for Success

The Main Street Approach begins with creating a vision for success on Main Street. Main Street promotes a community-driven process that brings diverse stakeholders from all sectors together, inviting them to be proactive participants in the revitalization process. This essential step provides a foundation for outlining the community's own identity, expectations, and ideals while confirming real and perceived perceptions, needs and opportunities. It also ensures that the vision is a true reflection of the diversity of the community. Whatever the vision, the goal is holistic transformation of Main Street, accompanied by rigorous outcome measurement to demonstrate results.

#### B. Create Community Transformation Strategies

A vision of success alone is not enough. Communities must work together to identify key strategies, known as **Community Transformation Strategies** that will provide a clear sense of priorities and direction for the revitalization efforts. Typically, communities will address two to three Community Transformation Strategies that are needed to help reach a community vision. These strategies will focus on both long and short-term actions that will move a community closer to achieving its goals.

For example, if a Main Street decides that "aging in place" is a critical element of its community vision, the organization would develop a series of Community Transformation Strategies to help realize that vision. A short-term strategy could be to implement a special senior discount at cooperating businesses. A longer-term strategy could be to partner with other advocacy groups and the Department of Transportation to encourage Transit Oriented Development in the district.

Work on these strategies would align with the four key areas Main Streets have been using as a guiding framework for over 35 years: Economic Vitality, Promotion, Design, and Organization, known collectively as the Main Street Four Points.



3

#### Economic Vitality

Revitalizing a downtown district requires focusing on the underlying Economic Vitality of the district. This work is rooted in a commitment to making the most of a community's unique sense of place and existing historic assets, harnessing local economic opportunity and creating a supportive business environment for small business owners and the growing scores of entrepreneurs, innovators, and localists alike. With the nation-wide growing interest in living downtown, supporting downtown housing is also a key element of building Economic Vitality.

#### Promotion

Promoting Main Street takes many forms, but the ultimate goal is to position the downtown as the center of the community and the hub of economic activity, while creating a positive image that showcases a community's unique characteristics. This can be done through highlighting cultural traditions, celebrating and preserving important architecture and history, encouraging local businesses to market cooperatively, offering coordinated specials and sales, and hosting special events aimed at changing perceptions of the district and communicating to residents, investors, businesses, and property-owners that this place is special.

#### Design

A focus on Design supports a community's transformation by enhancing the physical elements of downtown while capitalizing on the unique assets that set the commercial district apart. Main Streets enhance their appeal to residents and visitors alike with attention to public space through the creation of pedestrian friendly streets, inclusion of public art in unexpected areas, visual merchandising, adaptive reuse of older and historic buildings, more efficiently-designed buildings, transit oriented development, and much more.

#### Organization

A strong organizational foundation is key for a sustainable Main Street revitalization effort. The focus is on ensuring that all organizational resources (partners, funding, volunteers, etc.) are mobilized to effectively implement the Community Transformation Strategies. Organization establishes consensus and cooperation by building partnerships among the various groups that have a stake in downtown. This will allow the Main Street revitalization program to provide effective, ongoing management and advocacy of the commercial district. Diverse groups from the public and private sectors (city, property owners, bankers, business owners, community leaders, and others) must work together to create and maintain a successful program.

### IV. Juneau's Downtown Observations

#### ASSETS

Downtown and community development success hinges on leveraging the assets of the city to create a destination, that separates the city from other competition, helps create a brand for a city, and helps guide further economic development. The NMSC observations about Juneau include:

- Juneau is unique in several ways, as the Capital City, its mining history, and that there is

4

# APPENDIX I

## DBA Main Street Report

- no road connection from the ALCAN to the city. Visitors must arrive by boat or air.
- The economy is tourist and government driven.
- The Downtown Business Association (DBA) and other organizations and businesses help host some very successful events in downtown.
- The natural setting of Juneau is outstanding with the mountains, ocean, a glacier and numerous outdoor activities for residents and visitors alike.
- The economy appears strong, even though there are seasonal economic changes that businesses adjust to.
- Downtown is made up of predominantly locally-owned businesses.
- Downtown's port welcomes tens of thousands of visitors by boat annually on large and smaller cruise ships.
- Government and tourism provide the greatest number of jobs in the city.
- The Alaskan is the state's oldest operating hotel.
- Based on the turnout at the Vision Session, there is great interest locally on building on downtown's success. The response of the to the survey and attendance at the visioning session proves that people are very interested in making things even better in downtown and Juneau.
- The DBA has a membership of approximately 100. Several events and activities are held annually, with assistance in part-time help of Dana Herndon, communications specialist from the Juneau Economic Development Council. There are additional events held by other organizations and businesses that also add to the promotional calendar for downtown. The DBA has a clear mission statement – which identifies supporting its businesses at its primary purpose.

### Our Mission:

*The purpose for which this Association is formed is to promote, foster, and encourage downtown businesses to act as an advocate on issues that affect downtown business. The DBA is the official marketing engine for downtown. The DBA understands that downtown Juneau is a great place to live, work, govern, recreate and that we are stronger together.*



*Our members and Board of Directors work with policymakers and downtown stakeholders to advocate for a climate where your business can thrive. With Downtown Revitalization efforts under way we strive toward a vision that Juneau residents utilize the downtown area as the primary year-round hub for living, leisure, government and business.*

- The community responded to a survey in advance of the NMSC visit and was asked what are the best assets of downtown. The following Word Cloud captures the most common responses. The top answers were: walkability, restaurants, scenery, local businesses, historic, and waterfront. Eight-three people participated in the survey.



### CHALLENGES

- The DBA is a volunteer-driven organization, with help available from Dana Herndon of the JEDC. Volunteers are donating a lot of time to the overall improvement and promotion of downtown but they are restricted in the number of projects that can be taken on due to limitations on resources (people and money). Some feel that the DBA may not be able to keep up the pace of its work, or to stimulate greater growth of the economy without creating a downtown management position.
- Funding for the position of a downtown manager is not currently available. A campaign to raise the funds would need to be conducted.
- The DBA has been promotionally focused and to also take on other broader economic development tasks may need additional skills from the board and any potential staff hired.
- There are some storefronts that are closed in the tourist off-season, making downtown look less than vibrant – and providing fewer reasons for people to come downtown.
- As cruise ships disembark, they first encounter businesses owned by the cruise lines, and then they make their way up into the heart of downtown Juneau. Attracting tourist to come all the way into downtown can be a challenge.
- Some people feel downtown is unsafe (with patrons from bars coming out on to the sidewalk - some smoking).
- Businesses felt a better connection should be made to residents throughout the area, that those in other neighborhoods don't feel compelled to shop downtown.
- Housing used by high-season workers is not available for housing during the off-season.
- Housing costs are high. There are spaces in downtown in upper stories that could be used for housing but is not. Costs, egress, and risk may be standing in the way of property owners doing upper story development.
- Residents and businesses were also asked what they felt the great liabilities are for downtown and the following Word Cloud shows their responses.

## Page 372



## 8

# APPENDIX I

## DBA Main Street Report

### SHORT-TERM STEPS

The DBA is the most likely partner to move the Main Street program initiative forward, though it will need strong partners like the city and JEDC to assist since the DBA is a volunteer-driven organization. There is an opportunity for the community (not just downtown businesses) to get more involved in the direction and development of downtown. Not just from a promotional perspective but from an economic development perspective – knowing that a healthy and successful downtown is a benefit to everyone living in Juneau. Thirty-three individuals signed up during the visioning session to get more involved by serving on a committee or downtown project.

- Ask the DBA if they wish to become the “Main Street” organization, or if a separate organization may need to be created. The DBA will play a critical role in either model (either as the lead organization, or perhaps becoming the Promotion Committee). Determine the new organization make-up. How will new board members be brought in that represent stakeholders from outside of downtown? The DBA can revise its bylaws which are already closely aligned with Main Street programming. Allowing community stakeholders, changing “memberships” to contributions or investors, organizing around the Four Points, etc. Some current board members may choose leave the board and take on a committee chair role to allow room for new board members.
- Review the proposed budget with the board (on the next pages). Make adjustments as the board chooses and that is appropriate for Juneau.
- Another option for the DBA is to set up a Main Street Task Force that would include some DBA board members with a majority of others serving to move this process forward. Who else should be involved? Below is a list of stakeholders in Juneau that could or should play a role in improving the downtown. Not all partners will participate in the same way, but they all need to be kept informed and asked to participate as they are able and that makes sense for the downtown. Some may serve in leadership roles, others might be funders, committee members, or volunteers. This list was compile through a survey in advance of the NMSC visit. The task force might decide that the DBA is part of the downtown effort but that a brand new organization should be formed. As noted above though, the DBA is the likely lead partner.



- Use the information from the NMSC site visit and visioning session to continue to build support and recruit new supporters. It can use that input as the message to potential

funders, sharing the scope of work – and hope for outcomes. 1) Put a poll on Facebook asking others if they agree to the outcomes reached by those who attended the visioning session. This will help gain more community participation, involvement and support. 2) Email everyone who attended to be sure they are Facebook followers and let them know that is where they will find updates on the projects they might be most interested in. 3) Invite them to join a committee, or attending a committee meeting to help plan a project or event. Keep them engaged and informed. 4) Have the committees development a list of projects they'd undertake IF funding were available so this can be used to approach the Assembly (and others) for funding.

- Prepare an information session and pitch for funding from the City Assembly. Municipalities across the country, typically contribute 30-50% of a total Main Street program operating budget, most often directed to the salary of the downtown director. Keep in mind the downtown director is doing work on behalf of the city – as an economic develop expert, and thus any funding should be seen an investment in the economic growth of the city and should not be looked at as money being spent on another nonprofit. Nationally, the average return on investment in Main Street programs is \$1 to \$30. Meaning that for every \$1 a city invests in a Main Street program, the return on invest by the private sector is \$30 – making the Main Street program one of, if not the best, economic development program in the country. Share this information and the history of the NMSC and results, so they connect financial support to a Return On Investment.
- Approach JEDC for their commitment of support. In kind support for administrative operation of the program is important too.
- A funding pitch to the city and other supporters is that Juneau could set the standard in the state for a successful downtown program – one to emulate.
- Put together a draft fundraising plan (the NMSC can assist with this) to support a budget for a full time downtown director. A budget of \$100,000 - \$200,000 would be appropriate for a city the size of Juneau. (A sample budget for \$150,000 is below.) Included in this plan would be methodology of how each potential funding groups. Keep in mind funding for a program should come from multiple sources, some in-kind but mainly in cash. As mentioned earlier cities are the largest funder, followed by corporations, downtown property and business owners, business located outside the district, residents, civic organization and residents. Fundraisers can also be held to complete the budget (dinners, auctions, special events that raise money, etc.). When asking for businesses or the city, county or state for funding, it is best to ask for multi-year pledges to save time with annual fundraising activities. Grants may also be part of the budget but they are usually for project specific activities and for the initial budget, raising the funds for the administrative operation of the program should be raised first.

# APPENDIX I

## DBA Main Street Report

Three – Year Proposed Budget

| Expenses  | 2017      | 2018      | 2019      |
|---|-----------|-----------|-----------|
| Salary  | \$55,000  | \$56,000  | \$58,000  |
| Benefits  | \$12,000  | \$12,500  | \$13,000  |
| Addl. Staff   | \$0       | \$5,000   | \$5,000   |
| Benefits  | \$0       | \$1,000   | \$1,000   |
| Travel  | \$10,000  | \$10,000  | \$10,000  |
| Professional Development  | \$2,000   | \$3,000   | \$3,000   |
| Rent  | \$9,000   | \$9,000   | \$9,000   |
| Equipment   | \$2,000   | \$1,000   | \$1,000   |
| Utilities   | \$1,500   | \$1,500   | \$1,500   |
| Professional Services (website, legal, accounting, consultants) | \$10,000  | \$10,500  | \$11,300  |
| Phone   | \$1,200   | \$1,200   | \$1,500   |
| Office Supplies   | \$3,000   | \$2,000   | \$2,000   |
| Postage   | \$500     | \$500     | \$500     |
| Printing/Copying  | \$3,000   | \$3,000   | \$4,000   |
| Insurance & Bonding   | \$1,000   | \$1,000   | \$1,200   |
| Membership Dues and Subscriptions                               | \$1,000   | \$1,000   | \$1,500   |
| Promotion Budget (DBA)  | \$18,000  | \$18,000  | \$18,000  |
| Design Committee (Infrastructure)                               | \$8,000   | \$8,000   | \$8,000   |
| Economic Vitality Committee (business development)              | \$5,000   | \$7,000   | \$7,000   |
| Organization Committee (Membership)                             | \$4,800   | \$4,800   | \$4,500   |
| Contingency   | \$3,000   | \$4,000   | \$4,000   |
| Other: Specify  |           |           |           |
| Total   | \$150,000 | \$160,000 | \$165,000 |

11

FUNDRAISING PLAN

|   | 2017             | 2018             | 2019             |
|---|------------------|------------------|------------------|
| <b>Total Income/Operating Budget</b>  | <b>\$150,000</b> | <b>\$160,000</b> | <b>\$165,000</b> |
| <b><u>Income Sources</u></b>  |                  |                  |                  |
| Municipal/County/State Support  | \$               | \$               | \$               |
| Economic Development Partners   | \$               | \$               | \$               |
| Downtown Businesses (members/partners/investors)  | \$               | \$               | \$               |
| Businesses Outside Downtown (industrial, retail, service)   | \$               | \$               | \$               |
| Residents (giving levels and local philanthropists)   | \$               | \$               | \$               |
| Civic Organizations (can include project support)   | \$               | \$               | \$               |
| Special Event Income (list events separately note the cost of the event and net proceeds, sponsorships) |                  |                  |                  |
| 1.  | \$               | \$               | \$               |
| 2.  | \$               | \$               | \$               |
| Fundraising Event Income (list events separately note The cost of the event and net proceeds)           |                  |                  |                  |
| 1.  | \$               | \$               | \$               |
| 2.  | \$               | \$               | \$               |
| Special Projects Fundraising  | \$               | \$               | \$               |
| Grants (specifically applied for grants not corp. donations)  | \$               | \$               | \$               |
| Merchandise Sales (not related to special events)   | \$               | \$               | \$               |
| Endowments/Planned Giving   | \$               | \$               | \$               |
| Special Assessment Districts (BID)  | \$               | \$               | \$               |
| Other (please note specifically)  | \$               | \$               | \$               |
| <b>Totals</b>   | <b>\$150,000</b> | <b>\$160,000</b> | <b>\$165,000</b> |

12

# APPENDIX I

## DBA Main Street Report

### HOW TO APPROACH FUNDRAISING

#### Income Sources

##### Municipal Contribution

###### *Planning Recommendations:*

1. Determine the timing for asking for money from the Assembly.
2. Prepare materials presented. Has the Main Street program been in good communication with municipal officials throughout the year? Do they understand that they are providing support to an economic development organization, not a charitable organization? Share the national results. Share with goals for the future of downtown.

|                |   |
|----------------|---|
| \$61.7 billion | Reinvestment in physical improvements   |
| 120,510        | Net new businesses created  |
| 528,557        | Net new jobs created  |
| 251,838        | Buildings rehabilitated   |
| \$26.52        | Dollars invested in physical improvements for every dollar invested in program administration |
| 2,000+         | Number of Main Street program designated through 2016   |
3. What is the "Value" you bring to the City? Share with them your top concerns about downtown: housing, rehabbing buildings, making downtown more vibrant year round, more pedestrian friendly, and addressing parking concerns.
4. Include in the pitch to the Assembly that Juneau could be the standardbearer of the Main Street program in Alaska.
5. Share the "Benefits of Main Street" list so the Assembly understands that the city is the greatest benefactor of a successful Main Street program through job creation, business success, property value increases, creating a healthier city, providing greater shopping options, helping support nonprofits and schools in the community, etc.
6. Make sure the Assembly understands the ongoing need for downtown management and promotion. Cities fund Main Street programs on an ongoing basis and your expectation should be that they will continue to fund a Main Street program.
7. Leverage the funding from the private sector. If in your funding request to the Assembly inform them that the plan is to raise at least double their contribution so their investment will level private support.
8. Track any in-kind support they have provided or will provide in the future. In-kind support is needed as well and they should be recognized for past support too. Plan recognition of the Assembly's contribution (especially volunteers from the City and in-kind support).
9. Is there a possibility of County and/or State funding, for the capital city?

##### Annual Pledge Drive

There are new funders that can be approached in this category and the DBA will have to determine whether sticking with set membership dues works, or if businesses could be asked to pay at levels that differ, based on the business' means. Who should be solicited?

- Downtown Businesses (retail, service, and professional businesses)
- Businesses Outside of the Downtown but in the city (industrial, retail, service, professional)
- Residents (giving levels and local philanthropists) – Friends of Downtown
- Civic Organizations

- Business located outside of downtown or the city, but that make money from downtown businesses (trash haulers, restaurant wholesalers, uniform and carpet runner cleaners, office supply providers, etc.)

###### *Planning Recommendations:*

1. Be sure 100% of the Board has made a contribution/investment to Main Street. Set the goal for the total annual pledge drive as part of the fundraising plan). Ask people to commit to a three-year pledge so that invoice can just be sent. This alleviates the annual need to do major funding campaigns. After three years, ask for an increase to help cover cost increases. What percentage of your budget will come from the annual pledge drive?
2. Develop target list of new contributors/investors. Brainstorm those businesses not in Downtown, but making money in Downtown (trash haulers, food suppliers, food wholesalers). Make peer-to-peer contacts. Ask for multi-year pledges. Stand out on "Main Street" and make a list of commercial vehicles making deliveries in downtown, or ask businesses who their suppliers are.
3. Select a desired contribution for each new contributor.
4. Develop solicitation materials. There are sample fundraising letters in the Solution Center on the NMSC website. Personalize them.
5. Plan for person-to-person follow-ups with business contacts.
6. With residential solicitations, "Friends of Downtown", make it worth Main Street's effort and have a minimum contribution at \$25 or \$35 per year.
7. Determine the timetable for the drive. Make sure it fits within the other funding efforts of the organization and does not conflict with other drives in the community.
8. Plan recognition of every contribution.
9. Be sure to bill annually and on time.
10. Consider the option of allowing quarterly payments for larger pledges.
11. Consider asking "Friends of Downtown" to give more than once a year. At Valentine's Day for example, send a note that says if you love downtown, consider an additional gift. At Thanksgiving, send a note that says if you are thankful for all that has improved in downtown, consider them

##### Grants

This is an important category for many downtown, but often without a staff member to write applications, grant opportunities are lost. If there is an individual in Juneau who is a good grant writer, see if they will volunteer to help.

###### *Planning Recommendations:*

1. Main Street programs have been successful getting grants from some sources, such as Charitable Foundation's, State Council on the Arts, and the Department of Agriculture (Farmer's Markets), or Tourism Offices.
2. Federal funds may be available from D.O.T. Transportation Enhancement Funds, Rural Development, EDA, USDA, etc.
3. Develop an annual timeline for grant application deadlines. Fit in work plan.
4. Find someone skilled in writing grant applications.

##### Merchandise Sales

For Juneau, this category is likely not a lucrative one, since Juneau has a lot of shops that sell the kind of merchandise that Main Street programs sell; coffee mugs, T-shirts, umbrellas, (all with the downtown logo on them). But there may be opportunities to sell merchandise at special events, or as a special fundraiser, like a downtown Christmas ornament, Juneau-opoly game, etc. there is a capital outlay in

# APPENDIX I

## DBA Main Street Report

making money off merchandise, and payoff of selling goods comes later.

### Planning Recommendations:

1. If the location of the Main Street office provides a storefront display window, selling merchandise can be successful.
2. Identify all items that the program will make money on for the organization. This may include annual holiday ornaments or everyday merchandise for sale.
3. If expanding into this area for funds, consider the initial investment by the program to acquire the goods. Return on merchandise sales is not immediate.
4. Merchandise for special events – sponsors may be found. Do not solicit sponsors for this during your annual pledge drive, when you may be asking for this business to contribute.
5. If Downtown Juneau merchandise is offered, ask businesses if they would like to sell it, for a portion of the proceeds.
6. Merchandise can also be used to reward good volunteers.

### Special Events or Special Projects Fundraising

#### Planning Recommendations:

1. With a number of downtown events, sponsors are needed, but try to approach them just once a year. This probably won't happen until there is a fulltime downtown executive director, but should be goal for the organization. Coordinate the entire year's calendar for sponsorship. Who will be contacted and what amount will they be asked to pay for sponsorship? Keep in mind that money raised during the annual pledge drive comes from the "charitable" side and money to sponsor events comes from a "marketing" pot of money.
2. Strive to have any events break even or make money for the organization. The Marketing team or planning committees should look at each event and ask how it might generate funds, especially when there are cruise ship visitors.
3. Have each committee, with special projects or special events, note the businesses they would like to solicit as sponsors. Make sure there is a plan so that businesses know what kind of recognition they will receive.
4. Build an administrative fee into all sponsorships. Many businesses have indicated they no longer want to support the administrative operation of Main Street programs, but will sponsor projects that their name will be on. For example, if a business is asked to sponsor Main Street's newsletter, their fee should not just cover the amount of postage and printing. Add a fee that will include staff time to complete this project. Building in an administrative fee to each and every project will help close the gap on the administrative budget.
5. Review each event or projects as soon as it is complete and access new ways to increase sponsorships and fundraising for the following year.
6. Offer special perks for sponsors, VIP parking, bathroom facilities, T-shirts for their employees, masters of ceremony or award presentations and photo-ops.

### OTHER SHORT-TERM PROJECTS

The community and all stakeholders will be looking for continued progress in downtown to stay involved and to provide financial assistance. Small visible projects help assure everyone that progress is happening. These projects can be completed with 6 months in addition to the organization recommendations above, and are projects underway or that were suggested during the visit.

| Initiative   | Lead Committee  | Membership Role  | Infrastructure Role  | Marketing   |
|--|---|--|--|---|
| First Fridays  | Membership<br><br>Admin Role: help design poster; communicate to membership; coordinate media     | work with the JAHC and pair artists that want wall space with downtown shops; work with restaurants to coordinate specials for first Friday. | work with Parks & Rec to make parking in the garages free starting at 4PM; work on street closure for summer First Fridays         | Work with JAHC and shops to have consistent hours; explore the Night Market idea for summer months; work with JAHC to co-promote First Friday |
| Parklet Day  | Infrastructure<br><br>Admin Role: help design poster; communicate to membership; coordinate media | have a booth/area with DBA membership information; engage members  | design the Parklet day; work with the city to pick a zone  | Promotion; ideas for parklet activations  |
| Seward's Folly Festival and Fundraiser   | Marketing<br><br>Admin Role: help design poster; communicate to membership; coordinate media      | come up with the fundraiser portion [what will that look like?]  | help with road closure permit; coordinate parking with the city  | Promote the event; come up with activities for festival   |
| Do a targeted promotion to the residents in the Valley and other neighborhoods | Marketing<br><br>Admin: prepare materials, do PR  | Have a Downtown info booth. Give away a free "something" and give them a brochure to become a volunteer or supporter.                        | Add extra lighting/colored lighting so they have a new experience downtown   | Get businesses involved. Sip and Stroll or other stroll to participating businesses   |
| Improve the connection with docks and downtown                                 | Infrastructure<br><br>Admin: acquire permission for added enhancements                            |  | Create colorful trail to downtown with banners, or flowers, or hanging umbrellas. How close can a kiosk be located near the boats. | Have greeters nearby – giving downtown advice   |
|  |   |  |  |   |
|  |   |  |  |   |

# APPENDIX I

## DBA Main Street Report

### VI. How to Become an Accredited Main Street America City

The Main Street America™ standards of performance – used for designating programs as Main Street America™ Accredited members – were developed by the National Main Street Center and our Coordinating Program partners. Main Street America™ designation at the Accredited level is available to programs affiliated with a Coordinating Program. Alaska does not have a statewide Main Street Coordinating program, so in areas where there is no Coordinating Program in operation, communities may seek Accreditation directly from the National Main Street Center. Since a NMSC staff member has already visit Juneau, the downtown would be eligible to join the ranks of Nationally Accredited Main Street America cities across the county. Accredited communities get recognition at the Main Street Now Conference, certificates, and press releases noting the city is among the elite communities working on downtown development. Only Accredited Main Street communities can apply for the annual Great American Main Street Award (which comes with many benefits). Juneau does not meet all of these standards yet, but could, after a downtown director was hired and work could be done on getting the rest of the standards met. If Juneau is interested in achieving this level, the following criteria must be met.

#### The 10 Standards of Performance

1. Has broad-based community support for the commercial district revitalization process, with strong support from both the public and private sectors
2. Has developed vision and mission statements relevant to community conditions and to the local Main Street program's organizational stage
3. Has a comprehensive Main Street work plan
4. Possesses an historic preservation ethic
5. Has an active board of directors and committees
6. Has an adequate operating budget
7. Has a paid professional program manager
8. Conducts a program of ongoing training for staff and volunteers
9. Reports key statistics
10. Is a current member of the Main Street America™ Network

#### 1. Has broad-based community support for the commercial district revitalization process, with strong support from both the public and private sectors.

At its best, a local Main Street program represents and involves organizations, agencies, businesses, and individuals from throughout the community—not just those who own property or businesses in the commercial district or who have a direct economic tie to it, but all members of the community who are interested in the district's overall health. By actively involving a broad range of interests and perspectives from the public and private sectors in the revitalization process, the Main Street program leverages the community's collective skills and resources to maximum advantage.

17

#### Guidelines:

- The Main Street organization should have the active participation of various stakeholders at the committee and board levels, including such constituents as:

|                                     |                                     |
|-------------------------------------|-------------------------------------|
| local government                    | historic preservation organizations |
| civic groups                        | local industries                    |
| regional planning groups            | school groups and students          |
| community development organizations | financial institutions              |
| real estate agents                  | architects and building contractors |
| consumers                           | transportation authorities          |
| property owners                     | parking authorities                 |
| religious institutions              | developers                          |
| business owners                     | district/neighborhood resident      |

- Participants should contribute financial, in-kind, and volunteer support for the revitalization program.
- Participants should also look for, and act on, opportunities to make connections between other programs with which they are involved and the Main Street revitalization effort so that, by doing their own work a little smarter, or in a more integrated way, other programs help further the revitalization process.
- The program should include an ongoing process for volunteer recruitment, orientation, and recognition, constantly refreshing its pool of volunteers and involving new people each year.
- The revitalization program has broad-based philosophical support from the community.
- Municipal government demonstrates a philosophical commitment to commercial district revitalization.

#### 2. Has developed vision and mission statements relevant to community conditions and to the local Main Street program's organizational stage.

A *mission statement* communicates the Main Street organization's sense of purpose and overall direction. A *vision statement* communicates the organization's long-term hopes and intentions for the commercial district. Both should be developed with broad participation by the board, committees, volunteers, and community input. *At a minimum*, the Main Street organization should have a mission statement in place, reviewed annually (and updated, if appropriate). If the organization does not have a vision statement at the beginning of the revitalization process, it should develop one prior to the organization's transition from the catalyst phase to the growth phase.

#### Guidelines:

- The organization has an appropriate written mission statement.
- The mission statement is reviewed annually and updated as appropriate.
- The organization has an appropriate written vision statement.

18

# APPENDIX I

## DBA Main Street Report

---

### 3. Has a comprehensive Main Street work plan.

A comprehensive annual work plan provides a detailed blueprint for the Main Street program's activities; reinforces the program's accountability both within the organization and also in the broader community; and provides measurable objectives by which the program can track its progress.

#### Guidelines:

- The work plan should contain a balance of activities in each of the four broad program areas that comprise the Main Street approach — design, organization, promotion, and economic restructuring.
- The work plan should contain measurable objectives, including timelines, budgets, desired outcomes, and specific responsibilities.
- The work plan should be reviewed, and a new one should be developed annually.
- Ideally, the full board and committees will be involved in developing the annual work plan. At a minimum, the full board should adopt/approve the annual work plan.
- The work plan should distribute work activities and tasks to a broad range of volunteers and program participants.
- There has been significant progress in each of the four points based on the work plan submitted for the previous year.

### 4. Possesses an historic preservation ethic.

Historic preservation is central to the Main Street program's purpose and is what makes historic and traditional commercial districts authentic places. Historic preservation involves saving, rehabilitating, and finding new uses for existing buildings, as well as intensifying the uses of the existing buildings, through building improvement projects and policy and regulatory changes that make it easier to develop property within the commercial district.

#### Guidelines:

- The program has, or is working toward putting in place, an active and effective design management program (which may include financial incentives, design assistance, regulatory relief, design review, education, and other forms of management).
- The program encourages appropriate building renovation, restoration, and rehabilitation projects.
- When faced with a potential demolition or substantial structural alteration of a significant, historic, or traditional building in the Main Street district, the program actively works to prevent the demolition or alteration, including working with appropriate partners at the state, local, or national level to attempt to stay or alter the proposed activity; developing alternative strategies for the building's use; and/or educating local leaders about the importance of retaining existing buildings and maintaining their architectural integrity.
- The program works to find creative adaptive use, financing, and physical rehabilitation solutions for preserving old buildings.

19

- The program recognizes the importance of planning and land-use policies that support the revitalization of existing commercial centers and works toward putting planning and land-use policies in place that make it as easy (if not easier) to develop property within the commercial district as it is outside the commercial district. Similarly, it ensures that financing, technical assistance, and other incentives are available to facilitate the process of attracting investment to the historic commercial district.
- The program builds public awareness for the commercial district's historic buildings and for good design.

### 5. Has an active board of directors and committees.

Main Street revitalization by nature is a community-driven process. Therefore, community members must take an active role in leading and implementing positive change. While the executive director is responsible for facilitating the work of volunteers, this staff member is not tasked with single-handedly revitalizing the commercial district. The direct involvement of an active board of directors and committees are keys to success.

If a Main Street organization is housed within another entity (e.g., a community development corporation), it is still important to have its own board of directors and committee structure.

#### Guidelines:

- The board is a working, functional board that understands its roles and responsibilities and is willing to put forth the effort to make the program succeed.
- Committee members assume responsibility for the implementation of the work plan.
- The program has a dedicated governing body, its own rules of operation, its own budget, and its own bylaws, and is empowered to carry out Main Street's mission, even if the Main Street program is a part of a larger organization.
- The board has well-managed, regular monthly meetings, with an advance agenda and regular distribution of minutes.
- Committees have regularly scheduled monthly meetings with an advance agenda that addresses the committee work plan.

### 6. Has an adequate operating budget.

A sustainable Main Street program has financial resources to carry out its annual and evolving program of work. The size of a program's budget will change as the program matures (in its early years, it may need less money than in its growth years).

#### Guidelines:

- The Main Street program's budget should be adequate to achieve the program's goals. The dollar amount that is "adequate" for a program budget may vary from region to region, depending on local costs of living, and may be different for small town, midsize, and urban Main Street programs. General guidelines for *minimum* operating budgets are:

20

# APPENDIX I

## DBA Main Street Report

---

*small town programs:* \$40,000+ annually (populations of less than 5,000 people)

*midsize community programs:* \$60,000+ annually (populations between 5,000 - 50,000)

*large town or urban neighborhood programs:* \$100,000+ annually (community or neighborhood population greater than 50,000 people)

- The budget should be specifically dedicated for the purpose of revitalizing the commercial district.
- The Main Street program's budget should contain funds adequate to cover the salary and benefits of staff; office expenses; travel; professional development; and committee activities.
- Revenue sources are varied and broad-based, including appropriate support from the municipal government.
- There is a strategy in place to help maintain stable funding.
- There is a process in place for financial oversight and management.
- Regular monthly financial reports are made by the treasurer to the board.

### 7. Has a paid, professional executive director.

Coordinating a Main Street program requires a trained, professional staff person. Ideally, the Main Street executive director's position is full time (generally 40+ hours per week). In small towns without the resources to hire a full-time executive director, a part-time director may be acceptable (generally 20+ hours per week).

#### Guidelines:

- The Main Street executive director should be paid a salary consistent with those of other community development professionals within the city, state, or region in which the program operates.
- The minimum amount of time the Main Street executive director works each week should be consistent with comparable Main Street programs in the city, state, or region.
- The executive director should be adequately trained—and should continue learning about revitalization techniques and about issues affecting traditional commercial districts.
- The executive director has a written job description that correlates with the roles and responsibilities of a Main Street director.
- There is a formal system in place for evaluating the performance of the executive director on an annual basis.
- Adequate staff management policies and procedures are in place.

### 8. Conducts program of ongoing training for staff and volunteers.

As the Main Street program evolves, staff and volunteers will need to sharpen their skills to meet new challenges. In the catalyst phase, new staff and volunteers will need basic training. This is true as well as throughout the life of the organization because there will be turnover. As the program matures, new skills will need to be cultivated to tackle more complex projects. Program staff and volunteers should stay

current on issues that affect traditional commercial districts and on new revitalization techniques and models.

#### Guidelines:

The local Main Street program develops leadership capacity through such mechanisms as:

- taking advantage of citywide, state, regional, and national training opportunities;
- making reference and training materials available locally—and using them; and
- providing/conducting training when appropriate, including annual Main Street 101 training, annual orientation for board members, and annual committee training.

### 9. Reports key statistics.

Tracking statistics — reinvestment, job and business creation, and so on — provides a tangible measurement of the local Main Street program's progress and is crucial to garnering financial and programmatic support for the revitalization effort. Statistics must be collected on a regular, ongoing basis.

#### Guidelines:

- The program collects and tallies statistics related to the revitalization movement, using the baseline criteria listed below. It should keep this data from year to year, providing an economic record of the program's impact over the course of its history. This information is distributed regularly to constituents and in the annual report.
- The program submits regular reports to the statewide, countywide, or citywide Main Street coordinating program (either monthly or quarterly, as specified by the coordinating program).
- Baseline data should include:
  - Community population;
  - Net of all gains and losses in jobs;
  - Net of all gains and losses in new businesses;
  - Number of building rehabilitation projects;
  - Number of public improvement projects;
  - Number of new construction projects;
  - Number of housing units created: upper floor or other;
  - Monetary value of private investment spent in above projects: *i.e., individuals or private sources of money spent on building rehabs, public improvements, or new construction.*;
  - Monetary value of public investment spent in above projects: *i.e., city, county, state, or federal money spent on building rehabs, public improvements, or new construction.*;
  - Monetary value total of all investment and public and private investment;

# APPENDIX I

## DBA Main Street Report

---

Ground-floor vacancy rate when your program started;

Ground-floor vacancy rate now;

Rental rate per square foot when program started;

Rental rate per square foot now; and

Your program's annual operating budget.

### **10. Current member of the Main Street America Network.**

Participation in the Main Street America Network membership program connects local programs to their counterparts throughout the nation, providing them with valuable information resources and creating a sense of community.

#### **Guideline:**

- The organization is a current member of the Main Street America Network Membership program.

The National Main Street Center is available to help Juneau through the process of creating a more comprehensive downtown initiative. Kathy La Plante is available by phone and email at no cost to Juneau during this period. Details can be discussed on developing a fundraising plan and a budget, as well as how to explain the purpose and mission of a "Main Street" program.

Anytime that Juneau is ready to begin the hiring process, the NMSC has job descriptions, interview questions and evaluation sheets, timelines for hiring, training, things to do first when starting as a Main Street executive director, etc., materials can be provided.

# APPENDIX I

## DBA Main Street Report

---



### Sample Main Street Program Executive Director Job Description

---

#### Work Objectives

The Main Street program executive director coordinates activities within a downtown or commercial district revitalization program that utilizes historic preservation as an integral foundation for downtown economic development. He/she is responsible for the development, conduct, execution and documentation of the Main Street program. The program director is the principal on-site staff person responsible for coordinating all program activities and volunteers, as well as representing the community regionally and nationally as appropriate. In addition, the program director should help guide the organization as its objectives evolve.

#### Full Range of Duties to be Performed

The director should carry out the following tasks:

- Coordinate the activity of the Main Street program committees, ensuring that communication among committees is well established; assist committee volunteers with implementation of work plan items.
- Manage all administrative aspects of the Main Street program, including purchasing, record keeping, budget development, accounting, preparing all reports required by the state Main Street program and by the National Main Street Center, assisting with the preparation of reports to funding agencies, and supervising employees or consultants.
- Develop, in conjunction with the Main Street program's board of directors, downtown economic development strategies that are based on historic preservation and utilize the community's human and economic resources. Become familiar with all persons and groups directly and indirectly involved in the downtown. Mindful of the roles of various downtown interest groups, assist the Main Street program's board of directors and committees in developing an annual action plan for implementing a downtown revitalization program focused on four areas: design/historic preservation; promotion and marketing; organization/management; and economic restructuring/development.
- Develop and conduct on-going public awareness and education programs designed to enhance appreciation of the downtown's assets and to foster an understanding of the

Main Street program's goals and objectives. Use speaking engagements, media interviews, and personal appearances to keep the program in the public eye.

- Assist individual tenants or property owners with physical improvement projects through personal consultation or by obtaining and supervising professional design consultants; assist in locating appropriate contractors and materials; when possible, participate in construction supervision; provide advice and guidance on necessary financial mechanisms for physical improvements.
- Assess the management capacity of major downtown organizations and encourage improvements in the downtown community's ability to carry out joint activities such as promotional events, advertising, appropriate store hours, special events, business assistance, business recruitment, parking management, and so on. Provide advice and information on successful downtown management. Encourage a cooperative climate among downtown interests and local public officials.
- Advise downtown merchants' organizations and/or chamber of commerce retail committees on Main Street program activities and goals; help coordinate joint promotional events, such as festivals or business promotions, to improve the quality and success of events and attract people to downtown; work closely with local media to ensure maximum coverage of promotional activities; encourage design excellence in all aspects of promotion in order to advance an image of quality for the downtown.
- Help build strong and productive relationships with appropriate public agencies at the local and state levels.
- Utilizing the Main Street program format, develop and maintain data systems to track the progress of the local Main Street program. These systems should include economic monitoring, individual building files, photographic documentation of physical changes, and statistics on job creation and business retention.
- Represent the community to important constituencies at the local, state, and national levels. Speak effectively on the program's directions and work, mindful of the need to improve state and national economic development policies as they relate to commercial districts.

#### Resource Management Responsibilities

The program director supervises any necessary temporary or permanent employees, as well as professional consultants. He/she participates in personnel and project evaluations. The program director maintains local Main Street program records and reports, establishes technical resource files and libraries, and prepares regular reports for the state Main Street program and the National Main Street Center. The program director monitors the annual program budget and maintains financial records.

#### Job Knowledge and Skills Required

The program director should have education and/or experience in one or more of the following areas: commercial district management, economics, finance, public relations, planning, business administration, public administration, retailing, volunteer or non-profit

# APPENDIX I

## DBA Main Street Report

---

administration, architecture, historic preservation, and/or small business development. The program director must be sensitive to design and preservation issues and must understand the issues confronting downtown business people, property owners, public agencies, and community organizations. The director must be entrepreneurial, energetic, imaginative, well organized and capable of functioning effectively in an independent environment. Excellent written and verbal communication skills are essential. Supervisory skills are desirable.

---

*Sample Executive Director Job Description - p.3*  
© National Trust for Historic Preservation

# APPENDIX J

## Example Toy Descriptions for Downtown Coordinator

---



The Bainbridge Island Downtown Association seeks an Executive Director with passion, experience, and the capacity to ensure the continued vitality of Downtown Bainbridge Island fully embracing the Main Street Approach® and increasing the organization's capacity to revitalize the downtown in a quickly changing environment. The ideal candidate will have excellent non-profit acumen, a record in fund development, a proven ability to work at the direction of and in collaboration with the board of directors, identify and solve challenges, and the following skills to lead the organization:

- Coordinating activity within the downtown revitalization program utilizing historic preservation as an integral foundation for downtown economic development. Activities may include committee development, work plans, fundraising activities, promotional projects, rehabilitation and design projects, economic restructuring projects, volunteer management, and committee meetings.
- Develop, conduct, execute and document programs and activities for BIDA. The executive director is the principal onsite staff person responsible for coordinating all program activities locally as well as representing the community regionally and nationally as appropriate.
- Successful history, strategic thinking, excellent management skills with experience building teams, budget development and financial expertise, and strong communications skills with diverse audiences will be necessary to be successful in the role.

**The following skills and attributes will also be key to the success of a new Executive Director:**

- Solid, hands-on budget management skills including budget preparation, analysis, decision-making, and financial reporting
- Strong organizational skills including planning, delegating, program development, and task facilitation
- Ability to convey the vision of BIDA's strategic future to staff, Board, volunteers and donors; strong public speaking ability
- Strong nonprofit fundraising abilities and understanding of donor relations
- Collaborative leadership style
- Demonstrated ability to build, train, and encourage a team, including maintaining a positive working environment which attracts, retains, and motivates high-quality employees and volunteers
- Proven commitment to diversity, equity, and inclusion and experience working with or serving diverse communities
- Action-oriented, entrepreneurial, adaptable, and innovative
- Effective time management
- Excellent verbal and written communication skills
- Ability to anticipate and solve problems readily

- A positive, "can-do" attitude
- Possession of core values of transparency and integrity

### KEY AREAS OF RESPONSIBILITY

**Strategic Planning:** Lead Strategic Planning process, including the implementation of a plan with clear organizational priorities.

**Leadership & Communication:** Communicate BIDA's mission to constituents, media, and public; oversee communication of vision and strategic goals to a broadened community audience; build relationships within various organizations and partners within community, county, and state.

**Staff Development & Supervision:** In collaboration with the Board of Directors, hire and retain competent, qualified staff. Provide leadership and staff development.

**Fiscal Management:** Ensure financial viability of BIDA by the planning and execution of annual budget, operation within approved budget, and ensuring maximum resource utilization.

**Operational Management:** Establish employment and administrative policies and procedures for all functions and for the day-to-day operation of BIDA; oversee contracts for services.

**Fund Development:** Expand revenue generating activities to support existing and planned programs.

**Board Relations:** Establish and maintain a positive relationship with the Board of Directors through open and honest communication by supplying the information, tools, and resources necessary for the effective governance of BIDA. Engage in board development actively by ensuring ongoing training, recruitment, and orientation of board members.

**Main Street Approach®:** Coordinate the activities of downtown association committees, ensuring that communication between committees are well established; assists committees with implementation of work plan items. Prepare all reports required by the Washington State Main Street Program and by the National Main Street Center. Lead the preparation of reports to funding agencies and supervises employees or consultants.

### REQUIRED CRITERIA

Preferred Candidates will have a Bachelors' Degree or Equivalent Experience and background in some of the following areas economic development, finance management, fundraising, public relations, design, journalism, program management, public administration, historic preservation, volunteer or non-profit administration, and/or small business development.

- Experience with Main Street Four-Point Approach® and Refresh Strategy is a plus.
- Minimum 3 years of progressively responsible management experience with a nonprofit agency in a leadership capacity managing staff and volunteers.
- Excellent verbal and written communication skills are essential.
- Be receptive to understanding the issues confronting downtown business people, property owners, public agencies, and community organizations.

## APPENDIX J

### Example Toy Descriptions for Downtown Coordinator

---

- Entrepreneurial, energetic, imaginative, well organized, with the willingness to learn and be coached.
- Highly skilled in Microsoft Office Suite and competency with online software, social media, and general accounting.
- Competency employing successful fundraising campaigns, place-based economic restructuring, and community partnership development.
- Must be able to work flexible hours including nights and weekends as necessary.
- Main Street Program quarterly travel is required

**Compensation:**

Compensation range is \$60,000 - \$70,000 per year depending on experience.

**How to apply:**

Submission deadline is November 30, 2020. Please submit resumes/CV to BIDA98110@gmail.com.

## APPENDIX K

### Comprehensive Plan Land Use Designations

---

# APPENDIX L

## Existing Zoning Districts Summary

### EXISTING ZONING DISTRICTS SUMMARY

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

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

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

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

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

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

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

ADOD -

|                         | MU            | MU2           | WC            | WI               | D18           | D10           | D5            | ADOD |
|-------------------------|---------------|---------------|---------------|------------------|---------------|---------------|---------------|------|
| Minimum lot area        | 4,000 sq. ft. | 4,000 sq. ft. | 2,000 sq. ft. | 2,000 sq. ft.    | 5,000 sq. ft. | 6,000 sq. ft. | 7,000 sq. ft. |      |
| Minimum lot width       | 50 ft.        | 50 ft.        | 20 ft.        | 20 ft.           | 50 ft.        | 50 ft.        | 70 ft.        |      |
| Maximum building height | none          | 45 ft. *      | 35 ft. *      | 45 ft. *         | 35 ft.        | 35 ft.        | 35 ft.        |      |
| Maximum density         | none          | 80 DU/acre    | 18 DU/acre    | 1 accessory unit | 18 DU/acre    | 10 DU/acre    | 5 DU/acre     |      |
| Maximum lot coverage    | none          | 80%           | none          | none             | 50%           | 50%           | 50%           |      |

| Minimum setbacks |   |       |        |        |        |        |        |  |
|------------------|---|-------|--------|--------|--------|--------|--------|--|
| Front            | 0 | 5 ft. | 10 ft. | 10 ft. | 20 ft. | 20 ft. | 20 ft. |  |
| Rear             | 0 | 5 ft. | 10 ft. | 10 ft. | 10 ft. | 20 ft. | 20 ft. |  |
| Side             | 0 | 5 ft. | 10 ft. | 10 ft. | 5 ft.  | 5 ft.  | 5 ft.  |  |
| Streetside       | 0 | 5 ft. | 10 ft. | 10 ft. | 13 ft. | 13 ft. | 13 ft. |  |

## APPENDIX M

### Placemaking & The Power of Ten

---

# APPENDIX M

## Placemaking & The Power of Ten

---

### You Are Never Finished

- Good public spaces respond to needs, opinions and ongoing changes
- Amenities wear out
- Be open to the need for change and have management flexibility to enact change

Project for Public Spaces website

<https://www.pps.org/>



### Measuring Success in Small City Downtown Revitalization Efforts

Various words are commonly used to describe successful downtown revitalization efforts. Three words that are often used, as defined by the Merriam-Webster Dictionary, are:

- **Vitality** – the capacity to live and develop
- **Vibrancy** – having or showing great life, activity, and energy
- **Resiliency** – the ability to become strong, healthy, or successful again after something bad happens.

All three describe positive change. To demonstrate change with evidence, measures of downtown's progress must be monitored and objectively reported. This issue summarizes a literature search on Downtown Success Indicators prepared by Dr. Mary Edwards and Manish Singh of the University of Illinois-Urbana-Champaign, in cooperation with Kathleen Brown of the University of Illinois Extension.

**What Defines a Successful Downtown?**  
The literature review was completed to determine what constitutes "success" in small city downtowns. The review explored literature related to best places to live; downtown success stories; and research-based and empirical literature. Quantitative and qualitative indicators of downtown success were sorted into ten categories as listed below:

1. **Retail Development Indicators**
  - Proportion of all retail businesses located downtown
  - Increase in retail businesses over a time

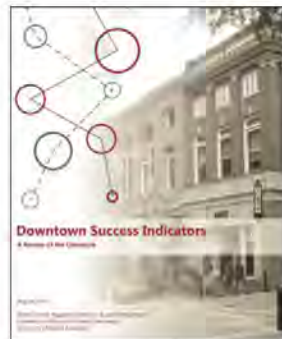
- Occupancy rate (or drop in vacancy rate)
- Longevity of businesses (or turnover rate)
- Retail activity
- Daytime population
- Business mix
- Flux in downtown businesses

#### 2. Downtown Housing Indicators

- Proportion of city's population downtown
- Increase in housing units over time
- High density residential development
- Surrounding market rate residential
- Regulatory framework supporting downtown housing

#### 3. Organization and Partnership Indicators

- Active leadership
- Downtown development authority (or organizational support)
- Partnerships and coalitions
- Downtown redevelopment plan
- Community involvement (or affection from citizenry)



4. **Downtown Traffic Generator Indicators**
  - Proportion of city's civic and cultural uses located downtown
  - Access to natural amenities (or waterfront development)
  - Arts and entertainment amenities
  - Educational establishments
  - Civic buildings
  - Sports stadiums and convention centers

#### 5. Preservation and Rehabilitation Indicators

- Proportion of city's registered historic structures located downtown
- Number of hotel/motel rooms per 1,000 central city residents
- Rehabilitation projects
- Historic preservation initiatives
- Heritage tourism activity

#### 6. Immigration and Diversity Indicators

- Percentage of foreign born population
- Percentage of non-white population
- Civic leaders' attitude toward diverse population

#### 7. Multi-functionality Indicators

- Mixed use development
- Office development
- Conference/meeting space

#### 8. Downtown Design Indicators

- Sense of place
- Clear boundary
- Clear entrance
- Design guidelines
- Bike/pedestrian friendliness
- Public space
- Streetscape and façade improvement programs
- Accessibility and connectivity

#### 9. Branding and Promotion Indicators

- Special events
- Marketing initiatives

#### 10. Downtown Finance, Employment and Demographic Indicators

- Change in assessed value of property
- Change in real property investment
- Change in downtown employment
- Percentage increase in rental value
- Lease rate comparison with peer cities
- Income of downtown residents
- Crime known to police per 1000 residents
- Make up of downtown labor force
- Environmental sustainability

#### Conclusion

The literature identified a variety of indicators to define downtown success. These indicators define both traditional and contemporary perceptions of success. Traditional indicators show success in retail and finance; however, more recent indicators focus on immigration, design, housing, organization and promotion.

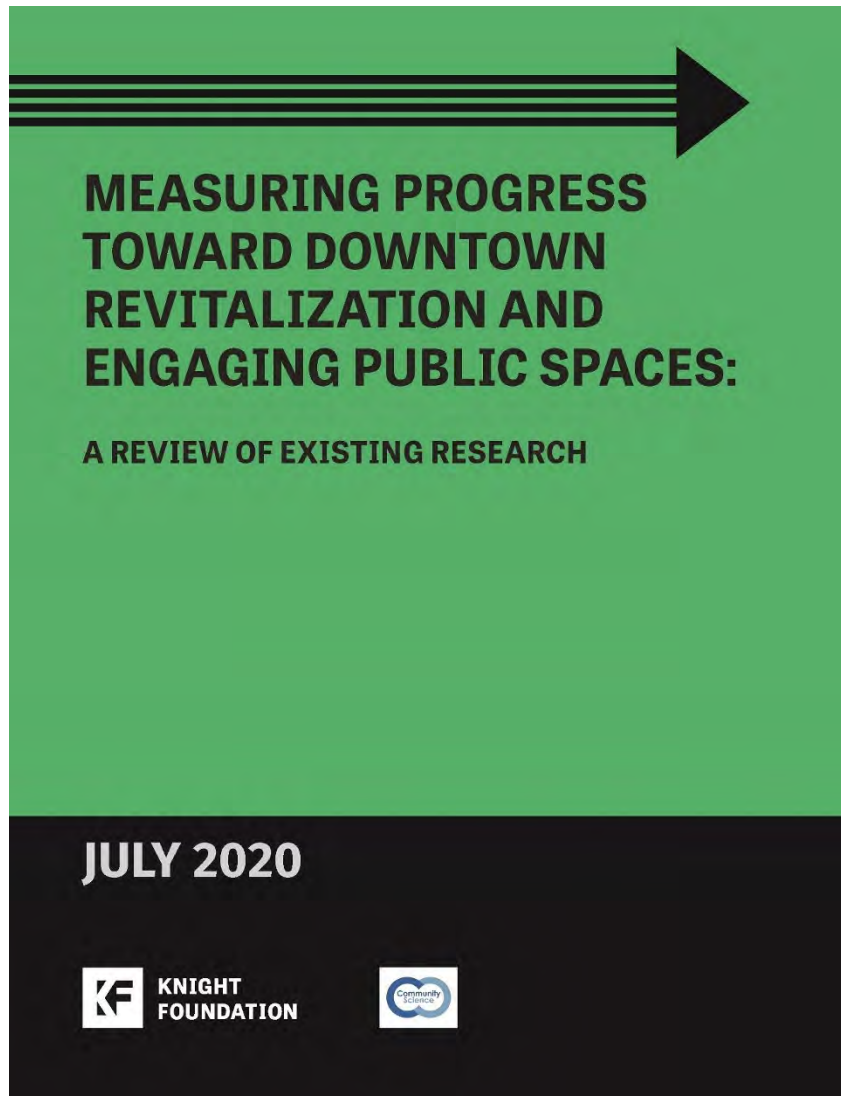
#### For More on Economic Benchmarking

Statistical data can be used to measure progress related to your community's downtown economy. The data can be used to create a statistical snapshot or profile to help inform prospective business operators and investors about the market and demonstrate downtown's importance in the community. Extension's Downtown and Business District Market Analysis toolbox provides a list of metrics that can measure your district's economic performance.  
<http://fyi.uwex.edu/downtown-market-analysis/>

Source: Edwards, Mary, Manish Singh, and Kathleen Brown. "Downtown Success Indicators: A Review of the Literature," August 2014. Produced by the Department of Urban and Regional Planning, University of Illinois at Urbana-Champaign in cooperation with University of Illinois Extension.



Contact: Bill Ryan, Center for Community & Economic Development, University of Wisconsin-Extension  
610 Langdon Street, Madison, WI 53703-1104  
PH: (608)263-4994; FAX: (608)263-4999; Dial 711 for Wisconsin Relay; HTTP://WWW.CCED.CES.UWEX.EDU  
ced@ced.uwex.edu; ced@ced.uwex.edu; ced@ced.uwex.edu; ced@ced.uwex.edu; ced@ced.uwex.edu



Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

## EXECUTIVE SUMMARY

Knight Foundation supports inclusive and equitable engagement in the communities where the Knight brothers owned and operated newspapers. Knight believes that an engaged community is one where people are attached to the place where they live and invested in the community's future.

To enhance efforts to revitalize downtowns and neighborhoods, Knight wanted a clearer understanding about how best to assess the impact of these investments. That is, which metrics, according to experts, indicate that work to revitalize downtowns and communities is taking hold? These questions were raised before the COVID-19 pandemic occurred and before the current reenergized dialogue about addressing racial inequities in the United States began. They are now more vital than ever as cities begin to reopen and recover as vibrant, equitable hubs of social, economic and civic life.

Knight commissioned Community Science to conduct a review of existing research on downtown revitalization, equitable economic development and public space activation to investigate these questions. The purpose of this report is to share learnings about what to measure in order to support similar efforts, post-COVID-19 recovery and steps to eliminate racial inequities in United States cities.

The following conclusions emerged from the review of the literature. The first two synthesize strategies that cities commonly use to foster revitalization. The remaining four are what the literature tells us about how to measure these strategies.

- **Seven well-known strategies emerged from past research as key drivers of revitalization.** These strategies include creating and sustaining a business improvement district, promoting downtown through branding and marketing efforts, investing in a diversity of mixed-use developments, attracting and keeping businesses downtown, expanding employment opportunities in the downtown or city center, creating and activating public spaces and implementing tax or other fiscal incentives.
- **Many cities build and program public and civic spaces as a revitalization strategy, seeking to increase resident and visitor attachment to these places.** Research suggests that the basic qualities that make a good place can be captured using four concepts: multifunctional spaces used every day of the week, inclusive and safe gathering spaces, attractive and comfortable places, and proximity to nature. For spaces to feel inclusive for all races, their design, including perceived safety features such as police presence and other surveillance, need to be carefully considered and balanced. These public spaces can then create a sense of place and place attachment among residents, who are motivated to protect, improve and take care of the broader place in which they live.

## APPENDIX N

# Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

EXECUTIVE SUMMARY

Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

- **Movement of people seems to matter** (as residents, employees and visitors). One measure of successful revitalization includes measuring the flow of people in and around key focus areas. Post COVID-19, understanding how movement across a community is changing will be even more critical as cities work toward recovery—even if residents' preference for density decreases.
- **"Revitalization" should be measured comprehensively, looking at trends in employment, poverty, demographics, cost of doing business, the resident experience, the health of the business and housing markets, and with an eye toward whether benefits are distributed equitably.** Interim progress measures should reflect a city's unique strategies and desired short-term goals. They should also assess equitable access to the benefits of revitalization to help prevent displacement of longtime residents and businesses.
- **Assessing civic space quality and a city's progress toward activating those spaces is best measured with multiple indicators.** Those include diversity of users, potential for interacting with the space and with others, design features that support user safety and comfort, users' immediate perceptions of the space, the presence and strength of cultural assets in or near the space, the diversity of the surrounding business mix and how often the space is used.
- **Individuals' attachment to public or civic spaces is a critical step toward revitalization; people must want to be in and draw benefit from being in an area for revitalization to occur. Measuring progress toward increased place attachment, therefore, must be measured at tangible and psychological levels.** Tangible evidence of place attachment include employment, property ownership and resident family members. Psychological indicators of attachment are positive memories and emotions, sense of belonging, positive self-esteem and positive health and well-being.

**IT IS CLEAR THAT THIS IS A MOMENT FOR CITY LEADERS TO TAKE STOCK AND PRIORITIZE RECOVERY AND REVITALIZATION STRATEGIES FOR THE FUTURE. IT IS ALSO THE TIME TO DECIDE HOW THESE STRATEGIES WILL SEEK TO ADDRESS RACIAL INEQUITIES IN AMERICAN CITIES.**

These findings are based on U.S. cities' experiences over the last 20 to 30 years.<sup>A</sup> Under normal circumstances, these experiences would serve as a valuable guide for future revitalization work. The advent of the COVID-19 pandemic, though, makes these insights even more important. It is not yet clear how social distancing and mandatory closures will affect downtowns over the long term (e.g., will residents be afraid to travel to or live downtown? Will businesses lease less office space and allow their workers to work remotely? Will public events be possible, and if not, will businesses that rely on their foot traffic leave the downtown area?). Nonetheless, it is clear that this is a moment for city leaders to take stock and prioritize recovery and revitalization strategies for the future.<sup>B</sup> It is also the time to decide how these strategies will seek to address racial inequities in American cities.

There is value in looking to the past and adapting those lessons to the current reality. For example, knowing that people who feel connected to a place and to each other are more likely to stay and invest can inspire

innovative strategies for fostering connections even within the constraints of COVID-19. Similarly, cities may prioritize supporting the recovery of their small independent retailers given their importance in creating vibrancy and drawing visitors and residents to the area. They may also seek to invest in small businesses owned by people of color to ensure they have the resources to thrive and support the communities in which they are located. The outcome measures highlighted in this report will continue to be relevant, though adaptations may be needed at times. For example, it will still be important to measure the quality of a public space but specific questions related to safety and comfort may need to be adapted to reflect social distancing.

Cities have been at the center of public health crises in the past and have found ways to adjust and thrive once more. With strategic and coordinated action by business and government leaders, this can again be possible. As leading global experts recently explained, "if the world's cities find ways to adjust, as they always have in the past, their greatest era may yet lie before them."<sup>C</sup> With city leaders focused on addressing racial inequities, there is hope that this great era will include pathways for access and prosperity for all residents.

**CITIES HAVE BEEN AT THE CENTER OF PUBLIC HEALTH CRISES IN THE PAST AND HAVE FOUND WAYS TO ADJUST AND THRIVE ONCE MORE. WITH STRATEGIC AND COORDINATED ACTION BY BUSINESS AND GOVERNMENT LEADERS, THIS CAN AGAIN BE POSSIBLE.**

A. This time frame was selected because it includes most of the literature related to revitalization and public spaces.

B. See Richard Florida et al., "How Life in Our Cities Will Look After the Coronavirus Pandemic," Foreign Policy, May 1, 2020, <https://foreignpolicy.com/2020/05/01/future-of-cities-urban-life-after-coronavirus-pandemic>, and Derek Thompson, "The Pandemic Will Change American Retail Forever," The Atlantic, April 27, 2020, <https://www.theatlantic.com/ideas/archive/2020/04/how-pandemic-will-change-how-retail/619703/>.

C. Florida et al., "How Life in Our Cities Will Look."

### CONTENTS

|  |           |
|--|-----------|
| Executive Summary  | 2         |
| <b>1 Introduction</b>  | <b>6</b>  |
| <b>2 Investment in Downtown Revitalization</b>   | <b>8</b>  |
| 2.1 Which strategies contribute most to downtown revitalization?   | 8         |
| 2.2 How have others assessed the efficacy of downtown revitalization strategies across time?                           | 13        |
| 2.3 What is the strength of evidence for these metrics and their ability to predict downtown revitalization over time? | 16        |
| <b>3 Investment in Public Space Activation</b>   | <b>18</b> |
| 3.1 How are active public spaces related to vibrancy and downtown revitalization?                                      | 19        |
| 3.2 Which strategies contribute most to public space activation?   | 20        |
| 3.3 How have others assessed the efficacy of public spaces and place attachment?                                       | 22        |
| 3.4 What is the strength of evidence for metrics connecting public space activation to downtown revitalization?        | 25        |
| 3.5 Challenges to Measuring Public Spaces and Place Attachment   | 26        |
| <b>4 Conclusions</b>   | <b>27</b> |
| References   | 28        |
| Appendix A: Methods  | 32        |
| Appendix B: Detailed Strategies and Metrics of Downtown Revitalization   | 34        |
| Appendix C: Detailed Qualities of Public Spaces  | 40        |
| Appendix D: Details for Measuring Place Attachment and Brand   | 42        |
| Acknowledgements   | 45        |

### INTRODUCTION

Knight Foundation believes that an engaged community is one where people are attached to the place where they live and are invested in their community's future. One of Knight's priorities is to accelerate existing momentum to revitalize downtowns and neighborhoods, with a particular emphasis in several communities on supporting engaging public spaces.

But what does success look like? What are the signposts that show work to revitalize downtowns and communities is taking hold? Knight asked Community Science to review existing literature in the field to help answer these questions. The purpose of this report is to share learnings as widely as possible, in order to support other, similar efforts. This is even more important in the wake of the COVID-19 pandemic and as a part of the reenergized dialogue about addressing racial inequities in the United States. City leaders must decide how to reopen and rebuild their local economies, attract visitors and rekindle a sense of community among residents. This year has brought new challenges and opportunities; the findings in this review may help in that they highlight how cities have recovered from past crises and returned as vibrant, equitable hubs of social, economic and civic life.

The review focused on three bodies of literature—literature focused on downtown revitalization (revitalization),<sup>1</sup> equitable economic development, and public space creation and activation.<sup>2</sup> The specific focus on separate bodies of literature for revitalization and equitable economic development was necessary because traditional revitalization practices and literature rarely consider how strategies and their

outcomes may benefit or harm different groups and constituents. This is clear when one looks at historic policies and practices that have limited—and even denied—opportunities for people of color and people from low-income communities.<sup>3</sup> Because of this, and the likely cost of not considering equity and inclusion, we reviewed and integrated findings from studies in the emerging field of equitable economic development into the relevant discussions of downtown revitalization and investments in public spaces.

The literature review found that research conducted on revitalization, equitable economic development and public spaces primarily used direct observations, case studies and perspectives from city administrators and city planners. There were a small number of cases focused on validating measurement tools, exploring trends over time and providing theoretical connections of strategies to measurements, but these were rare and almost exclusively focused on strategies related to public spaces. Additionally, large-scale, longitudinal studies relied on macro-level indicators (e.g., employment rates, average household income, overall GDP and poverty rates), which are not as accurate or timely when measuring micro-level changes in specific neighborhoods or communities.

D. In our review, we defined "revitalization" as improvements to downtowns or cities to reinvigorate the designated areas, making them desirable places to live, work and play.  
E. Creating and activating public spaces is a strategy used on its own or in connection to revitalization efforts where community spaces and other public spaces are developed or redesigned to create a greater sense of place and attachment to the area.

From these studies, we identified strategies that leaders in the field consistently support and consider effective (see next section) even if not proven effective by rigorous study designs. Additionally, there is evidence that comprehensive revitalization strategies focus on the “double bottom line” of economic returns and community benefits.<sup>8</sup> These strategies focus on improving a specific place in a community and the lives of the people who live in and near that place. By taking this more comprehensive approach, there is greater opportunity to capitalize on the community’s assets (i.e., purchasing power; innovation or collective energy). These initiatives and investments consider the likely beneficiaries and take steps to ensure that existing residents and businesses can participate in the local improvements. This is critical in that “there is evidence that diversity is good for growth: more diverse metro areas have more business starts and higher rates of self-employment, which in turn are associated with growth in jobs, output, productivity, and per capita income.”<sup>9</sup>

There are also a large number of overlapping revitalization metrics recommended in the literature, which the authors prioritized based on their review across sources and our experience in the field. Some metrics are based on commonly used strategies or proposed theoretical connections between a strategy and its outcome.

The literature on strategies and metrics for public spaces used a wider set of research methods (e.g., surveys and focus groups) and analysis procedures (e.g., content analysis, structural equation modeling [SEM] and factor analysis) to validate measurement tools and understand the qualities of a good public space. The authors reported the findings from these studies and organized the literature on public spaces around a theoretical pathway depicting how public spaces relate to place attachment. They theorized that public spaces strengthen place attachment, retaining current residents and attracting new residents and businesses. This attachment, in turn, contributes to the growth of the local business sector and the desire of current residents to take ownership over the future of their spaces. This is consistent with the foundation’s belief that an engaged community is one where people are attached to the place where they live.

The authors attribute the field’s reliance on experiential data rather than statistically proven best practices to a number of interconnected factors. First, understanding impacts of revitalization, equitable economic development and public spaces requires the measurement of whole community systems over a long period of time to establish an accurate correlational relationship. These types of research studies are costly and difficult to conduct as cities, communities and neighborhoods are constantly changing and affected by myriad programs and initiatives. Over the last two decades, several initiatives (e.g., National Neighborhood Indicators Partnership and Community Indicators Consortium) have worked to establish frameworks for measuring community change, however resources are limited for the evaluation and research needed to test and validate these approaches. Finally, the availability of local data that is representative and publicly accessible is a constant challenge. Advancements in data science, technology and the proliferation of smart devices in public settings will help to alleviate some of these issues and strengthen future research on these subjects.

The remainder of this report will describe the strategies, metrics, contextual limitations and strength of evidence for revitalization and public spaces. Inclusion and equity strategies and metrics will also be used as running themes throughout this report to highlight the ways that revitalization and the creation and activation of public spaces can be implemented in equitable ways.

Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces



## INVESTMENT IN DOWNTOWN REVITALIZATION

Downtown districts, whether in small, medium or large cities, function as the heart and soul of their cities.<sup>8</sup> They are “symbolic forces and unifying centers” and often provide connections to the cities’ history and heritage.<sup>9</sup> Downtowns are also the heart of consumer spending, with one study finding that 80% of all non-lodging related spending occurs downtown and is a key contributor to local tax revenues.<sup>85,86</sup> With this context, many cities seek to develop or revitalize their downtown centers in order to bring greater prosperity to their communities.

### 2.1 Which strategies contribute most to downtown revitalization?

Historically, the strongest strategic contributors to revitalization have been related to economic development (e.g., creating and sustaining a business improvement district and implementing tax credit programs and incentives) and placemaking.<sup>1</sup> These contributors were complemented by an emerging body of literature about the importance of equitable economic development. All of the strategies shared a focus on regenerating city centers to make them accessible to all residents and local business owners and attractive places for people to live, work and play at different times of the day, seven days a week.

In addition to these overarching themes, a few other key elements emerged as important for revitalizing downtowns and neighborhoods:

**Inclusive Growth.** If revitalization efforts are to improve the lives of all residents and remove structural barriers to achieving a high quality of life, then inclusive growth must be the focus for local economic developers, city officials and mayors.<sup>1,4,5</sup> By putting equity and inclusion at the center of their thinking, cities can create the conditions to raise standards of living for all residents, which evidence has shown is

<sup>1</sup> Placemaking is a “collaborative process by which we can shape our public realm in order to maximize shared value. . . . Placemaking facilitates creative patterns of use, paying particular attention to the physical, cultural, and social identities that define a place and support its ongoing evolution.” “What Is Placemaking?” Project for Public Spaces, <https://www.pps.org/article/what-is-placemaking>.

**BY PUTTING EQUITY AND INCLUSION AT THE CENTER OF THEIR THINKING, CITIES CAN CREATE THE CONDITIONS TO RAISE STANDARDS OF LIVING FOR ALL RESIDENTS, WHICH EVIDENCE HAS SHOWN IS NEEDED FOR CITIES TO BE COMPETITIVE AND HAVE ECONOMIC GROWTH.**

needed for cities to be competitive and have economic growth.<sup>61</sup> Key elements for equitable and inclusive growth are investing in people (e.g., committing to skill development strategies for the entire workforce and improving living standards for all residents through programs such as apprenticeships and livable wages) and acknowledging and working to address the uneven balance or effects of investments in less advantaged neighborhoods and local clusters of business. These strategies require a level of intentionality to embed equity and inclusion in every aspect of revitalization efforts. Without this, strategies tend to focus on the place without the complimentary focus on the people. This can result in vibrancy that benefits new residents and displaces existing residents and business owners,<sup>62</sup> falling short of the comprehensive revitalization that holds promise for the greatest community gain. A critical way to embed equity in revitalization work is to include a set of mixed metrics focused on measuring poverty and inequity based on race, ethnicity, class, age and gender (and other less-advantaged identities) to the measurement process.

**Context of Place.** Context and people matter—and are unique. Revitalization will look different in any two cities based on the city or on the region in which they are

located;<sup>63,64</sup> existing businesses and land use patterns; cultural, institutional and natural assets;<sup>65,66,67</sup> and stakeholders' visions and goals of revitalization.<sup>68,69,70</sup> Revitalization, therefore, must include strategies that are customized for a particular community.

**Build on Assets.** One important way to ground strategies in place is for downtowns to leverage their unique cultural and institutional assets and natural amenities to draw businesses, residents and tourists. Cities and downtowns should consider both their assets and goals when determining their revitalization strategies, as well as engaging a diverse range of residents and public and private sector stakeholders in determining their vision and goals.<sup>71,72,73,74</sup> The questions to ask when planning revitalization are: "What does your community want to become?" and "Who does it want to welcome and include?"<sup>75</sup>

**ONE IMPORTANT WAY TO GROUND STRATEGIES IN PLACE IS FOR DOWNTOWNS TO LEVERAGE THEIR UNIQUE CULTURAL AND INSTITUTIONAL ASSETS AND NATURAL AMENITIES TO DRAW BUSINESSES, RESIDENTS AND TOURISTS.**

Even though no two downtowns are alike in their starting points, patterns emerged that point to strategies and resources to leverage to create healthy, vibrant downtowns. Exhibit 1 shows the downtown equitable economic development strategies that were most frequently identified in the studies and literature reviews we analyzed as critical to revitalization success.<sup>61</sup> As stated earlier, there were no studies that definitively showed that one strategy was more

effective than another (see section 2.3 on strength of evidence for additional information).

The remainder of this section will review the identified strategies and provide details on what has been observed from our review. We organized strategies into three groups: group 1 included overarching strategies and supporting infrastructures for successful revitalization (see yellow circles); group 2 included traditional economic development strategies (see blue circles); and group 3 included place-related strategies (see pink circles). We present our discussion of the creating and activating public spaces strategy in its own section later in the document to allow for a deeper description of the related aspects of creating quality places and residents engagement with those spaces.

It is important to note that, as recovery and rebuilding begin after the COVID-19 pandemic, there will likely be shifts in the relative importance of these strategies and how they might best be implemented. In fact, leading scholars have differing views on how the pandemic will affect downtowns and what strategy shifts might be needed.<sup>61</sup> For example, if corporations decide to lease less downtown office space and allow for increased virtual working, this could send shockwaves throughout downtowns, affecting businesses that have historically served office operations and their employees. It could also create opportunity for city, downtown and industry leaders to create new visions for their districts and make strategic decisions for future investment, policies and programs.

Because this review was completed prior to the pandemic, the full impact of which is still unfolding, we have reported on the findings of prior literature, though noting where the pandemic is likely to have the greatest influence going forward. For each strategy below, we have also noted how city leaders can use these strategies to foster equity in the recovery.

**Exhibit 1. Leading Effective Downtown Development Strategies**



**Create and sustain a business improvement district.** A business improvement district (BID) is a nonprofit comprising public-private partnerships in which the government collects ad valorem taxes or fees on all properties and/or businesses in the area, but the BID determines how money is spent. BIDs exist widely in both small and large cities to plan, facilitate and implement revitalization projects and services that are flexible to local context. Because local governments often lack the capacity and resources to take on downtown regeneration projects and maintenance, BIDs fill human infrastructure needs and perform services such as cleaning, security, marketing, capital improvements (e.g., street lighting and greenery), and equitable economic development (e.g., incentives or loans to bring in and help expand businesses).<sup>66</sup> A New York City study found that BIDs, on average, increased property values by 15% compared to properties in the same neighborhood outside of the BID (with no impact on residential property values).<sup>76</sup> Another study found that BIDs decreased property crimes and that BID security services have a preventive effect on crime.<sup>77</sup>

61. As mentioned earlier, we have brought together the two bodies of literature—traditional economic development literature and the emerging literature on equitable economic development—into a single set of strategies. This was feasible given that findings in both bodies of literature were complementary.

62. Florida et al., "How Life in Our Cities Will Look."

## APPENDIX N

# Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

Investment in Downtown Revitalization

Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

In addition, BIDs can foster equity by ensuring that the distribution of funds and projects across an area does not largely benefit or harm one group of residents and the BID board represents diverse business sectors and a diverse group of people to give voice and decision-making power to all groups in a place.

**Implement tax increment financing, preservation tax incentives and other fiscal incentives.** Local governments leverage tax increment financing and other tax incentives to attract investments, often in concert with the above economic strategies, to catalyze downtown investment (such as financing mixed-use developments, adaptive reuse or historic preservation). For example, financial incentives such as low-interest loans could be used by property owners for rehabilitation, infill development, historic preservation and façade improvement.<sup>11</sup> Local governments could incentivize the rehabilitation of historic buildings that contribute to the downtown's sense of place through façade improvement grants, design guides to help ensure redevelopment reflects the character and size of existing buildings, and preservation tax incentives.<sup>12</sup> Equity considerations would ensure that any tax or fiscal incentive is accessible to all residents and in all districts, as communities of color have experienced (and continue to experience) discriminatory banking and housing practices.<sup>13</sup>

**Promote downtown through branding and marketing efforts.** Effective branding and marketing of downtowns can draw residents, tourists and businesses downtown. A downtown's brand identity can create or highlight a sense of place and communicate its unique value, or why one should live, work or visit this downtown as opposed to a downtown in another region or city. If the branding of a downtown area is too narrow—for example, focusing on attracting highly educated business executives—a large segment of people may feel excluded. An inclusive branding strategy would be careful to ensure that a downtown's story is representative of all perspectives and experiences that contribute to the culture of the area.

Research shows that business owners, city planners and local government officials perceive that branding, including creating a positive image of downtown,

**A DOWNTOWN'S BRAND IDENTITY CAN CREATE OR HIGHLIGHT A SENSE OF PLACE AND COMMUNICATE ITS UNIQUE VALUE, OR WHY ONE SHOULD LIVE, WORK OR VISIT THIS DOWNTOWN AS OPPOSED TO A DOWNTOWN IN ANOTHER REGION OR CITY. IF THE BRANDING OF A DOWNTOWN AREA IS TOO NARROW—FOR EXAMPLE, FOCUSING ON ATTRACTING HIGHLY EDUCATED BUSINESS EXECUTIVES—A LARGE SEGMENT OF PEOPLE MAY FEEL EXCLUDED.**

creating a sense of community and increasing visibility through marketing is important for a downtown's success.<sup>14,15,16</sup>

**Attract and keep local businesses downtown.** Local businesses are an integral part of thriving downtowns. Although downtowns are shifting away from a retail model, local businesses still provide additional jobs and tax revenues. Compared to big-box stores, local businesses have a higher multiplier impact on the local economy; local retailers and restaurants return 52% and 78.6% of revenue to the local economy, respectively, leading to additional jobs and tax revenues for the local economy.<sup>17</sup> Some incentives to attract and keep businesses include façade improvement grants to help businesses remodel downtown buildings, retail assistance programs to offset the initial costs of the location, and incubators to assist startups with space and to fill vacant lots.<sup>18</sup> An equity lens for this strategy would pay attention to the types of business

owners that are accessing business improvements and to the types of jobs being brought into the area by attracted businesses. The goal would be for new businesses to bring employment opportunities that benefit current downtown residents at an equal or greater rate than attracting a younger, potentially higher-educated population from outside the local area. In this way, local capacity can be built for businesses and residents, instead of replacing the existent and established workforce.<sup>19</sup>

Local businesses already located downtown may need additional support as they work to recover from the COVID-19 pandemic. Local businesses tend to be smaller and undercapitalized. Residual effect of the pandemic, with reduced sales and potentially high costs, will put these businesses at greater risk for closure. At the same time, if the pandemic leads to reduced lease rates, there may be opportunities to recruit local businesses to fill downtown vacancies.<sup>20</sup>

**Expand employment opportunities downtown or in the city center.** Expanding employment opportunities is a strategy that is pertinent to a broad range of cities and is often coupled with other revitalization strategies. When employers are located downtown, they provide a daytime population and customer base for local businesses,<sup>21</sup> increasing the cash flow in these areas and contributing to the vitality of the city center. Expanding high-skilled jobs within healthcare and education<sup>22</sup> and expanding employment in anchor institutions<sup>23</sup> have been shown to successfully increase employment opportunities in downtowns for populations that are educated. As with the equity point in the previous strategy, new employment opportunities can provide the potential for skill-building, advancement and benefits, with the goal of allowing current residents to live meaningful lives and make a respectable living.<sup>14,15</sup> This approach has been successfully implemented in Milwaukee, where the BID requires 22 jobs per acre and that minimum wage standards be met before a business is able to purchase in their industrial park.

In the post-COVID-19 era, there may be a tendency for businesses to explore leaving the downtown area. City leaders will need to engage with businesses to motivate

**DOWNTOWNS SHOULD CONDUCT HOUSING AND BUSINESS DISTRICT MARKET ANALYSES TO DETERMINE ECONOMIC NEEDS AND UNFULFILLED OPPORTUNITIES, AND DECIDE WHAT CAN AND SHOULD BE DONE TO IMPROVE THE ECONOMIC CONDITIONS IN THE COMMUNITY IN WAYS THAT ALIGN WITH AGREED-UPON ECONOMIC GOALS AND OBJECTIVES.**

them to maintain their presence and commitment to these important city centers. This could take the form of advocacy and branding campaigns that highlight the centrality of the district, additional placemaking efforts and accommodations for COVID-19 social distancing requirements.

**Invest in diverse mixed-use developments for commercial and residential spaces and when redeveloping vacant property.** The literature shows that diversifying the use of spaces and building on existing assets can be a successful strategy for creating vibrant downtown spaces. Having a mix of uses generates pedestrian traffic throughout the day and creates a lively streetscape.<sup>24,25</sup> In a survey of cities declining in vitality, nine of the ten lacked a variety of land uses<sup>26</sup> and in eleven surveyed downtowns with regional and national reputations for outstanding downtowns, all shared a commitment to mixed-use developments in current design and when planning new developments.<sup>27</sup> Critical in the mix of uses are residential properties. Downtown residential markets ensure that there is foot traffic after business hours and on the weekends. Additionally, an influx of residents leads to demand for more amenities, such as supermarkets and entertainment facilities.<sup>28</sup> However, the literature did not suggest a formula for the

"right" mix of housing, shops, restaurants and cultural and civic centers to create a vibrant downtown. Instead, downtowns should conduct housing and business district market analyses to determine economic needs and unfulfilled opportunities, and decide what can and should be done to improve the economic conditions in the community in ways that align with agreed-upon economic goals and objectives.<sup>1</sup> When filling vacant lots

or underutilized parking lots, another important land use to consider is public space. These lots can be turned into community assets, such as gardens or public art displays that everyone can access and enjoy for free. In each of these cases, policies are needed alongside implemented strategies to protect existing property owners and residents from any rapid new development and potential displacement.<sup>2</sup>

## 2.2 How have others assessed the efficacy of downtown revitalization strategies across time?

Metrics are important for understanding a downtown's starting point, before revitalization has taken place, and for measuring progress of the chosen strategies. Metrics can also be used to understand whether strategies are being applied equitably for all residents and guide any needed adjustments. Our review of the literature saw that metrics on revitalization focused on broad economic measures, demographics and resident experiences, and the health of specific sectors—mainly housing and business. These metrics<sup>3</sup> are presented in Exhibit 2. We also identified metrics that measured the image or brand of the place and other features, which are discussed further in the section on created and activated public spaces (i.e., multi-use, attracting and retaining residents or businesses, pedestrian friendly, cultural diversity, crime, street and building aesthetics, and availability of events and activities).

### Economic Metrics

Authors who focused on economic metrics developed comprehensive frameworks to measure the health of a downtown. These included Tyler's Health Perception Index,<sup>4</sup> the National Trust for Historic Preservation's Main Street Program Indicators<sup>5</sup> and Burayidi's Downtown Resilience Scorecard<sup>6</sup>—all of which considered employment rates, job availability,

incomes and poverty as elements to measure and categorize downtowns. International metrics on urban core areas also used variations of broad economic metrics of employment rates, job creation, incomes and poverty.<sup>7</sup> The work of McKinsey & Company and the Brookings Institution also examines employment rates, job creation and income growth to track revitalization.<sup>8, 9</sup> These metrics are generally viewed as the best measures to gauge the long-term success of revitalization, though we also recommend considering metrics that capture the movement of individuals (e.g., percent of city's residential population living downtown and growth in retail sales). See section 2.3 on the strength of evidence for predicting revitalization over time.

### Demographics and Resident Experience Metrics

Demographic measures are employed to track demographic growth and shifts in the designated areas, as well as to gauge aspects of residents' quality of life. When demographic metrics were used, they included education level and age of the local labor force, income (i.e., median income, income disparity, poverty rates and household income), immigration into the designated area, percent and representation of

people living and working downtown, and descriptions of the overall downtown population (e.g., education, foreign-born, employed and living downtown).<sup>10, 11</sup>

Anytime demographic growth (e.g., change in educational attainment or income) is assessed, it should be disaggregated by race and ethnicity to understand how trends are affecting different populations and whether growth is inclusive and opportunities are equitable. In terms of key targets for fostering revitalization, Burayidi's scorecard suggests that 5% of a city's population reside downtown and that at least 2% of the city's population be foreign-born. In addition, when downtowns are revitalized, they must ensure that longtime residents are not displaced by rising rents and property taxes.<sup>12</sup> To track this, downtown leaders regularly analyze changes in race, gender, education status and income of residents to identify any rapid changes that might indicate displacement. They also compare how representative downtown residents and workers are of the broader city.<sup>13, 14</sup>

### Sector-focused Metrics

Metrics focused on the health of the housing and business sectors were most frequently used to describe the markets of the respective sectors. The business sector metrics examined vacancy rates, business longevity or turnover, diversity of business sectors, sales, available financing and hours of operation.<sup>15, 16</sup> Housing metrics looked at vacancy rates, length of ownership, property values, land use mix, financing statistics (i.e., loan amounts and mortgage ratios), and quality of housing.<sup>17, 18, 19, 20</sup> Two data studies went further than identifying metrics, seeking to establish specific thresholds needed for a successful downtown. The Destination Development International surveyed more than 400 small and big downtowns across the United States, Canada and Western Europe to identify 20 ingredients for downtown success. They included a downtown occupancy rate of at least 97%; less than 5% business turnover per year; a minimum of ten businesses open past 6 p.m.; and a good mix of businesses (at least ten that sell food and ten retail shops).<sup>21</sup>

Burayidi's scorecard used a similar threshold to define resilient downtowns as those where more than 8% of all retail businesses in the city are downtown.

In general, the health and business sectors' measures aimed to quantify the costs of or barriers to living and working downtown, facilitating factors for new business or new uses of the downtown, and how long residents and businesses remain downtown. For all of these measures, it is important to disaggregate analysis by demographic characteristics where data is available. This is critical because applying these metrics as neutral and "color blind" unintentionally can mask negative experiences of residents in minority groups who are nested within majority areas.

### Selecting Metrics to Measure Progress

As discussed in the next section, the literature has not established definitive metrics that all communities should use to assess whether their revitalization efforts are making a positive difference. Instead, the consistent guidance is that metrics be customized to intended strategies, that they track who is benefitting from and being negatively affected by the strategies and should measure progress over time. Because revitalization occurs over an extended period, planned metrics need to consider this. While process measures such as the existence of a BID or the rehabilitation of a historic property are immediately visible, it takes years after strategies are implemented to show economic growth, population growth or a change in the perception of the image of a downtown.

Exhibit 2 presents metrics that have been used to measure each of the previously discussed strategies in regard to revitalization. A more detailed version of Exhibit 2 is also found in Appendix B. The following section describes the strength of these metrics.

1. The metrics presented in this section were derived from several literature reviews focusing on revitalization as well as individual studies. We also used our own experience measuring community development to determine the usefulness of the metrics. The available literature did not allow us to make a final conclusion on which metrics were optimal because studies defined, compare and contrast the usefulness of the metrics. The strength of evidence is further discussed in subsequent sections.

2. For recent evidence on the prevalence of displacement in rapidly improving neighborhoods, see Jason Richardson, Bruce Mitchell, and Juan Franco, "Shifting Neighborhoods: Gentrification and Cultural Displacement in American Cities," National Community Reinvestment Coalition (March 2018), <https://ncrc.org/gentrification/>.

# APPENDIX N

## Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

Exhibit 2. Strategies and Metrics of Downtown Revitalization

In the Strength of Evidence column, green represents metrics that were validated and share consistent findings across two or more studies and yellow indicates metrics that were validated but only by one study.

| REVITALIZATION STRATEGY   | METRIC TYPE | METRIC  | STRENGTH OF EVIDENCE |
|---|-------------|---|----------------------|
| Create and sustain a business improvement district  |             | Number of businesses located downtown   | +                    |
|   |             | Growth in retail sales  | +                    |
|   |             | Longevity of small businesses   | +                    |
|   |             | Increase in property values   | +                    |
|   |             | Resident representation in the business improvement district advisory board or governance | +                    |
|   |             | Racial and ethnic composition of the business improvement district                        | +                    |
|   |             | Citizen attitude toward downtown  | +                    |
|   |             | Crime rates   | +                    |
| Promote downtown through branding and marketing efforts   |             | Positive media mentions of downtown   | +                    |
|   |             | Brand identity and positive image   | +                    |
|   |             | Visibility of downtown marketing (publicity, social media, peer reviews)                  | +                    |
|   |             | Number of and attendees at special events   | +                    |
| Invest in diversity of mixed-use development, including housing, and in filling vacant property |             | Number of hotel and motel rooms per 1,000 central city residents                          | +                    |
|   |             | Percent of city's residential population living downtown (threshold: 5%)                  | +                    |
|   |             | Growth in the number of housing units downtown  | +                    |
|   |             | Population growth (+/- change over time)  | +                    |
|   |             | Percent of city's housing units located downtown  | +                    |
|   |             | Diversity of resident tenure  | +                    |
|   |             | Percent of civic and cultural facilities located downtown                                 | +                    |
|   |             | Percent of city's historic property located downtown (threshold: 20%)                     | +                    |
|   |             | Existence of a gathering place or point of arrival  | +                    |
|   |             | Vacancy rates (commercial, residential, etc.) and vacant lots                             | +                    |
| Attract and keep businesses downtown  |             | Diverse mix of uses of buildings and spaces (e.g., commercial, residential, civic)        | +                    |
|   |             | Percent of retail businesses in city located downtown (threshold: 8%)                     | +                    |
|   |             | Diverse business mix/store types  | +                    |
|   |             | Storefront occupancy rate (threshold: 97%)  | +                    |
|   |             | Business turnover per year (threshold: <5%)   | +                    |
|   |             | Growth in retail sales  | +                    |

Economic Placemaking Sector: Housing Sector: Business Built Environment Demographics

Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

| REVITALIZATION STRATEGY   | METRIC TYPE | METRIC  | STRENGTH OF EVIDENCE |
|---|-------------|---|----------------------|
| Expand employment opportunities in the city and downtown or in city center (disaggregate employment measures by race and ethnicity) |             | Percent of city residents working in the city   | +                    |
|   |             | Unemployment rate   | +                    |
|   |             | Labor force participation rate  | +                    |
|   |             | Net new jobs  | +                    |
|   |             | Median household income   | +                    |
|   |             | Poverty rate  | +                    |
|   |             | College degree attainment   | +                    |
|   |             | Foreign-born population   | +                    |
| Implement tax credit programs and incentives  |             | Proportion of jobs in finance, insurance and real estate (FIRE), healthcare and/or education industries | +                    |
|   |             | Amount of private investment leveraged as a result of public funding                                    | +                    |
|   |             | Amount of redevelopment funds invested to enhance downtown's public spaces/attractiveness               | +                    |

Note: The appendix indicates which metrics are recommended for assessing equitable processes or outcomes.

### 2.3 What is the strength of evidence for these metrics and their ability to predict downtown revitalization over time?

When deciding which metrics to use, a community should consider how likely the metrics are to accurately measure the outcomes they are working toward. One way to do this is to look at the ways the metrics have been used in the past by researchers and other cities. The following section describes this history and then explains how this affected the recommendations presented in Exhibit 2.

The majority of articles found and reviewed used a case study methodology, featured a single downtown or cases of downtowns, or relied on reflections from urban professionals, planners and city officials as data sources.<sup>3,16,40</sup> The lack of statistically rigorous studies is likely due to the complexity of measuring downtown revitalization. At a fundamental level, revitalization is a complex concept and a generally accepted definition of revitalization has yet to be agreed upon in the field. This makes it difficult to determine all the metrics necessary to measure the phenomenon. Outcomes of revitalization are also difficult to describe using

quantitative data alone; effective descriptions require the use of qualitative data and examples of what a thriving or vibrant area is like. Additionally, revitalization strategies bridge several fields of study focusing on the interaction between people and place inside a city or local area, which contains its own set of attributes and challenges. Finally, the state of being revitalized is fluid and difficult to capture as an outcome, requiring the use of more process-oriented studies to monitor improvement across time.

Most of the articles examined success by comparing groups of downtowns, and only a small number of articles studied trends over time. In studies that compared trends across time, cities did not always achieve meaningful improvements, despite already being considered thriving or less optimal at baseline.<sup>3</sup> Additionally, some cities experienced improvements in some areas and had worsening outcomes in others, making it difficult to conclusively say a city achieved revitalization. This may be due to an overreliance on

# APPENDIX N

## Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces



broad quantitative data alone to measure and predict revitalization, which may have overlooked qualitative changes made in the focus areas, including the feeling or perception of achieved improvement.

From this literature and in light of the complexity described, we have proposed the metrics listed in Exhibit 2. For each metric, we assessed the strength of metrics based on consistent use of the metrics across articles, our own expertise with measuring community development and the presence of metrics in articles that focused specifically on measuring revitalization. Metrics that did not meet at least two of these criteria were not included in our recommended list of metrics. Metrics rated as green were consistently used in articles measuring revitalization and are known to be indicators of community development and/or positive aspects of a community. Metrics rated as yellow have been shown to be of strong practical use or were used frequently in the literature. The strength of evidence did not consider methodologies used, as the majority of articles focused on retrospective case studies and did not present enough variation on this criteria to contribute additional value to the assessment.

The metrics in Exhibit 2 are a comprehensive set of process and outcome measures that account for the challenges in measuring revitalization. It is important to note that, due to the designs of the studies from which we drew the metrics, they should be considered as recommendations and not definitive guidance. As such, communities may want to consider the relevance of all metrics and select the metrics that are most closely aligned with strategy goals, even if the strength of evidence is shown as yellow. Also, in addition to identifying metrics to track by strategy, there may be value in communities tracking the most frequently identified economic metrics (i.e., employment rates, income, poverty and job creation) and a few metrics that track human movement into the downtown (e.g., percentage of city's residential population living downtown and special event attendees), all of which are captured in Exhibit 2. We suggest this because there is inconclusive evidence that the economic metrics alone can indicate revitalization (see above). When measured with metrics that help to illustrate the flow of people, there may be the correct combination of metrics

to more accurately assess the presence of vibrant, revitalized downtowns. These additional movement metrics embody qualitative factors of a city and its residents that economic metrics may miss on their own. Understanding the flow of people through an area could be a critical measure of a thriving area because people visit a space for a multitude of reasons beyond economic benefit, allowing this measurement to act as a multidimensional outcome.

## INVESTMENT IN PUBLIC SPACE ACTIVATION

Many communities across the United States have chosen to invest in public spaces, which connect people to the places where they live and to the public life of the community. Historically, these connections to public spaces were seen to foster resident commitment to the downtown, neighborhood or overall city, which in turn was believed to increase population and facilitate revitalization. These various objectives of engaging community are illustrated in the pathway presented in Exhibit 3. After the COVID-19 pandemic, the exact role of public spaces in supporting resilient downtowns and neighborhoods may shift but they are still likely to be vitally important to equitable recovery.

Exhibit 3. Pathway Connecting Public Spaces to City Outcomes



The remainder of this section summarizes the degree to which there is evidence that active public spaces foster vibrancy and revitalization, presents characteristics of activated public spaces and how activation can be measured, describes how to measure place attachment and brand identity, and ends with a discussion of the strength of the evidence for these observations.

### 3.1 How are active public spaces related to vibrancy and downtown revitalization?

Our review of the literature suggests that the connection between public spaces and revitalization is not a direct relationship, but is likely connected through positive place attachment.<sup>13</sup> Our experience with creative placemaking also suggests that building public spaces alone does not create thriving downtowns or city centers, especially when spaces are constructed without resident buy-in. The public spaces must first create a sense of place and place attachment among residents, who are then motivated to protect, improve or take care of the broader place in which they live. Also, having public spaces that create a sense of place and place attachment contributes to the development of the identity or brand of the larger city or downtown center, which can be used to attract tourists and new residents. In this way, a city's public spaces and brand

can contribute to improvements of the economic opportunities and outcomes within a city or downtown area (see Exhibit 4). This theory of change is illustrated by the collective work around Reimagining the Civic Commons, an initiative focused on transforming "shared civic assets to foster engagement, equity, environmental sustainability and economic development in [selected] cities."<sup>14</sup> In this work, the initiative uses a measurement framework that assesses aspects of public spaces, civic life, social cohesion, housing, economics and some demographic factors.<sup>15</sup> While the framework was based on stakeholder experience rather than rigorous research (likely due to the dearth of research studies), it provides an example of measuring a multifaceted revitalization project using a public spaces strategy.

**Place Attachment:** Place attachment is a construct emerging from various attitudes about a single place (e.g., public park) or a larger geographic area (e.g., neighborhood, city, state) in which people live or wish to live.<sup>16,17</sup> Place attachment also shares elements with other well-established measures of connection with place, such as sense of community and social cohesion.<sup>18,19</sup> Whereas these constructs are broad and place more emphasis on the relationships between people, place attachment focuses on an individual's sense of identity derived from and shared with a place. The strategies and framing for creating good public spaces were more aligned with the place attachment construct, but the use of social cohesion and sense of community as measurement frameworks could provide supplemental metrics for strategies focusing on the relationship aspects of a community.

Three types of place attachment have been operationalized as *attachment/self-extension*, *environmental fit* and *place-self congruity*. Attachment/self-extension refers to how strongly a person's identity is tied to the place; environmental fit speaks to a person's sense of belonging in the place; and place-self congruity is a person's assessment that they and the place share a common set of values or culture. When a person has positive psychological experiences with a place their attachment to the place is strengthened. Other factors that contribute to the formation of place attachment are the extent to which a person is rooted to the place via employment, family ties, memories of life experiences and historical ties.<sup>16,20</sup>

**Place Identity or Brand:** A place's identity, or brand, is a characterization of the place based on cultural values, policies, demographics, assets, or other unique features. Residents and city-sponsored marketing can brand a place internally, but external entities can also brand a place by highlighting key features of the place, in comparison to other places (e.g., "Top Places to Live" and "Most Obese States" lists). The ideal brand represents a net positive of images in the media, comparisons to other cities and perceptions by residents and visitors.

K. While the available research does not draw a direct connection from place attachment to revitalization, several theoretical frameworks suggested that place attachment is a vehicle for retaining and attracting people to a place—one of the main outcomes associated with revitalization (see references 10, 12 and 25).  
L. See <http://civiccommons.us/>.

Places with higher attachment and a positive brand are typically places that people want to live, work and play and are better suited to retain and attract people to that place or downtown area (see call-out box for additional information on the constructs of attachment and identity or brand). This can lead to sustained or increased populations, increased tourism and new economic opportunities for local businesses brought on by the desire to be in the place. Place attachment can also lead residents to have a sense of responsibility over the fate of their place, a motivation that can be leveraged for engaging grassroots actions, increasing civic engagement and building resident capacity to take part in revitalization planning.<sup>21-23</sup>

As placemaking becomes an increasingly important tool to help revitalize disinvested, underutilized areas, cities can use strategies such as equity mapping, participatory budgeting, complete streets and initiatives such as Detroit's Strategic Neighborhood Fund to center equity and inclusion. If this is not done, there can be the unintended or intended consequence of increasing the desirability of living in low-income communities, making current residents vulnerable to displacement.<sup>24</sup>

**PLACES WITH HIGHER ATTACHMENT AND A POSITIVE BRAND ARE TYPICALLY PLACES THAT PEOPLE WANT TO LIVE, WORK AND PLAY AND ARE BETTER SUITED TO RETAIN AND ATTRACT PEOPLE TO THAT PLACE OR DOWNTOWN AREA. THIS CAN LEAD TO SUSTAINED OR INCREASED POPULATIONS, INCREASED TOURISM AND NEW ECONOMIC OPPORTUNITIES FOR LOCAL BUSINESSES BROUGHT ON BY THE DESIRE TO BE IN THE PLACE.**

### 3.2 Which strategies contribute most to public space activation?

In our investigation of strategies that contribute to public space activation, the richest literature focused on the qualities that make a good public space, rather than the effectiveness of any one strategy at activating public spaces.<sup>25</sup> Implicit in the literature is the hypothesis that successful activation of a public space is dependent on the qualities of the space.<sup>26</sup> An activated public space is seen as more attractive and is expected to increase foot traffic or use of the space; it also fosters an interplay between the physical environment, existing local cultures and diverse social identities.<sup>27-29</sup> Attraction to a place can help a city or downtown area retain current residents and attract new residents or tourists.<sup>30</sup>

<sup>29</sup> Public spaces have also been used to create trust

between people and provide opportunities for residents to interact.<sup>31,32,33,34</sup>

Types of public spaces are broad, ranging from streetscape elements (e.g., pedestrian-friendly designs or new retail façades) to large public structures on waterfronts or public greenways. Public spaces are also defined as permanent cultural assets (such as museums or historical sites) and temporary events (such as pop-up cafes or farmers markets). The literature also described public spaces as a city's general feel or brand, which can encompass the aesthetics and intangible aspects that draw residents and visitors to the space. Public spaces can also create

implicit messages about who is and who is not wanted in a space through branding, signage, navigation and transit, memorials and other design elements.<sup>23, 24, 25, 26</sup> Public space researchers and practitioners describe the qualities of good public spaces from observing a wide range of spaces. The strategies used to create public spaces and measure the qualities of a good public space show convergence across four main elements.<sup>25, 26, 27</sup>

**Multifunctional spaces** have a good mix of assets and resources that all residents or visitors can use to live, work and play—every day of the week, 24 hours a day. The literature describes these places as having a good mix of businesses (e.g., retail, restaurants and theaters); mixed use of land, with residential and office space; and locations near amenities such as schools and hospitals. These spaces may also be near other types of public spaces, creating “cultural clusters,” historic centers or other thematically similar assets.

**Inclusive and safe spaces**—also referred to as open, inviting or accessible spaces—make people feel safe and welcome to use the space. The sense of inclusiveness originates from the design of the space or the historical use of the space. Places that are seen as inclusive are accessible to everyone in the area regardless of age, sex, gender, race, ability or sexual preference, and are considered places that single people, couples or families would visit. Inclusive spaces are also characterized as open, with several entry and exit points. Additionally, these spaces are thought of as good meeting places and are often seen as the social center or gathering place in a city. The sense of safety comes from the adequate, but not overbearing, presence of cameras, other people and active patrols, as well as from a space that is well kept and has a positive or “good” image.<sup>24, 25, 26</sup> It’s important to note that the presence of too many security features (i.e., cameras or uniformed guards) creates a negative, controlled, or overly managed impression, reducing the number of people attracted to the space and the types of interactions that might occur there.<sup>25</sup> A space needs to strike a balance between safety and surveillance and openness and inclusiveness.<sup>26</sup> Engaging diverse groups of residents will help city leaders understand how users respond to different features to ensure that the spaces are safe and inclusive for all.

**Attractive and comfortable spaces** are focused on the physical elements that make a space aesthetically pleasing, innovative or comfortable. This quality encompasses the design or architecture of the space (which may create a sense of awe or promote movement through the space) and innovative features of the space (which facilitate interactions with the space or others in the space). This quality also includes accessibility structures, such as ramps, places to sit, shade or tree cover and other features that support the use of the space for pedestrians of all ages and abilities.<sup>25, 26, 27</sup> Public spaces that are attractive and comfortable maintain these features regardless of the season or weather, and may also be said to use the space in an environmentally conscious way.<sup>28</sup>

**Spaces that are near nature** or embedded within natural or urban green spaces are the final element considered in what makes a good public space. Spending time around parks or integrated green spaces can decrease stress and mental fatigue.<sup>24</sup> Nature in urban environments improves the area’s aesthetics and helps it be seen as more welcoming. Additionally, spaces that are built around or nearby water (e.g., rivers, waterfronts and streams) often have high foot traffic and constitute good mixed-use spaces (e.g., boardwalks).<sup>25</sup> Trails and other usable green spaces that facilitate physical activity are also highly visited, but the research is mixed on whether these spaces actually help to increase physical activity or lead to improved health for all residents. This is especially true in low-income communities and communities of color, which typically have fewer accessible and well-maintained green spaces than wealthier, whiter communities.<sup>26</sup> Additionally, the “greening” of public spaces has resulted in gentrification and displacement of low-income residents as these communities have been made more attractive and the property values have risen.<sup>26</sup>

While these four characteristics are likely to remain important, their relative weight may change (i.e., safety may become more important than proximity to nature). What makes a space attractive, comfortable or safe may shift after the COVID-19 pandemic. For example, consumers may now see larger or outdoor spaces as more comfortable and safer because they allow for greater social distancing between people.

How a space is multifunctional may also shift, taking into consideration new combinations of uses, such as using sidewalks for restaurant dining space and streets for pedestrians.

#### Barriers and Facilitators to Inclusive Public Spaces

It is important to note that “good” public spaces that are “well designed” may not always be inclusive spaces and it is essential to ask who the public space is for, how it works (e.g., what activities can take root here?), and how it feels to be in the space. The design alone rarely achieves public space activation.<sup>29</sup>

To ensure that strategies are implemented equitably and inclusively, they must address historic inequities that were experienced by existing residents, particularly in communities of color and low-income communities.<sup>30, 31</sup> The literature suggests the following strategies: activate public spaces to reflect the cultures of communities already living in the place;<sup>32–35</sup> design public spaces that are accessible for people with different abilities—cognitive, sensory, physical or developmental;<sup>36, 37, 38</sup> approach design by considering how different gender identities might navigate the public space to feel safe and welcome;<sup>39, 40</sup> and ensure there is adequate space for improvisational and informal activities that allow people to express their cultures in their own ways.<sup>41, 42</sup>

Developers of public spaces can facilitate these strategies by involving residents in the planning process to find ways that support the diversity of local organizations and vendors (e.g., take neighborhood tours led by residents).<sup>43, 44</sup> Residents can also guide developers by prioritizing amenities for cultural activities, providing insight into local perspectives and

**TO ENSURE THAT STRATEGIES ARE IMPLEMENTED EQUITABLY AND INCLUSIVELY, THEY MUST ADDRESS HISTORIC INEQUITIES THAT WERE EXPERIENCED BY EXISTING RESIDENTS, PARTICULARLY IN COMMUNITIES OF COLOR AND LOW-INCOME COMMUNITIES.**

showing how designs can intentionally or unintentionally exclude certain groups of people.<sup>45</sup>

One example of the need for inclusive outreach was observed in a case study in 2016 of Cedar Hill State Park in Texas. Study organizers wanted to understand why black Americans’ usage of the park was so low despite a large black population around the park. It was found that there was a lack of cultural relevant programming that matched the leisure and cultural interest of the black American residents, which reinforced the perception that the park was a space for white people.<sup>46</sup> This example helps to illustrate the importance of thinking about who is activating a public space and whether inclusive outreach is done with a community to ensure relevant programming of the space.

Additionally, reviewed literature provided a cautionary set of factors that could affect the overall activation of public spaces. This included users’ access to the public space, including connections via public transportation, availability of parking and structures that support and protect pedestrians’ and bicyclists’ use of the space.<sup>27, 71</sup>

### 3.3 How have others assessed the efficacy of public spaces and place attachment?

Metrics will be presented in this section as they relate to elements of good public spaces and the pathway

connecting public spaces to revitalization. For brevity, the metrics are presented as high-level concepts,

# APPENDIX N

## Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

and examples of specific measures providing a more comprehensive understanding of the metric are presented in Appendices D and E. The presentation of metrics will be followed by a brief summary of the strength of evidence and potential challenges in using the metrics.

### Qualities of Created and Activated Public Spaces

Our review of the literature centered on how to best measure the four elements that relate to the quality of public spaces: multifunctional, safe and inclusive, attractive and comfortable, and proximity to nature. The literature highlighted the need for supplemental metrics to understand the availability and health of an area's cultural sector. With these goals in mind, we recommend using a combination of Vikas Mehta's 2014 Public Space Index, a framework that has been validated and replicated to measure the quality of public spaces<sup>19</sup> as well as additional metrics from various studies that provide measurements of the broader cultural context (see Exhibit 4). In Exhibit 4, we have mapped all recommended metrics (rows) onto the four qualities of public spaces (columns) as a way to organize the literature and visually represent which metrics can be used to measure which element as well as where there are opportunities to use a single set of metrics for measuring multiple elements of a public space.

The Public Space Index measures five dimensions of public spaces, including inclusiveness, pleasurable, meaningful activities, safety and comfort.

**Inclusiveness** measures the presence or absence of diversity among people at the public space, including age, gender, class and physical ability. This metric also includes physical structures that limit access to the space, such as obstructive entrances, restricted operating hours, signage forbidding certain behaviors and the presence of oppressive security. **Pleasurability** has slight variations on how it is measured, based on the type of public space (e.g., street, detached plaza or park, or attached plaza or park), but it generally measures the design, density and diversity of elements within or nearby the public space that are interactive. **Meaningful activities** measure a space's potential to be a gathering space and its available amenities, such

as restaurants and other businesses. **Safety** measures design aspects—such as lighting (especially at night), nearness of exits and blind corners—perceived safety or crime in the space, and the appropriate use of security features. Safety has also been measured using secondary data on crime statistics. Note that, as described above, safety features and inclusiveness need to be balanced. **Comfort** measures the physical comforts, such as seating and shade. Comfort also measures the maintenance of the space and its noise level.

The remaining metrics in Exhibit 4 measure aspects that were either not found within the Public Space Index or were used in the literature to assess larger areas than the single public space focus used in the Public Space Index validations (see Appendix C for a more detailed listing of the measures). **Likability** was added to a version of the Public Space Index to capture immediate feelings about a space using a range of adjectives and perceptions.<sup>20</sup> Mark J. Stern and Susan C. Seifert mapped four metrics to determine the **overall health** of the arts and culture assets across Philadelphia, establishing a Cultural Assets Index.<sup>21</sup> The index quantified the number of cultural participants, nonprofit cultural providers, commercial cultural firms and resident artists to understand the strength of cultural assets and identify cultural clusters. Additionally, Burayid's scorecard suggested that at least a tenth of the designated historic property on the National Register of Historic Places was located downtown to improve aesthetics and cultural value.<sup>22</sup>

Assessing the **business mix** of an area has also proven useful in understanding how good spaces help create place attachment.<sup>23–25</sup> However, the research on business mix is inconsistent, as researchers find it difficult to quantify the diversity of businesses in an area, outside of using qualitative judgments. Finally, measuring the direct **use of public spaces** is common in the literature and presents a behavioral metric that can indicate whether a public space is successfully applying the four qualities that make a good public space. These measures include counts of foot traffic, new residential units or percent of vacancies and the number of tourists frequenting the city or downtown area.

### Exhibit 4. Measuring the Qualities of Good Public Spaces

In the Strength of Evidence column, green represents metrics that were validated and share consistent findings across two or more studies and yellow indicates metrics that were validated but only by one study.

| METRICS FOR MEASURING THE QUALITIES OF GOOD PUBLIC SPACES | QUALITIES OF GOOD PUBLIC SPACES |                    |                            |                    | STRENGTH OF EVIDENCE |
|---|---------------------------------|--------------------|----------------------------|--------------------|----------------------|
|   | MULTIFUNCTIONAL                 | SAFE AND INCLUSIVE | ATTRACTIVE AND COMFORTABLE | NEARNESS TO NATURE |                      |
| Inclusiveness   |                                 | *                  | *                          |                    | ■                    |
| Pleasurability  |                                 |                    | *                          |                    | ■                    |
| Meaningful activities                                     | *                               |                    |                            |                    | ■                    |
| Safety  |                                 | *                  |                            |                    | ■                    |
| Comfort   |                                 |                    | *                          | *                  | ■                    |
| Likability  |                                 |                    | *                          |                    | ■                    |
| Health of cultural sector via Cultural Assets Index       | *                               |                    |                            |                    | ■                    |
| Business mix  | *                               |                    |                            |                    | ■                    |
| Use of public space                                       | *                               | *                  | *                          | *                  | ■                    |

### Place Attachment and City Identity and Brand

The metrics used to measure place attachment and brand are fewer in number but represent a strong model that has been well researched.<sup>26–28</sup> The metrics we identified cover the psychological and contextual factors that interact to influence place attachment, as well as outcomes that are seen as signs of strong place attachment (see Exhibit 5 and Appendix D for more detail). Foremost in these metrics is the construct of **place identity**, which measures how enmeshed an individual's identity is with the place in which they live or a designated area to which they are intrinsically connected. Place identity is strengthened by longer residency, more ties to the place (e.g., employment, family, positive memories or strong experiences, property ownership and spiritual connections), and a higher overall sense of belonging or social capital. We also saw that place attachment was related to higher quality of life ratings<sup>29–31</sup> and higher civic engagement.<sup>32–33</sup> These relationships suggest that

place attachment is influenced by the psychological factors of place identity and the personal and contextual factors of length of residence, ties to place, sense of belonging and trust of others. Whereas quality of life and civic engagement are outcomes related to positive place attachment.

Brand was consistently held as an important aspect of attracting people to a place or downtown area. The two measurable aspects of a place's brand were the positive and negative perceptions of the place's image (typically in the media) and distinct or unique features of the place. Higher numbers of positive images and higher frequency of positive coverage were seen with cities that had good branding. Similarly, cities or downtown areas that possessed a unique feature or "feel," compared to other places, were seen as more desirable to visit and also played a role in establishing place identity. The initiative Keep Austin Weird is an example

Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

of good branding and has capitalized on Austin's unique vibe and creative spirit. The initiative has been adopted by residents and attracted music festivals, tourists and new residents. Of course, this is only one perspective on Austin's identity, which excludes the lived experience of residents who are struggling with rising costs of living and disparities of maternal and child health outcomes

between women of color and white women.<sup>19, 64</sup> By definition, branding will focus on the positive aspects of an area, and strategies should consider how a city's challenges might also play a role in shaping an identity and attracting and retaining anchor institutions to be part of the solutions.

Exhibit 5. Measuring Place Attachment and Brand

In the Strength of Evidence column, green represents metrics that were validated and share consistent findings across two or more studies and yellow indicates metrics that were validated but only by one study.

| PATHWAY ELEMENT           | METRIC   | STRENGTH OF EVIDENCE |
|---------------------------|--|----------------------|
| Place attachment          | Place identity   | ■                    |
|                           | Length of residence  | ■                    |
|                           | Ties to place  | ■                    |
|                           | Sense of belonging   | ■                    |
|                           | Trust of others  | ■                    |
| Place attachment outcomes | Quality of life  | ■                    |
|                           | Civic engagement   | ■                    |
| Brand                     | Image valence (i.e., respondents' perceptions of space, partially in response to pictorial branding) | ■                    |
|                           | Uniqueness   | ■                    |

3.4 What is the strength of evidence for metrics connecting public space activation to downtown revitalization?

Our review of the literature found consistent evidence supporting the qualities that make a good public space, and that good public spaces contribute to aspects of place attachment. Similarly, place attachment was consistently defined and measured using synonymous concepts and organizing frameworks. The majority of studies we reviewed used case studies, observations and cross-sectional surveys, primarily to validate measurement instruments. Few articles provided empirical tests of the relationship between place quality and place attachment or place attachment and revitalization. However, there was evidence that place attachment contributes to a person's increased likelihood to take action in their community (e.g.,

being environmentally responsible<sup>65</sup> or contributing to community development projects), which is a key component of being an engaged community member.<sup>66</sup> Strong place attachment was also related to having a positive quality of life.<sup>67</sup> While the available research does not draw a direct connection from place attachment to revitalization, several theoretical frameworks suggested that place attachment is a vehicle for retaining and attracting people to a place—one of the main outcomes associated with revitalization.<sup>68, 69</sup>

Finally, the extent to which a good public space contributes to revitalization was also lacking in our

review of the literature, where studies were more focused on comparing qualities of existing public spaces to each other rather than connecting the presence or activation of good public spaces to any direct outcomes. Despite the lack of explicit evidence of the relationships between constructs, the overlapping streams of evidence allowed us to create a pathway connecting public spaces to outcomes of attraction and retention that contribute to achieving revitalization (see Exhibit 4). To track the success of creating and activating public spaces, a comprehensive measurement plan is recommended that includes the quality of public spaces as a process measure, increased place attachment as an individual outcome and use of the public space as an outcome contributing to engagement and revitalization.

THERE WAS EVIDENCE THAT PLACE ATTACHMENT CONTRIBUTES TO A PERSON'S INCREASED LIKELIHOOD TO TAKE ACTION IN THEIR COMMUNITY (E.G., BEING ENVIRONMENTALLY RESPONSIBLE OR CONTRIBUTING TO COMMUNITY DEVELOPMENT PROJECTS), WHICH IS A KEY COMPONENT OF BEING AN ENGAGED COMMUNITY MEMBER.

3.5 Challenges to Measuring Public Spaces and Place Attachment

A potential challenge to implementing the majority of metrics recommended for measuring the quality of a public space, place attachment and branding is their reliance on data collected primarily from individuals using public spaces. Considering the longitudinal schedule for assessments, the costs associated with measuring quality of places and place attachment could become a burden for low-resourced planners or development organizations. These costs are exacerbated by the need to sample large numbers

of users to ensure findings are representative of the population (convenience samples of small numbers of place visitors should be avoided because such methods could unintentionally bias the sample and exclude the viewpoints of people who may not feel comfortable or welcome in existing spaces). Taking the steps to intentionally reach a diverse and representative sample can be costly, but not including underrepresented groups in measurement can create inaccurate results.

## CONCLUSIONS

This literature review has highlighted a number of key insights that can be used as city leaders grapple with pandemic recovery and implement measures to ensure equity in their communities. The following can be used to guide future downtown revitalization work and public space investments:

**Seven well-known strategies emerged as key drivers of revitalization, each focused on improving economic conditions.** These strategies include: creating and sustaining a business improvement district, promoting downtown through branding and marketing efforts, investing in a diversity of mixed-use developments, attracting and keeping businesses downtown, expanding employment opportunities in the downtown or city center, creating and activating public space and implementing tax or other fiscal incentives. The exact strategies depended on a city's unique situations, but the ultimate goal was usually to improve economic conditions within the city. Additionally, cities are recognizing the need to choose strategies that leverage existing assets to meet the desired needs and goals of residents with and without decision-making power:

**Many cities focus their revitalization strategies on building and programming desirable public and civic spaces and increasing resident and visitor attachment to these places.** Research suggests that basic qualities that make a good place can be measured using four concepts: multifunctional use, inclusive and safe, attractive and comfortable, and proximity to nature. The literature presented variations on these concepts and offered examples of validated frameworks to measure these qualities. These concepts were also present in literature that focused on public spaces as a revitalization strategy, even when not specifically connected to activating or creating public spaces. While there is wide support for these concepts, research has not yet focused on the bare minimum for making high-quality public spaces, which

makes it difficult to establish meaningful thresholds or benchmarks.

**Movement of people seems to matter (as residents, employees and visitors). As such, one measure of successful revitalization includes measuring the flow of people in and around key focus areas.** Many revitalization strategies, including strategies that use public spaces to support revitalization, are implemented to create thriving downtown areas (e.g., create foot traffic, encourage residents to attend events and spend money downtown, and raise the profile of the area to increase tourism revenue). In many of the models of downtown health that have been created, however, there is an implicit prioritization of economic and business metrics (e.g., sales and increased investments). The inconclusive evidence that has been generated by the studies using these models, though, suggests that additional metrics that capture the flow of people through an area (e.g., residents retained in the downtown, new residents and businesses attracted to the designated area and increased visitors) could be critical complimentary measures that helps cities assess the extent to which areas have begun to thrive.

**"Revitalization" should be measured comprehensively and with an emphasis on equity, looking at trends in employment, poverty, demographics, cost of doing business, the resident experience and the health of the business and housing markets.** While specific measures should be chosen to reflect the unique approach of each city, monitoring a city's overall economic health, resident experience and business and housing markets can provide general feedback on the progress of revitalization. Specifically, monitoring the trends in employment, poverty, demographics, costs of doing business and costs of owning a home in the designated downtown area and the larger area context will provide general insights over time. Additionally, the literature indicated a few benchmarks and thresholds

that downtowns should achieve to create resilient, successful downtowns. Our review of the literature did not conclude which metrics could best measure the process of revitalization, but the literature advised that measures should match the strategies to identify process measures and short-term goals. The literature also advised that metrics and strategies be implemented with a focus on achieving equitable outcomes, including community representation in planning and decision-making, equitable access to the benefits of revitalization and strategies designed to limit displacement of longtime residents and businesses because of revitalization.

**Individuals' attachment to public or civic spaces is a critical step toward revitalization; people must want to be in and draw benefit from being in an area for revitalization to occur. Measuring progress toward increased place attachment, therefore, must be measured at tangible and psychological levels.** Tangible evidence of place attachment might include employment, property ownership and family members who also reside in the place. Common psychological indicators of attachment are positive memories and emotions, sense of belonging, positive self-esteem and positive health and well-being. The literature suggests that both sets of concepts contribute to place attachment, and that the latter set of psychological and motivational aspects may play a primary role in the establishment of place attachment. Measuring place attachment accurately would encompass both tangible and psychological elements to understand the factors facilitating place attachment and a successful public spaces strategy. Additional metrics that focus on relationship building would also be useful when strategies are focused on engaging community members in an activated or newly attractive public space. One critical limitation to this metric is the potential cost in collecting a representative sample across time to estimate trends, as these measures rely on self-reporting. In addition to measuring place attachment, understanding the brand and media presence that a city has is vital to constructing a positive narrative of a city or downtown area.

As these insights illustrate, there is considerable promise for cities and neighborhoods wanting to deepen connections between residents and to revitalize spaces. This review didn't uncover proven strategies for revitalizing downtown or public spaces—largely because of the complexity required to measure the influence of specific strategies within highly interrelated systems at a neighborhood or district level. It did identify, though, strategies that leaders in the field consistently support and consider effective (e.g., promoting branding and marketing, creating and activating public spaces and investing in mixed-use development).

These strategies, when grounded in local context and implementing equitable and inclusive strategies, were likely to spur successful revitalization and the building of community around public spaces based on dynamics prior to the COVID-19 pandemic. With the advent of the COVID-19 pandemic, there will likely need to be shifts in the strategies that cities use to revitalize their communities. We do not yet know exactly what these shifts will be as the pandemic is still affecting daily life. It is likely, though, that lessons from the past will be instructive as cities move forward. For example, knowing that people who feel connected to a place and to each other are more likely to stay and invest can inspire innovative strategies for fostering connections even within the constraints of COVID-19. Similarly, cities may prioritize supporting the recovery of their small independent retailers given their important role in creating vibrancy and drawing visitors and residents to the area.

The good news is that cities have been at the center of public health crises in the past and have found ways to adjust and thrive once more. With strategic and coordinated action by business and government leaders, this can again be possible. As leading global experts recently explained, "if the world's cities find ways to adjust, as they always have in the past, their greatest era may yet lie before them."<sup>60</sup> And, with city leaders focused on addressing racial inequities, there is hope that this great era will include pathways for access and prosperity for all residents.

## REFERENCES

1. Iroshoff, S., J. Scoggins and J. Iran (2014). "The Equity Solution: Racial Inclusion Is Key to Growing a Strong New Economy" PolicyLink, <https://www.policylink.org/reports/reports-analysis/the-equity-solution>.
2. Von Hoffman, A. (2019). "The Ingredients of Equitable Development: Planning A Cross-case Analysis of Equitable Development Planning and CDEs." Joint Center for Housing Studies of Harvard University. [https://www.jchs.harvard.edu/sites/default/files/Harvard\\_JCHS\\_Ingredients\\_Equitable\\_Development\\_Planning.pdf](https://www.jchs.harvard.edu/sites/default/files/Harvard_JCHS_Ingredients_Equitable_Development_Planning.pdf).
3. Benito, A., and C. Murray (2018). "Renewing America's Economic Promise Through Older Industrial Cities." Metropolitan Policy Program at the Brookings Institution. <https://www.brookings.edu/research/older-industrial-cities/#0102>.
4. Liu, A. (2016). "A Blueprint for More Inclusive Economic Growth." *Harvard Business Review*, March 3, 2016. <https://hbr.org/2016/03/a-blueprint-for-more-inclusive-economic-growth>.
5. Bonner, C., and M. Pastor (2012). "Just Growth: Inclusion and Prosperity in America's Metropolitan Regions." *Berkley Planning Journal* 25(1).
6. Novaro, M., A. Louny and A. Khuro (2017). "The Cost of Segregation." Metropolitan Planning Council.
7. Zuk, M., A. H. Bierbaum, K. Chapple, K. Gorska, A. Loukaitou-Sideris, P. Ong and T. Thomas (2015). "Gentrification, Displacement and the Role of Public Investment: A Literature Review." Federal Reserve Bank of San Francisco, August 21, 2015 (79).
8. Malach, A., and L. Brachman (2012). "Regenerating America's Legacy Cities." Lincoln Institute of Land Policy. <https://www.lincolnlst.edu/publications/policy-focus-reports/regenerating-americas-legacy-cities>.
9. Burayidi, M. A. (2018). "Downtown Revitalization in Small and Mid-sized Cities." American Planning Association.
10. Hollingsworth, L., and A. Goebel (2017). "Revitalizing America's Smaller Legacy Cities: Strategies for Postindustrial Success from Gary to Lowell." Lincoln Institute of Land Policy.
11. Filion, P., H. Hoernig, T. Bunting and G. Sands (2004). "The Successful Few: Healthy Downtowns of Small Metropolitan Regions." *Journal of the American Planning Association* 70(2): 223-43.
12. Kunes, M. E., and W. F. Ryan (2012). "Challenges of an Organizational Approach to Applied Downtown Market Analysis." *Applied Geography* 32(1): 80-87.
13. Groer, M. M. (2009). "Modes, Means and Measures: Adapting Sustainability Indicators to Assess Preservation Activity's Impact on Community Equity." Master's thesis: 217.
14. Kline, E. (2001). "Indicators for Sustainable Development in Urban Areas." *Sustainability Assessment and the Management of Urban Environments*: 275-97.
15. Samenow, J. C., E. L. March and B. D. Boniempo (2007). "Community Initiated Urban Development: An Ecological Intervention." *Journal of Urban Health* 84(1): 8-20.
16. Wajlin, A. (2011). "An Evaluation Tool and Indicators of Success for Cook Inlet Housing Authority's Mountain View Revitalization Strategies." Cook Inlet Housing Authority. <http://www.wipulanka.org/wp-content/uploads/2015/03/Wajlin-Capstone.pdf>.
17. Thomas, E., S. Pata and A. Ranson (2015). "The Greentown Initiative: Art, Community, and Placemaking in Memphis." *American Journal of Community Psychology* 55(1-2): 74-88.
18. Grunwell, S. (2014). "Investing Time: Economic Benefits a Business Improvement District Would Provide for a Downtown Central Business District." *Journal of Economics and Economic Education Research* 15(3): 39.
19. "The Benefits of Business Improvement Districts: Evidence from New York City." Urban Center for Real Estate and Urban Policy. New York University. <https://urbancenter.org/files/publications/HumanCenterBIDSbrief.pdf> (2007).
20. Hoyt, L., and D. Gopal Agre (2007). "The Business Improvement District Model: A Balanced Review of Contemporary Debates." *Geography Compass* 1(4): 546-58.
21. Falik, D. (2006). "The Process and Practice of Downtown Revitalization." *Review of Policy Research* 22(2): 621-45.
22. "Bringing Back Main Street: A Guide to Downtown Revitalization for Local Governments." Houston-Galveston Area Council. <http://www.h-gac.com/bringing-back-main-street/documents/Bringing-Back-Main-Street-May-2015.pdf> (2015).
23. Rothstein, R. *The Color of Law: A Forgotten History of How Our Government Segregated America*. Liveright Publishing, New York, 2017.
24. Runyan, R. C., and P. Huddleston (2006). "Getting Customers Downtown: The Role of Branding in Achieving Success for Central Business Districts." *Journal of Product and Brand Management* 15(1): 43-61.
25. Walzer, N., M. Evans and M. Aquino (2017). "Downtown Development Strategies in Illinois: Assessing the Priorities of Municipal Leaders in Illinois." *Illinois Municipal Policy Journal* 2(1): 69-84.
26. "Indie Impact Study Series: A National Comparative Survey with the American Booksellers Association." City Economics and American Booksellers Association. <http://www.cityeconomics.com/indie-impact.html> (2007).
27. Liu, A. (2016). "Remaking Economic Development: The Markets and Choices of Continuous Growth and Prosperity." The Brookings Institution. <https://www.brookings.edu/wp-content/uploads/2016/07/IBAPP-Remaking-economic-development-1-eb%20eb%20.pdf>.
28. "Rebuilding Downtown: A Guide for Revitalization." Smart Growth America. <https://www.smartgrowthamerica.org/app/uploads/documents/rebuilding-downtown.pdf> (2015).
29. "Center City: Planning for Growth." Center City District and Central Philadelphia Development Corporation. <https://centercityphil.org/uploads/attachments/CFM20200407wpdrgrowth2000-plan07-westmarket.pdf> (2007).
30. Birch, E. L. (2008). "Downtown in the 'New American City'." *The Annals of the American Academy of Political and Social Science* 626(1): 134-53.
31. Ton, Z. (2017). "The Case for Good Jobs, Better Pay and More Opportunities." *Harvard Business Review*. <https://hbr.org/covers-story/2017/01/the-case-for-good-jobs>.
32. Treuhaff, S. (2013). "Leveraging Equity Data for Inclusive Growth." PolicyLink. <https://www.policylink.org/blog/using-cities-equity-data-inclusive-growth>.
33. Burayidi, M. A. *Resilient Downtowns: A New Approach to Revitalizing Small and Medium City Downtowns*. Routledge, London, 2013.
34. Robertson, K. A. (1999). "Can Small-city Downtowns Remain Viable? A National Study of Development Issues and Strategies." *Journal of the American Planning Association* 65(2): 270-85.
35. Ferguson, G. (2005). "Characteristics of Successful Downtowns: Shared Attributes of Outstanding Small and Mid-sized Downtowns." Unpublished manuscript, Ithaca, NY, Cornell University Civic Fellows Program.
36. Rose, K., M. H. Daniel and J. Liu (2017). "Creating Change Through Arts, Culture, and Equitable Development: A Policy and Practice Primer." PolicyLink.
37. Kennedy, M., and P. Leonard (2001). "Dealing with Neighborhood Change: A primer on Concentration and Policy Choices." The Brookings Institution Center on Urban and Metropolitan Policy and PolicyLink.
38. Abolaita, M. J., R. Bennett, E. Yafiez, A. Bonilla and N. Akhavan (2017). "Healthy Development Without Displacement: Realizing the Vision of Healthy Communities for All." Prevention Institute. <https://www.preventioninstitute.org/publications/healthy-development-without-displacement-realizing-vision-healthy-communities-all>.
39. Tyler, N. R. (1998). "Evaluating Factors Associated With Perceived Downtown Health in Sixteen Michigan Cities." Doctoral dissertation, Michigan State University, East Lansing.
40. Scaccens, M. (2003). "Indicators and Core Area Planning: Applications in Canada's Mid-sized Cities." *Planning Practice and Research* 18(1): 63-80.
41. Lund, S., J. Manjula, L. H. Segel, A. Dui, B. Hancock, S. Rutherford and B. Mason (2019). "The Future of Work in America: People and Places, Today and Tomorrow." McKinsey Global Institute.
42. Furdell, K., H. Wolman and E. W. Hill (2005). "Did Central Cities Come Back? Which Ones, How Far, and Why?" *Journal of Urban Affairs* 27(3): 293-305.
43. Chapple, K., F. Wardell, D. Chastman et al. (2017). "Developing a New Methodology for Analyzing Potential Displacement." UC Berkeley. <https://escholarship.org/uc/item/4j6b465q#/qob465q.pdf>.
44. Chapple, K., and M. Zuk (2016). "Forewarned, The Use of Neighborhood Early Warning Systems for Gentrification and Displacement." *Citiescape* 18(2): 109-30.
45. Raisos, G. J. (2004). "Measuring the Livability of an Urban Centre: An Exploratory Study of Key Performance Indicators." *Planning, Practice and Research* 19(1): 101-10.
46. Mullin, J., and Z. Kobay (2003). "Measuring the Effectiveness of Downtown Revitalization Strategies." *Landscape Architecture and Regional Planning Faculty Publication Series* 122.
47. Brooks, R. (2013). "The 20 Ingredients of an Outstanding Downtown." Destination Development International. <http://mainstreetmcmemo.com/Documents/20%20Ingredients%20of%20an%20Outstanding%20Downtown%2011.pdf>.
48. Burnette, C. (2017). "Predicting Revitalization: A Descriptive Narrative and Predictive Analysis of Neighborhood Revitalization in Atlanta, Georgia." Georgia Institute of Technology.
49. "Measuring the Civic Commons." Reimagining the Civic Commons. <http://civiccommons.us/app/uploads/2012/01/Measuring-the-Civic-Commons.pdf>.
50. Droseltis, D., and V. L. Vignoles (2010). "Towards an Integrative Model of Place Identification: Dimensionality and Predictors of Intrapersonal-level Place Preferences." *Journal of Environmental Psychology* 30(1): 23-34.
51. Scannell, L., and R. Gifford (2017). "The Experienced Psychological Benefits of Place Attachment." *Journal of Environmental Psychology* 51: 256-68.
52. Williams, D. R., and J. J. Vaske (2002). "The Measurement of Place Attachment: Validity and Generalizability of a Psychometric Approach." *Forest Science* 48(3): 230-40.
53. McMillan, D. W., and D. M. Chavis (1986). "Sense of Community: A Definition and Theory." *Journal of Community Psychology* 14(1): 6-21.
54. Schiefer, D., and J. Van der Noll (2017). "The Essentials of Social Cohesion: A Literature Review." *Social Indicators Research* 132(2): 579-603.

65. Antón, C. E., and Lawrence C. (2010). "The Relationship Between Place Attachment, the Theory of Planned Behavior and Residents' Response to Place Change." *Journal of Environmental Psychology* 47: 145-54.
66. Morley, E. (2014). "The Validating Arts and Livability Indicators (VALI) Study: Results and Recommendations." Urban Institute (for the National Endowment for the Arts).
67. Stern, M. J., and Seifert, S. C. (2010). "Cultural Clusters: The Implications of Cultural Assets Agglomeration for Neighborhood Revitalization." *Journal of Planning Education and Research* 29(2): 262-73.
68. Burrows, K. (2019). "Making Places for Everyone: With Everyone." *Stanford Social Innovation Review*, [https://ssir.org/articles/entry/making\\_places\\_for\\_everyone\\_with\\_everyone](https://ssir.org/articles/entry/making_places_for_everyone_with_everyone).
69. Carmona, M. (2019). "Place Value: Place Quality and Its Impact on Health, Social, Economic and Environmental Outcomes." *Journal of Urban Design* 24(1): 1-48.
70. Mehta, V. (2014). "Evaluating Public Spaces." *Journal of Urban Design* 19(1): 53-62.
71. Silberberg, S., K. Lynch, R. Bishaw, and A. Muresig (2013). "Places in the Making: How Placemaking Builds Places and Communities." Massachusetts Institute of Technology, 72.
72. Poinhardt, K., and N. Storrer (2019). "Programming for Inclusion: Enhancing Equity Through Public Space Activation." Project for Public Spaces, <https://www.pps.org/article/programming-for-inclusion-enhancing-equity-through-public-space-activation>.
73. "Public Markets Research." Project for Public Spaces, <https://www.pps.org/article/research-and-case-studies> (2009).
74. Edwards, M., M. Singh and K. Brown (2014). "Downtown Success Indicators: A Review of the Literature." Department of Urban and Regional Planning, University of Illinois at Urbana-Champaign in cooperation with University of Illinois Extension, <https://hy.extension.uiuc.edu/sites/extensiondowntown/files/2016/06/68491.pdf>.
75. Pearsall, H. (2019). "What Do We Know About Urban Public Spaces? A Research Synthesis of the Economic, Environmental, Equity, Health, and Social Benefits and Costs."
76. Rashmi, S., M. J. Martin, E. Obeyesekere, D. Hellmann, X. Liu and C. Andris (2017). "A Geographic Information System (GIS)-based Analysis of Social Capital Data: Landscape Factors that Correlate with Trust." *Sustainability* 9(2): 265.
77. Poinhardt, K., and N. Storrer (2019). "Inclusivity by Design: Laying a Foundation for Diversity in Public Space." Project for Public Spaces, <https://www.pps.org/article/inclusivity-by-design-laying-a-foundation-for-diversity-in-public-space>.
78. "Equitable Placemaking: Not the End, but the Means." Project for Public Spaces, <https://www.pps.org/article/equitable-placemaking-gentrification> (2019).
79. "What Makes a Successful Place?" Project for Public Spaces, <https://www.pps.org/article/what-makes-a-successful-place>.
80. Sneed, C. T., R. Runyan, J. L. Swinney and H. J. Lim (2011). "Brand, Business Mix, Sense of Place: Do They Matter Downtown?" *Journal of Place Management and Development* 4(2): 121-34.
81. Niemetz, J., and S. Schmitt. "Publicly Accessible Space and Quality of Life: A Tool for Measuring the Openness of Urban Spaces." In M. Buhrk and R. Phillips, eds., *Quality of Life Community Indicators for Parks, Recreation and Leisure Management*. Springer, Dordrecht, Netherlands: 41-66.
82. Zamanifard, H., I. Alizadeh, C. Bosman and E. Colacito (2019). "Measuring Experiential Qualities of Urban Public Spaces: Users' Perspectives." *Journal of Urban Design* 24(3): 340-64.
83. Romão, J., K. Kaurit, B. Neults, and P. Nijkamp (2018). "The Smart City as a Common Place for Tourists and Residents: A Structural Analysis of the Determinants of Urban Attractiveness." *Cities* 78: 67-75.
84. Moller, C. J., C. Henderson-Wilson and M. Townsend (2009). "Rediscovering Nature in Everyday Settings: On How to Create Healthy Environments and Healthy People." *Ecology* 90(4): 553-56.
85. Arratt, R. (2019). "Design Ideas for Strengthening Downtowns." *Planning* 19(10): 49-53.
86. Lanier, A. G., and M. Taylor (2006). "Immigrant Engagement in Public Open Space: Strategies for the New Boston." Bart Foundation, <https://bartfdn.org/issue/immigrant-engagement-in-public-open-space-strategies-for-the-new-boston.html>.
87. "Planning With Diverse Communities." American Planning Association, <https://planning.org/uploaded/media/3/amplawnews.com/document/PAS-Report-593-executive-summary.pdf> (2019).
88. Poinhardt, K., and N. Storrer (2019). "A Playbook for Inclusive Placemaking: Community Process." Project for Public Spaces, <https://www.pps.org/article/a-playbook-for-inclusive-placemaking-community-process>.
89. "LBOT: Placemaking Toolkit." Planning Out and Built Environment Communications Group, [https://bcg.com/wp-content/uploads/2019/07/LBOT-Placemaking-Toolkit.pdf?source=Website&utm\\_medium=ToolKitUsage&utm\\_campaign=PlanningOut\\_toolkit](https://bcg.com/wp-content/uploads/2019/07/LBOT-Placemaking-Toolkit.pdf?source=Website&utm_medium=ToolKitUsage&utm_campaign=PlanningOut_toolkit) (2019).
90. Lee, K. J., and D. Scott (2016). "Bourdieu and African Americans' Park Visitation: The Case of Cedar Hill State Park, In Texas." *Leisure Sciences* 28(5): 424-40.
91. Evans, J., S. Z. Evans, J. D. Morgan, J. A. Shaylor and F. P. Abderhalden (2019). "Evaluating the Quality of Mid-sized City Parks: A Replication and Extension of the Public Space Index." *Journal of Urban Design* 24(1): 119-26.
92. Grodach, C., and A. Loukaitou-Sideris (2007). "Cultural Development Strategies and Urban Revitalization: A Survey of US Cities." *International Journal of Cultural Policy* 13(4): 249-70.
93. Gahru, T. (2019). "Austin 'Cost to Live' Comfortably Highest. In Nation." Patch, <https://patch.com/tx/austin/cost-to-live-comfortably-increase-highest-nation>.
94. Cole, H. E., P. X. Rojas and J. Joseph (2012). "National Perinatal Task Force: Building a Movement to Birth a More Just and Loving World." Mama Says: Visible Women, [https://mamasaysale.com/ugl/0f/afce\\_03c295bc94690686072a84431c36.pdf](https://mamasaysale.com/ugl/0f/afce_03c295bc94690686072a84431c36.pdf).
95. "The Value of U.S. Downtowns and Center Cities: Third Edition." International Downtown Association, <https://downtown.org/publications/> (2019).
96. "The 20 Ingredients of an Outstanding Destination." Destination Development International, <http://www.destinationdevelopment.org/open/2/2/0/20/20Ingredients%20of%20an%20Outstanding%20Destination.pdf> (2012).
97. Florida, R. et al (2020). "How U.S. Cities Will Look After the Coronavirus Pandemic." *Foreign Policy Review*, <https://foreignpolicy.com/2020/05/05/future-of-us-cities-after-coronavirus-pandemic/>.
98. Thompson, D. (2020). "The Pandemic Will Change American Retail Forever." *The Atlantic*, <https://www.theatlantic.com/ideas/archive/2020/04/how-pandemic-will-change-face-retail/610123/>.

## Appendix A: Methods

We approached our review using guidelines adapted from the Campbell Collaboration.<sup>13</sup> First, we formulated our research questions in collaboration with the Knight Foundation and then developed inclusion and exclusion criteria based on a PICOS framework to scope our initial search of the literature (see Exhibit A.1). We used online databases to search and catalog an initial sample of 100 articles related to revitalization, activating public spaces, making public spaces and strategies for revitalization. Our team identified 109 abstracts, including dissertations, websites, foundations' program reports and peer-reviewed studies, including several literature reviews over the last 20 years.

We captured basic information from each document (e.g., title, author[s] and publication date) and a broad description of each document's substance (e.g., methods, strategies, metrics and relation to our research questions). We used the substantive descriptions to select 50 articles for a more thorough

review and analysis. During the in-depth review, articles that we determined did not contribute to our research questions were dropped from the sample and additional articles were identified. We also found that a handful of strong, related articles did not match our inclusion and exclusion criteria, primarily based on the country in which the research was conducted.

We decided to keep most of these articles, as they built on research conducted in the United States; sampled English-speaking, democratic populations; or contained a detailed review of the literature. Additional articles were also identified during the in-depth review and were added to our sample to fill gaps or strengthen an argument as needed.

We recorded the findings of each article, metrics used, strategies being leveraged and other details that might be useful. We then discussed themes, identified gaps and interpreted the insights from the literature. Our synthesis is presented as a narrative report organized around identified strategies, metrics and frameworks suggested by the literature.

In addition to this process, we drew upon our existing knowledge of literature in the field of equitable economic development and contributed insights from those sources to this literature review.

With the breadth of our search, including the review of multiple literature reviews, we feel confident that we identified the seminal articles in the field and have captured the insights from those studies that used statistical analysis to analyze effectiveness of strategies or metrics.

M. Shannon Kugley, Anne Wade, James Thomas, Qurayb Mahood, Anne-Marie Jørgensen, Katarinne Lammestrem and Nila Sathis, "Searching for Studies: A Guide to Information Retrieval for Campbell," *Campbell Systematic Reviews*, February 13, 2017.

# APPENDIX N

## Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

Exhibit A.1 Inclusion and Exclusion Criteria for Literature Review

|                      |   |
|----------------------|---|
| <b>POPULATIONS</b>   | <ul style="list-style-type: none"> <li>■ Within United States</li> <li>■ Narrow to similar size of city</li> <li>■ Narrow to neighborhoods and center-city downtowns</li> <li>■ Articles published since 2000</li> <li>■ Residents who live, work and play in focus areas</li> <li>■ Employees who work in focus areas</li> <li>■ Property owners in focus areas</li> <li>■ Business owners in focus areas</li> <li>■ Operators of public spaces</li> <li>■ Entrepreneurs in focus areas</li> </ul> |
| <b>INTERVENTIONS</b> | <ul style="list-style-type: none"> <li>■ Attention paid to development that uses:                             <ol style="list-style-type: none"> <li>1. Public spaces to revitalize</li> <li>2. Community engagement or inclusive planning for revitalization</li> <li>3. Equitable economic development (e.g., infrastructure development) for revitalization</li> <li>4. Strategies used to revitalize or create vibrant downtowns</li> </ol> </li> </ul>   |
| <b>COMPARATORS</b>   | N/A   |
| <b>OUTCOMES</b>      | <ul style="list-style-type: none"> <li>■ Metrics or indicators of downtown revitalization, including residential and population growth and equitable economic development</li> <li>■ Metrics or indicators of unique or distinctive public space creation (secondary)</li> <li>■ Metrics or indicators of public space activation</li> <li>■ Measured relationships between strategies and downtown revitalization or public space creation and activation</li> </ul>                               |
| <b>STUDY DESIGN</b>  | <ul style="list-style-type: none"> <li>■ Meta-analysis or literature reviews</li> <li>■ Correlational designs</li> <li>■ Longitudinal analysis</li> <li>■ Evaluation and monitoring</li> </ul>  |

Appendix B: Detailed Strategies and Metrics of Downtown Revitalization

In the Strength of Evidence column, green represents metrics that share consistent findings across two or more studies and yellow indicates metrics that are extrapolated from promising or successful strategies to downtown revitalization. Metrics marked with an asterisk and bolded are recommended for their ability to assess equitable processes or outcomes.

| REVITALIZATION STRATEGY                            | METRIC  | TYPE | STRENGTH OF EVIDENCE | CITATION  |
|--|---|------|----------------------|---|
| Create and sustain a business improvement district | Number of businesses located downtown   |      |                      | <ul style="list-style-type: none"> <li>• Edwards, M. M., Singh and K. Brown (2014). "Downtown Success Indicators: A Review of the Literature." Department of Urban and Regional Planning, University of Illinois at Urbana-Champaign in cooperation with University of Illinois Extension. <a href="https://fy.extension.uiuc.edu/resilientdowntowns/files/2016/06/59491.pdf">https://fy.extension.uiuc.edu/resilientdowntowns/files/2016/06/59491.pdf</a>.</li> <li>• "Measuring the Civic Commons." <i>Reimagining the Civic Commons</i>, <a href="http://civiccommons.usApp/uploads/2016/01/Measuring-the-Civic-Commons.pdf">http://civiccommons.usApp/uploads/2016/01/Measuring-the-Civic-Commons.pdf</a>.</li> <li>• Rangan, R. C., and P. Huddleston (2006). "Getting Customers Downtown: The Role of Branding in Achieving Success for Central Business Districts." <i>Journal of Product and Brand Management</i> 15(1): 48-61.</li> </ul>                          |
|  | Growth in retail sales  |      |                      | <ul style="list-style-type: none"> <li>• Grunwell, S. (2014). "Estimating the Economic Benefits a Business Improvement District Would Provide for a Downtown Central Business District." <i>Journal of Economics and Economic Education Research</i> 15(3): 89.</li> <li>• Rangan, R. C., and P. Huddleston (2006). "Getting Customers Downtown: The Role of Branding in Achieving Success for Central Business Districts." <i>Journal of Product and Brand Management</i> 15(1): 48-61.</li> </ul>   |
|  | Longevity of small businesses   |      |                      | <ul style="list-style-type: none"> <li>• Burayidi, M. A. <i>Resilient Downtowns: A New Approach to Revitalizing Small- and Medium-City Downtowns</i>. Routledge, London, 2013.</li> <li>• Grunwell, S. (2014). "Estimating the Economic Benefits a Business Improvement District Would Provide for a Downtown Central Business District." <i>Journal of Economics and Economic Education Research</i> 15(3): 89.</li> <li>• Rangan, R. C., and P. Huddleston (2006). "Getting Customers Downtown: The Role of Branding in Achieving Success for Central Business Districts." <i>Journal of Product and Brand Management</i> 15(1): 48-61.</li> </ul>  |
|  | Increase in property values   |      |                      | <ul style="list-style-type: none"> <li>• "The Benefits of Business Improvement Districts: Evidence from New York City." Furman Center for Real Estate and Urban Policy, New York University. <a href="https://turnmancenter.org/files/publications/turnmanCenterBIDistrict.pdf">https://turnmancenter.org/files/publications/turnmanCenterBIDistrict.pdf</a> (2007).</li> <li>• Grunwell, S. (2014). "Estimating the Economic Benefits a Business Improvement District Would Provide for a Downtown Central Business District." <i>Journal of Economics and Economic Education Research</i> 15(3): 89.</li> <li>• "Bringing Back Main Street: A Guide to Downtown Revitalization for Local Governments." Houston-Galveston Area Council. <a href="https://www.h-gac.com/bringing-back-main-street/documents/Bringing-Back-Main-Street-May-2015.pdf">https://www.h-gac.com/bringing-back-main-street/documents/Bringing-Back-Main-Street-May-2015.pdf</a> (2015).</li> </ul> |
|  | * Resident representation in the business improvement district advisory board or governance |      |                      | <ul style="list-style-type: none"> <li>• Hoyt, L., and D. Gopal Aggar (2007). "The Business Improvement District Model: A Balanced Review of Contemporary Debates." <i>Geography Compass</i> 1(4): 946-58.</li> </ul>   |
|  | * Racial and ethnic composition of the business improvement district                        |      |                      | <ul style="list-style-type: none"> <li>• Hoyt, L., and D. Gopal Aggar (2007). "The Business Improvement District Model: A Balanced Review of Contemporary Debates." <i>Geography Compass</i> 1(4): 946-58.</li> </ul>   |

Economic Placemaking Sector: Housing Sector: Business Built Environment Demographics

# APPENDIX N

## Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

Appendix N

Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

| REVITALIZATION STRATEGY                                 | METRIC  | TYPE | STRENGTH OF EVIDENCE | CITATION  |
|---|---|------|----------------------|---|
|   | Citizen attitude toward downtown  |      |                      | • Mitchell, J. (1999). "Business Improvement Districts and Innovative Service Delivery." The PricewaterhouseCoopers Endowment for the Business of Government.   |
|   | Crime rates   |      |                      | • Hoyt, L. M. (2001). "Business Improvement Districts: Untold Stories and Substantiated Impacts." Doctoral dissertation, Department of Urban Studies and Planning, Massachusetts Institute of Technology, Cambridge.<br>• Mitchell, J. (1999). "Business Improvement Districts and Innovative Service Delivery." The PricewaterhouseCoopers Endowment for the Business of Government.   |
| Promote downtown through branding and marketing efforts | Positive media mentions of downtown   |      |                      | • Bursaydi, M. A. (2018). "Downtown Revitalization in Small and Mid-sized Cities." American Planning Association.   |
|   | Brand identity and positive image   |      |                      | • Baker, R. Destination (Branding for Small Cities, Creative Leap Books, Portland, OR, 2012: 17-22.<br>• Ranyan, R. C., and P. Huddleston (2006). "Getting Customers Downtown: The Role of Branding in Achieving Success for Central Business Districts." <i>Journal of Product and Brand Management</i> 15(1): 40-61.<br>• Sneed, C. T., R. Ranyan, J. L. Swinney and H. J. Lim (2011). "Brand, Business Mix, Sense of Place: Do They Matter Downtown?" <i>Journal of Place Management and Development</i> 4(2): 121-34.<br>• Walker, N., M. Evans and M. Aquino (2017). "Downtown Development Strategies in Illinois: Assessing the Priorities of Municipal Leaders in Illinois." <i>Illinois Municipal Policy Journal</i> 2(1): 69-84.   |
|   | Visibility of downtown marketing (publicity, social media and peer reviews) |      |                      | • Brooks, R. (2013). "The 20 Ingredients of an Outstanding Downtown." Destination Development International, <a href="http://mainstreetsuccess.com/Documents/20%20Ingredients%20of%20an%20Outstanding%20Downtown%20(1).pdf">http://mainstreetsuccess.com/Documents/20%20Ingredients%20of%20an%20Outstanding%20Downtown%20(1).pdf</a> .<br>• Filion, P., H. Hoernig, T. Bunting and G. Sands (2004). "The Successful Few: Healthy Downtowns of Small Metropolitan Regions." <i>Journal of the American Planning Association</i> 70(3): 328-42.   |
|   | Number of and rates of attendees at special events                          |      |                      | • "Bringing Back Main Street: A Guide to Downtown Revitalization for Local Governments." Houston-Galveston Area Council, <a href="https://www.h-gac.com/bringing-back-main-street/documents/Bringing-Back-Main-Street-May-2015.pdf">https://www.h-gac.com/bringing-back-main-street/documents/Bringing-Back-Main-Street-May-2015.pdf</a> (2015).<br>• Edwards, M., M. Singh and K. Brown (2014). "Downtown Success Indicators: A Review of the Literature." Department of Urban and Regional Planning, University of Illinois at Urbana-Champaign in cooperation with University of Illinois Extension, <a href="https://uiextension.wisc.edu/resilientdowntowns/files/2016/06/59491.pdf">https://uiextension.wisc.edu/resilientdowntowns/files/2016/06/59491.pdf</a> .<br>• Szeles, M. (2008). "Indicators and Core Area Planning: Applications in Canada's Mid-sized Cities." <i>Planning Practice and Research</i> 10(1): 63-80. |
|   | Number of hotel and motel rooms per 1,000 central city residents            |      |                      | • "Bringing Back Main Street: A Guide to Downtown Revitalization for Local Governments." Houston-Galveston Area Council, <a href="https://www.h-gac.com/bringing-back-main-street/documents/Bringing-Back-Main-Street-May-2015.pdf">https://www.h-gac.com/bringing-back-main-street/documents/Bringing-Back-Main-Street-May-2015.pdf</a> (2015).<br>• Filion, P., H. Hoernig, T. Bunting and G. Sands (2004). "The Successful Few: Healthy Downtowns of Small Metropolitan Regions." <i>Journal of the American Planning Association</i> 70(3): 328-42.   |

Economic Placemaking Sector Housing Sector Business Built Environment Demographics

| REVITALIZATION STRATEGY   | METRIC  | TYPE | STRENGTH OF EVIDENCE | CITATION  |
|---|---|------|----------------------|---|
| Invest in diversity of mixed use development, including housing, and in filling vacant property | Percent of city's residential population living downtown (threshold: 5%)                  |      |                      | • Birch, E. L. (2009). "Downtown in the 'New American City.'" <i>The Annals of the American Academy of Political and Social Science</i> 626(1): 134-53.<br>• Bursaydi, M. A. (2018). <i>Resilient Downtowns: A New Approach to Revitalizing Small- and Medium-City Downtowns</i> . Routledge, London, 2018.   |
|   | Growth in the number of housing units downtown  |      |                      | • Bursaydi, M. A. (2018). "Downtown Revitalization in Small and Mid-sized Cities." American Planning Association.   |
|   | Population growth (+/- change over time)  |      |                      | • Mallach, A., and L. Brachman (2013). "Regenerating America's Legacy Cities." Lincoln Institute of Land Policy, <a href="https://www.lincolninstitute.edu/publications/policy-focus-reports/regenerating-america-legacy-cities">https://www.lincolninstitute.edu/publications/policy-focus-reports/regenerating-america-legacy-cities</a> .  |
|   | * Diversity of resident tenure  |      |                      | • Groer, M. M. (2009). "Modes, Means and Measures: Adapting Sustainability Indicators to Assess Preservation Activity's Impact on Community Equity." Master's thesis: 277.  |
|   | Percent of civic and cultural facilities located downtown                                 |      |                      | • Bursaydi, M. A. (2018). <i>Resilient Downtowns: A New Approach to Revitalizing Small- and Medium-City Downtowns</i> . Routledge, London, 2018.<br>• Filion, P., H. Hoernig, T. Bunting and G. Sands (2004). "The Successful Few: Healthy Downtowns of Small Metropolitan Regions." <i>Journal of the American Planning Association</i> 70(3): 328-42.   |
|   | Percentage of city's historic property located downtown (threshold: 20%)                  |      |                      | • Bursaydi, M. A. (2018). <i>Resilient Downtowns: A New Approach to Revitalizing Small- and Medium-City Downtowns</i> . Routledge, London, 2018.<br>• Filion, P., H. Hoernig, T. Bunting and G. Sands (2004). "The Successful Few: Healthy Downtowns of Small Metropolitan Regions." <i>Journal of the American Planning Association</i> 70(3): 328-42.   |
|   | Existence of a gathering place or point of arrival  |      |                      | • Bursaydi, M. A. (2018). <i>Resilient Downtowns: A New Approach to Revitalizing Small- and Medium-City Downtowns</i> . Routledge, London, 2018.<br>• Brooks, R. (2013). "The 20 Ingredients of an Outstanding Downtown." Destination Development International, <a href="http://mainstreetsuccess.com/Documents/20%20Ingredients%20of%20an%20Outstanding%20Downtown%20(1).pdf">http://mainstreetsuccess.com/Documents/20%20Ingredients%20of%20an%20Outstanding%20Downtown%20(1).pdf</a> .  |
|   | Vacancy rates (commercial, residential, etc.) and vacant lots                             |      |                      | • Balas, C. J. (2004). "Measuring the Livability of an Urban Center: An Exploratory Study of Key Performance Indicators." <i>Planning Practice and Research</i> 19(1): 101-10.<br>• Bursaydi, M. A. (2018). <i>Resilient Downtowns: A New Approach to Revitalizing Small- and Medium-City Downtowns</i> . Routledge, London, 2018.<br>• "Bringing Back Main Street: A Guide to Downtown Revitalization for Local Governments." Houston-Galveston Area Council, <a href="https://www.h-gac.com/bringing-back-main-street/documents/Bringing-Back-Main-Street-May-2015.pdf">https://www.h-gac.com/bringing-back-main-street/documents/Bringing-Back-Main-Street-May-2015.pdf</a> (2015).<br>• "Measuring the Civic Commons." Reimagining the Civic Commons, <a href="http://civic-commons.us/app/uploads/2018/01/Measuring-the-Civic-Commons.pdf">http://civic-commons.us/app/uploads/2018/01/Measuring-the-Civic-Commons.pdf</a> .<br>• Szeles, M. (2008). "Indicators and Core Area Planning: Applications in Canada's Mid-sized Cities." <i>Planning Practice and Research</i> 10(1): 63-80. |
|   | Diverse mix of uses (e.g., commercial, residential or civic uses of buildings and spaces) |      |                      | • Bursaydi, M. A. (2018). "Downtown Revitalization in Small and Mid-sized Cities." American Planning Association.<br>• Kures, M. E., and W. F. Ryan (2012). "Challenges of an Organizational Approach to Applied Downtown Market Analysis." <i>Applied Geography</i> 32(1): 60-87.<br>• Mullin, J., and J. Kotval (2003). "Measuring the Effectiveness of Downtown Revitalization Strategies." <i>Landscape Architecture and Regional Planning Faculty Publication Series</i> 1:23.<br>• Walker, N., M. Evans and M. Aquino (2017). "Downtown Development Strategies in Illinois: Assessing the Priorities of Municipal Leaders in Illinois." <i>Illinois Municipal Policy Journal</i> 2(1): 69-84.   |

Economic Placemaking Sector Housing Sector Business Built Environment Demographics







# APPENDIX N





## Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

Appendix N

Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

| REVITALIZATION STRATEGY   | METRIC  | TYPE  | STRENGTH OF EVIDENCE  | CITATION  |
|---|---|---|---|---|
| Attract and keep businesses downtown  | Percent of retail businesses in city located downtown (threshold: 2%) |    |    | <ul style="list-style-type: none"> <li>Burayidi, M. A. <i>Resilient Downtowns: A New Approach to Revitalizing Small- and Medium-City Downtowns</i>. Routledge, London, 2013.</li> <li>Burayidi, M. A. (2018). "Downtown Revitalization in Small and Midsize Cities." American Planning Association.</li> <li>Grunwell, S. (2014). "Estimating the Economic Benefits a Business Improvement District Would Provide for a Downtown Central Business District." <i>Journal of Economics and Economic Education Research</i> 15(3): 89.</li> <li>Walker, N., M. Evans and M. Aquino (2017). "Downtown Development Strategies in Illinois: Assessing the Priorities of Municipal Leaders in Illinois." <i>Illinois Municipal Policy Journal</i> 2(1): 69-84.</li> </ul>  |
|   | Diverse business mix/store types                                      |    |    | <ul style="list-style-type: none"> <li>Balsas, C. J. (2014). "Measuring the Livability of an Urban Centre: An Exploratory Study of Key Performance Indicators." <i>Planning, Practice and Research</i> 19(1): 101-10.</li> <li>Kiries, M. E., and W. F. Ryan (2012). "Challenges of an Organizational Approach to Applied Downtown Market Analysis." <i>Applied Geography</i> 32(1): 80-81.</li> <li>Sneed, C. T., R. Runyan, J. L. Swinney and H. J. Lim (2011). "Brand, Business Mix, Sense of Place: Do They Matter Downtown?" <i>Journal of Place Management and Development</i> 4(2): 121-34.</li> </ul>   |
|   | Storefront occupancy rate (threshold: 9%)                             |    |    | <ul style="list-style-type: none"> <li>Brooks, R. (2013). "The 20 Ingredients of an Outstanding Downtown." Destination Development International, <a href="http://mainstreeteconomics.com/Documents/20%20Ingredients%20to%20Outstanding%20Downtown%20(1).pdf">http://mainstreeteconomics.com/Documents/20%20Ingredients%20to%20Outstanding%20Downtown%20(1).pdf</a>.</li> <li>Edwards, M., M. Singh and K. Brown (2014). "Downtown Success Indicators: A Review of the Literature." Department of Urban and Regional Planning, University of Illinois at Urbana-Champaign in cooperation with University of Illinois Extension, <a href="https://uiextension.uisc.edu/resilientdowntowns/files/2016/06/59491.pdf">https://uiextension.uisc.edu/resilientdowntowns/files/2016/06/59491.pdf</a>.</li> <li>"Measuring the Civic Commons." Reimagining the Civic Commons, <a href="http://civic-commons.us/app/uploads/2013/01/Measuring-the-Civic-Commons.pdf">http://civic-commons.us/app/uploads/2013/01/Measuring-the-Civic-Commons.pdf</a>.</li> </ul> |
|   | Business turnover per year (threshold: <6%)                           |    |    | <ul style="list-style-type: none"> <li>Brooks, R. (2013). "The 20 Ingredients of an Outstanding Downtown." Destination Development International, <a href="http://mainstreeteconomics.com/Documents/20%20Ingredients%20to%20Outstanding%20Downtown%20(1).pdf">http://mainstreeteconomics.com/Documents/20%20Ingredients%20to%20Outstanding%20Downtown%20(1).pdf</a>.</li> <li>Grunwell, S. (2014). "Estimating the Economic Benefits a Business Improvement District Would Provide for a Downtown Central Business District." <i>Journal of Economics and Economic Education Research</i> 15(3): 89.</li> </ul>   |
|   | Growth in retail sales  |  |  | <ul style="list-style-type: none"> <li>Grunwell, S. (2014). "Estimating the Economic Benefits a Business Improvement District Would Provide for a Downtown Central Business District." <i>Journal of Economics and Economic Education Research</i> 15(3): 89.</li> <li>Runyan, R. C., and P. Huddleston (2006). "Getting Customers Downtown: The Role of Branding in Achieving Success for Central Business Districts." <i>Journal of Product and Brand Management</i> 15(1): 48-61.</li> </ul>   |
| Expand employment opportunities downtown or in city center (disaggregate employment measures by race and ethnicity) | * Percentage of city residents working in the city                    |  |  | <ul style="list-style-type: none"> <li>Hollingsworth, T., and A. Goebel (2017). "Revitalizing America's Smaller Legacy Cities: Strategies for Postindustrial Success from Gary to Lowell." Lincoln Institute of Land Policy.</li> </ul>   |

 Economic  Placemaking  Sector Housing  Sector Business  Built Environment  Demographics

| REVITALIZATION STRATEGY | METRIC                         | TYPE   | STRENGTH OF EVIDENCE   | CITATION   |
|-------------------------|--------------------------------|--|--|--|
|                         | Unemployment rate              |   |   | <ul style="list-style-type: none"> <li>Furdell, K., H. Wolman and E. W. Hill (2005). "Did Central Cities Come Back? Which Ones, How Far, and Why?" <i>Journal of Urban Affairs</i> 27(3): 283-305.</li> <li>Hollingsworth, T., and A. Goebel (2017). "Revitalizing America's Smaller Legacy Cities: Strategies for Postindustrial Success from Gary to Lowell." Lincoln Institute of Land Policy.</li> <li>Mallach, A., and L. Brachman (2013). "Regenerating America's Legacy Cities." Lincoln Institute of Land Policy, <a href="https://www.lincolnst.edu/publications/policy-focus-reports/regenerating-americas-legacy-cities">https://www.lincolnst.edu/publications/policy-focus-reports/regenerating-americas-legacy-cities</a>.</li> <li>"Measuring the Civic Commons." Reimagining the Civic Commons, <a href="http://civic-commons.us/app/uploads/2013/01/Measuring-the-Civic-Commons.pdf">http://civic-commons.us/app/uploads/2013/01/Measuring-the-Civic-Commons.pdf</a>.</li> <li>Sissons, M. (2005). "Indicators and Core Area Planning: Applications in Canada's Mid-sized Cities." <i>Planning Practice and Research</i> 18(1): 63-80.</li> </ul>   |
|                         | Labor force participation rate |   |   | <ul style="list-style-type: none"> <li>Banner, C., and M. Pastor (2017). "Just Growth: Inclusion and Prosperity in America's Metropolitan Regions." <i>Berkeley Planning Journal</i> 25(1).</li> <li>Mallach, A., and L. Brachman (2013). "Regenerating America's Legacy Cities." Lincoln Institute of Land Policy, <a href="https://www.lincolnst.edu/publications/policy-focus-reports/regenerating-americas-legacy-cities">https://www.lincolnst.edu/publications/policy-focus-reports/regenerating-americas-legacy-cities</a>.</li> <li>Hollingsworth, T., and A. Goebel (2017). "Revitalizing America's Smaller Legacy Cities: Strategies for Postindustrial Success from Gary to Lowell." Lincoln Institute of Land Policy.</li> <li>Mallach, A., and L. Brachman (2013). "Regenerating America's Legacy Cities." Lincoln Institute of Land Policy, <a href="https://www.lincolnst.edu/publications/policy-focus-reports/regenerating-americas-legacy-cities">https://www.lincolnst.edu/publications/policy-focus-reports/regenerating-americas-legacy-cities</a>.</li> </ul>  |
|                         | Not new jobs                   |   |   | <ul style="list-style-type: none"> <li>Burube, A., and C. Murray (2018). "Renewing America's Economic Promise Through Older Industrial Cities." Metropolitan Policy Program at the Brookings Institution, <a href="https://www.brookings.edu/research/older-industrial-cities/#01073">https://www.brookings.edu/research/older-industrial-cities/#01073</a>.</li> <li>Lund, S., J. Manyika, L. H. Sequa, A. Dias, B. Hancock, S. Rutherford and B. Mason (2019). "The Future of Work in America: People and Places, Today and Tomorrow." McKinsey Global Institute.</li> </ul>   |
|                         | Median household income        |  |  | <ul style="list-style-type: none"> <li>Banner, C., and M. Pastor (2017). "Just Growth: Inclusion and Prosperity in America's Metropolitan Regions." <i>Berkeley Planning Journal</i> 25(1).</li> <li>Burube, A., and C. Murray (2018). "Renewing America's Economic Promise Through Older Industrial Cities." Metropolitan Policy Program at the Brookings Institution, <a href="https://www.brookings.edu/research/older-industrial-cities/#01073">https://www.brookings.edu/research/older-industrial-cities/#01073</a>.</li> <li>Furdell, K., H. Wolman and E. W. Hill (2005). "Did Central Cities Come Back? Which Ones, How Far, and Why?" <i>Journal of Urban Affairs</i> 27(3): 283-305.</li> <li>Hollingsworth, T., and A. Goebel (2017). "Revitalizing America's Smaller Legacy Cities: Strategies for Postindustrial Success from Gary to Lowell." Lincoln Institute of Land Policy.</li> <li>Mallach, A., and L. Brachman (2013). "Regenerating America's Legacy Cities." Lincoln Institute of Land Policy, <a href="https://www.lincolnst.edu/publications/policy-focus-reports/regenerating-americas-legacy-cities">https://www.lincolnst.edu/publications/policy-focus-reports/regenerating-americas-legacy-cities</a>.</li> <li>Morley, E. (2014). "The Validating Arts and Livability Indicators (VALI) Study: Results and Recommendations." Urban Institute for the National Endowment for the Arts.</li> <li>"Measuring the Civic Commons." Reimagining the Civic Commons, <a href="http://civic-commons.us/app/uploads/2013/01/Measuring-the-Civic-Commons.pdf">http://civic-commons.us/app/uploads/2013/01/Measuring-the-Civic-Commons.pdf</a>.</li> </ul> |

 Economic  Placemaking  Sector Housing  Sector Business  Built Environment  Demographics

# APPENDIX N

## Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

Appendix N

Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

| REVITALIZATION STRATEGY                      | METRIC  | TYPE | STRENGTH OF EVIDENCE | CITATION  |
|--|---|------|----------------------|---|
|  | Poverty rate  |      |                      | <ul style="list-style-type: none"> <li>Benner, C., and M. Pastor (2012). "Just Growth: Inclusion and Prosperity in America's Metropolitan Regions." <i>Berkeley Planning Journal</i> 25(1).</li> <li>Furdell, K., H. Wolman and E. W. Hill (2005). "Did Central Cities Come Back? Which Ones, How Far, and Why?" <i>Journal of Urban Affairs</i> 27(3): 203-205.</li> <li>Hollingsworth, T., and A. Goebel (2017). "Revitalizing America's Smaller Legacy Cities: Strategies for Postindustrial Success from Gary to Lowell." Lincoln Institute of Land Policy.</li> <li>"Measuring the Civic Commons." Reimagining the Civic Commons, <a href="http://civiccommons.us/app/uploads/2018/01/Measuring-the-Civic-Commons.pdf">http://civiccommons.us/app/uploads/2018/01/Measuring-the-Civic-Commons.pdf</a>.</li> </ul>  |
|  | College degree attainment   |      |                      | <ul style="list-style-type: none"> <li>Hollingsworth, T., and A. Goebel (2017). "Revitalizing America's Smaller Legacy Cities: Strategies for Postindustrial Success from Gary to Lowell." Lincoln Institute of Land Policy.</li> <li>Mallach, A., and I. Braehman (2013). "Regenerating America's Legacy Cities." Lincoln Institute of Land Policy. <a href="https://www.lincolninstitute.org/publications/policy-focus-reports/regenerating-americas-legacy-cities">https://www.lincolninstitute.org/publications/policy-focus-reports/regenerating-americas-legacy-cities</a>.</li> </ul>  |
|  | Foreign-born population   |      |                      | <ul style="list-style-type: none"> <li>Benner, C., and M. Pastor (2012). "Just Growth: Inclusion and Prosperity in America's Metropolitan Regions." <i>Berkeley Planning Journal</i> 25(1).</li> <li>Burgard, M.A. <i>Resilient Downtowns: A New Approach to Revitalizing Small- and Medium-City Downtowns</i>. Routledge, London, 2013.</li> <li>Hollingsworth, T., and A. Goebel (2017). "Revitalizing America's Smaller Legacy Cities: Strategies for Postindustrial Success from Gary to Lowell." Lincoln Institute of Land Policy.</li> <li>Mallach, A., and I. Braehman (2013). "Regenerating America's Legacy Cities." Lincoln Institute of Land Policy. <a href="https://www.lincolninstitute.org/publications/policy-focus-reports/regenerating-americas-legacy-cities">https://www.lincolninstitute.org/publications/policy-focus-reports/regenerating-americas-legacy-cities</a>.</li> </ul> |
|  | Proportion of jobs in finance, insurance and real estate (FIRE), healthcare and/or education industries |      |                      | <ul style="list-style-type: none"> <li>Berube, A., and C. Murray (2010). "Renewing America's Economic Promise Through Older Industrial Cities." Metropolitan Policy Program at the Brookings Institution. <a href="https://www.brookings.edu/research/older-industrial-cities/#01073">https://www.brookings.edu/research/older-industrial-cities/#01073</a>.</li> <li>Burnette, C. (2017). "Predicting Revitalization: A Descriptive Narrative and Predictive Analysis of Neighborhood Revitalization in Atlanta, Georgia." Georgia Institute of Technology.</li> <li>Furdell, K., H. Wolman and E. W. Hill (2005). "Did Central Cities Come Back? Which Ones, How Far, and Why?" <i>Journal of Urban Affairs</i> 27(3): 203-205.</li> </ul>  |
| Implement tax credit programs and incentives | Amount of private investment leveraged as a result of public funding                                    |      |                      | <ul style="list-style-type: none"> <li>"Bringing Back Main Street: A Guide to Downtown Revitalization for Local Governments." Houston-Galveston Area Council. <a href="https://www.hgac.com/bringing-back-main-street/documents/Bringing-Back-Main-Street-May-2015.pdf">https://www.hgac.com/bringing-back-main-street/documents/Bringing-Back-Main-Street-May-2015.pdf</a> (2015).</li> <li>Filion, P., H. Hoernig, T. Bunting and G. Santos (2004). "The Successful Few: Healthy Downtowns of Small Metropolitan Regions." <i>Journal of the American Planning Association</i> 70(3): 326-43.</li> </ul>  |
|  | Amount of redevelopment funds invested to enhance downtown public spaces/attractiveness                 |      |                      | <ul style="list-style-type: none"> <li>Birch, E. L. (2003). "Changing Place in the New Downtown." In <i>New Downtowns: The Future of Urban Centers</i>, ed. J. Oakman. Woodrow Wilson School of Public and International Affairs, Princeton, NJ: 53.</li> </ul>   |

Economic Placemaking Sector Housing Sector Business Built Environment Demographics

39

### Appendix C: Detailed Qualities of Public Spaces

In the Strength of Evidence column, green represents metrics that were validated and share consistent findings across two or more studies and yellow indicates metrics that were validated but have fewer corroborating pieces of evidence.

| METRIC                | MEASURES  | STRENGTH OF EVIDENCE | CITATION   |
|-----------------------|---|----------------------|--|
| Inclusiveness         | <ul style="list-style-type: none"> <li>Presence of people of diverse ages, genders, classes, races, physical abilities and family size and type</li> <li>Opening hours of the space</li> <li>Control of entrance to the public space</li> <li>Reactions to the presence of cameras and security</li> <li>Sense of freedom to behave without fear of judgment</li> </ul>   |                      | <ul style="list-style-type: none"> <li>Mehta, V. (2014). "Evaluating Public Space." <i>Journal of Urban Design</i> 19(1): 53-82.</li> <li>Zamanifard, H., T. Alizadeh, C. Bosman and E. Coiaetto (2019). "Measuring Experiential Qualities of Urban Public Spaces: Users' Perspective." <i>Journal of Urban Design</i> 24(3): 340-64.</li> <li>Nieth, J., and S. Schmidt. "Publicly Accessible Spaces and Quality of Life: A Tool for Measuring the Openness of Urban Spaces." In M. Bulduk and R. Phillips, eds., <i>Quality of Life Community Indicators for Parks, Recreation and Tourism Management</i>. Springer, Dordrecht, Netherlands: 41-66.</li> <li>"Measuring the Civic Commons." Reimagining the Civic Commons. <a href="http://civiccommons.us/app/uploads/2018/01/Measuring-the-Civic-Commons.pdf">http://civiccommons.us/app/uploads/2018/01/Measuring-the-Civic-Commons.pdf</a>.</li> </ul> |
| Pleasurability        | <ul style="list-style-type: none"> <li>Quality and variety of architecture</li> <li>Presence of art installation</li> <li>Density of elements (e.g., sidewalks and streets)</li> <li>Perceived attractiveness of the space</li> <li>Presence of advertising in the space (less is better)</li> </ul>  |                      | <ul style="list-style-type: none"> <li>Mehta, V. (2014). "Evaluating Public Space." <i>Journal of Urban Design</i> 19(1): 53-82.</li> <li>Zamanifard, H., T. Alizadeh, C. Bosman and E. Coiaetto (2019). "Measuring Experiential Qualities of Urban Public Spaces: Users' Perspective." <i>Journal of Urban Design</i> 24(3): 340-64.</li> <li>Nieth, J., and S. Schmidt. "Publicly Accessible Spaces and Quality of Life: A Tool for Measuring the Openness of Urban Spaces." In M. Bulduk and R. Phillips, eds., <i>Quality of Life Community Indicators for Parks, Recreation and Tourism Management</i>. Springer, Dordrecht, Netherlands: 41-66.</li> </ul>   |
| Meaningful activities | <ul style="list-style-type: none"> <li>Presence of community gathering "third" places (i.e., social surroundings that are not a home or a workplace)</li> <li>Range of activities and behaviors in space</li> <li>Availability of food, retail and other amenities</li> <li>Variety of reasons or motivations to use or be in the space</li> <li>Likelihood of interactions with other people</li> <li>Proportion of employees working in arts- and entertainment-related establishments</li> </ul> |                      | <ul style="list-style-type: none"> <li>Mehta, V. (2014). "Evaluating Public Space." <i>Journal of Urban Design</i> 19(1): 53-82.</li> <li>Zamanifard, H., T. Alizadeh, C. Bosman and E. Coiaetto (2019). "Measuring Experiential Qualities of Urban Public Spaces: Users' Perspective." <i>Journal of Urban Design</i> 24(3): 340-64.</li> <li>Monroy, E. (2014). "The Validating Arts and Livability Indicators (VALI) Study: Results and Recommendations." Urban Institute (for the National Endowment for the Arts).</li> <li>"Measuring the Civic Commons." Reimagining the Civic Commons. <a href="http://civiccommons.us/app/uploads/2018/01/Measuring-the-Civic-Commons.pdf">http://civiccommons.us/app/uploads/2018/01/Measuring-the-Civic-Commons.pdf</a>.</li> </ul>   |
| Safety                | <ul style="list-style-type: none"> <li>Level of connection to adjacent streets or spaces</li> <li>Lighting quality after dark</li> <li>Presence of surveillance cameras, security guards or similar patrol units</li> <li>Perceived safety from traffic</li> <li>Sense of safety during the day and/or night</li> </ul>   |                      | <ul style="list-style-type: none"> <li>Mehta, V. (2014). "Evaluating Public Space." <i>Journal of Urban Design</i> 19(1): 53-82.</li> <li>Zamanifard, H., T. Alizadeh, C. Bosman and E. Coiaetto (2019). "Measuring Experiential Qualities of Urban Public Spaces: Users' Perspective." <i>Journal of Urban Design</i> 24(3): 340-64.</li> </ul>   |

40

# APPENDIX N

## Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

Appendix C

Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

| METRIC  | MEASURES   | STRENGTH OF EVIDENCE | CITATION  |
|---|--|----------------------|---|
| Comfort   | <ul style="list-style-type: none"> <li>Presence of free places to sit</li> <li>Presence of shade or shelter against weather</li> <li>Presence of nuisance noise (e.g., traffic)</li> <li>Presence of design elements that discourage use of the space</li> <li>Ease and safety of walking in and around the space</li> <li>Availability of restrooms (gender neutral or gendered)</li> </ul>   |                      | <ul style="list-style-type: none"> <li>Mehra, V. (2014). "Evaluating Public Space." <i>Journal of Urban Design</i> 19(1): 53-88.</li> <li>Zamanifard, H., T. Alizadeh, C. Bosman and E. Colicetto (2019). "Measuring Experiential Qualities of Urban Public Spaces: Users' Perspective." <i>Journal of Urban Design</i> 24(3): 240-64.</li> <li>Németh, J., and S. Schmidt. "Publicly Accessible Space and Quality of Life: A Tool for Measuring the Openness of Urban Spaces." In M. Bulduk and R. Phillips, eds., <i>Quality of Life Community Indicators for Parks, Recreation and Tourism Management</i>. Springer, Dordrecht, Netherlands: 41-66.</li> <li>"Measuring the Civic Commons." Reimagining the Civic Commons. <a href="http://civiccommons.us/app/uploads/2018">http://civiccommons.us/app/uploads/2018</a></li> </ul>  |
| Likability  | <ul style="list-style-type: none"> <li>Feelings toward the space (e.g., unique or generic, exciting or boring, pleasant or distasteful, welcoming or intimidating, comforting or distressing)</li> <li>Variety and number of reasons for liking or not liking the place</li> </ul>   |                      | <ul style="list-style-type: none"> <li>Zamanifard, H., T. Alizadeh, C. Bosman and E. Colicetto (2019). "Measuring Experiential Qualities of Urban Public Spaces: Users' Perspective." <i>Journal of Urban Design</i> 24(3): 240-64.</li> </ul>  |
| Health of cultural sector via Cultural Assets Index | <ul style="list-style-type: none"> <li>Geocoding the number of cultural participants, nonprofit cultural providers, commercial cultural firms and residents artists</li> <li>Type of municipal involvement in cultural facilities and activities in the last ten years</li> <li>Variety of cultural activities, programs and facilities annually funded from public funds</li> <li>Percent of public funding for cultural activities, programs and facilities annually</li> </ul>  |                      | <ul style="list-style-type: none"> <li>Stern, M. J., and Seifert, S. G. (2010). "Cultural Clusters: The Implications of Cultural Assets Agglomeration for Neighborhood Revitalization." <i>Journal of Planning Education and Research</i> 29(3): 762-79.</li> <li>Grodach, C., and A. Loukaitou-Sideris (2007). "Cultural Development Strategies and Urban Revitalization: A Survey of US Cities." <i>International Journal of Cultural Policy</i> 13(4): 349-70.</li> <li>"Measuring the Civic Commons." Reimagining the Civic Commons. <a href="http://civiccommons.us/app/uploads/2018/01/Measuring-the-Civic-Commons.pdf">http://civiccommons.us/app/uploads/2018/01/Measuring-the-Civic-Commons.pdf</a></li> </ul>   |
| Business mix  | <ul style="list-style-type: none"> <li>Perception that "enough different businesses are downtown"</li> <li>Perception that "the mix of business in downtown is optimal for attracting consumers"</li> <li>Perception that "downtown has a very diverse mix of businesses"</li> <li>Perception that "downtown business owners welcome new businesses"</li> </ul>  |                      | <ul style="list-style-type: none"> <li>Banyan, R. C., and P. Hultkrantz (2006). "Getting Customers Downtown: The Role of Traveling in Achieving Success for Central Business Districts." <i>Journal of Product and Brand Management</i> 15(3): 40-61.</li> <li>Sneed, C. T., R. Banyan, J. L. Swainey and H. J. Lim (2011). "Brand, Business Mix, Sense of Place: Do They Matter Downtown?" <i>Journal of Place Management and Development</i> 4(2): 121-34.</li> </ul>   |
| Use of public space                                 | <ul style="list-style-type: none"> <li>Pedestrian counts in key locations (including demographic characteristics of who is using the space)</li> <li>Use of space over a 24-hour period (including demographic characteristics of who is using the space)</li> <li>Number of new residential units in designated areas</li> <li>Percent of commercial and/or residential vacancies in designated areas</li> <li>Number of tourists frequenting the city or downtown area (including demographic characteristics of who is visiting the space)</li> </ul> |                      | <ul style="list-style-type: none"> <li>Birch, E. L. (2006). "Changing Places in the New Downtown." In <i>New Downtowns: The Future of Urban Centers</i>, ed. J. Oakman. Woodrow Wilson School of Public and International Affairs, Princeton, NJ: 52.</li> <li>Hilton, P., H. Hoernig, I. Bunting and G. Sands (2004). "The Successful Few: Healthy Downtowns of Small Metropolitan Regions." <i>Journal of the American Planning Association</i> 70(3): 328-43.</li> <li>Babes, C. J. (2004). "Measuring the Usability of an Urban Centre: An Exploratory Study of Key Performance Indicators." <i>Planning, Practice and Research</i> 10(1): 101-10.</li> <li>"Bringing Back Main Street: A Guide to Downtown Revitalization for Local Governments." Houston Galveston Area Council. <a href="https://www.hgac.com/bringing-back-main-street/documents/Bringing-Back-Main-Street-May-2015.pdf">https://www.hgac.com/bringing-back-main-street/documents/Bringing-Back-Main-Street-May-2015.pdf</a> (2015).</li> <li>Grodach, C., and A. Loukaitou-Sideris (2007). "Cultural Development Strategies and Urban Revitalization: A Survey of US Cities." <i>International Journal of Cultural Policy</i> 13(4): 349-70.</li> <li>"Measuring the Civic Commons." Reimagining the Civic Commons. <a href="http://civiccommons.us/app/uploads/2018/01/Measuring-the-Civic-Commons.pdf">http://civiccommons.us/app/uploads/2018/01/Measuring-the-Civic-Commons.pdf</a></li> </ul> |

41

### Appendix D: Details for Measuring Place Attachment and Brand

In the Strength of Evidence column, green represents metrics that are validated and share consistent findings across two or more studies and yellow indicates metrics that are validated but have fewer corroborating pieces of evidence.

| PATHWAY ELEMENT  | METRIC              | MEASURE  | STRENGTH OF EVIDENCE | CITATION   |
|------------------|---------------------|--|----------------------|--|
| Place attachment | Place identity      | <p><b>Place identity</b></p> <ul style="list-style-type: none"> <li>I feel this place is part of who I am (self-extension)</li> <li>If this place no longer existed, I would feel I had lost a part of myself (self-extension)</li> <li>I feel this is the place where I fit (environmental fit)</li> <li>This place allows me to "connect with myself" (environmental fit)</li> <li>This place reflects the type of person I am (place-self congruity)</li> <li>This place reflects my personal values (place-self congruity)</li> </ul> <p><b>Place identity</b></p> <ul style="list-style-type: none"> <li>I feel this place is a part of me</li> <li>This place is very special to me</li> <li>I identify strongly with this place</li> <li>I am very attached to this place</li> <li>Visiting this place says a lot about who I am</li> <li>This place means a lot to me</li> </ul> <p><b>Place dependence</b></p> <ul style="list-style-type: none"> <li>This place is the best place for what I like to do</li> <li>No other place can compare to this place</li> <li>I get more satisfaction out of visiting this place than any other</li> <li>Doing what I do at this place is more important to me than doing it in any other place</li> <li>I wouldn't substitute any other area for doing the types of things I do at this place</li> </ul> |                      | <ul style="list-style-type: none"> <li>Drossetis, G., and V. L. Vignoles (2010). "Towards an Integrative Model of Place Identification: Dimensionality and Predictors of Intrapersonal-Level Place Preferences." <i>Journal of Environmental Psychology</i> 30(1): 23-34.</li> <li>Williams, D. R., and J. J. Vaske (2003). "The Measurement of Place Attachment: Validity and Generalizability of a Psychometric Approach." <i>Forest Science</i> 49(6): 830-40.</li> </ul> |
|                  | Length of residence | <ul style="list-style-type: none"> <li>Time spent in the place (years)</li> <li>Length of residence (median length)</li> <li>Proportion of housing units occupied</li> <li>Proportion of housing units owner-occupied</li> </ul>   |                      | <ul style="list-style-type: none"> <li>Morley, E. (2014). "The Validating Arts and Livability Indicators (VALI) Study: Results and Recommendations." Urban Institute (for the National Endowment for the Arts).</li> </ul>   |

42

# APPENDIX N

## Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

Appendix N

Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

| PATHWAY ELEMENT            | METRIC             | MEASURE   | STRENGTH OF EVIDENCE | CITATION  |
|----------------------------|--------------------|---|----------------------|---|
|                            | Ties to place      | <ul style="list-style-type: none"> <li>This place makes me feel positively about myself (self-esteem)</li> <li>This place gives me a sense of "meaning" in my life (meaning)</li> <li>This place has spiritual significance to me (spiritual significance)</li> <li>My origins are in this place (genealogical links)</li> <li>There is a sense of "loss" when I think of this place (sense of loss/dislocation)</li> </ul>   | ★                    | <ul style="list-style-type: none"> <li>Drossetis, O. and V. L. Vignoles (2010). "Towards an Integrative Model of Place Identification: Dimensionality and Predictors of Intrapersonal-Level Place Preferences." <i>Journal of Environmental Psychology</i> 30(1): 23-34.</li> <li>Williams, D. R., and J. J. Vaske (2003). "The Measurement of Place Attachment: Validity and Generalizability of a Psychometric Approach." <i>Forest Science</i> 49(6): 630-40.</li> </ul>   |
|                            | Sense of belonging | <ul style="list-style-type: none"> <li>This place gives me a sense of continuity between past, present and future in my life (continuity)</li> <li>This place makes me feel close to, or accepted by, other people (belongingness)</li> <li>This place gives me a sense of security (security)</li> </ul>   |                      | <ul style="list-style-type: none"> <li>Drossetis, O. and V. L. Vignoles (2010). "Towards an Integrative Model of Place Identification: Dimensionality and Predictors of Intrapersonal-Level Place Preferences." <i>Journal of Environmental Psychology</i> 30(1): 23-34.</li> </ul>   |
|                            | Trust of others    | <ul style="list-style-type: none"> <li>Would you say that most people can be trusted or that you can't be too careful in dealing with people?</li> <li>How much do you trust people in your neighborhood?</li> <li>How about white people? (same as neighborhood)</li> <li>What about African Americans or Black people? (same as neighborhood)</li> <li>What about Asian people? (same as neighborhood)</li> <li>How about Hispanics or Latinos? (same as neighborhood)</li> </ul> |                      | <ul style="list-style-type: none"> <li>Rahimi, S., M. J. Martin, E. Obeyekere, D. Hellmann, X. Lu and C. Andris (2017). "A Geographic Information System (GIS)-based Analysis of Social Capital Data: Landscape Factors that Correlate with Trust." <i>Sustainability</i> 9(3): 385.</li> <li>"Measuring the Civic Commons." Reimagining the Civic Commons. <a href="http://civiccommons.us/app/uploads/2016/01/Measuring-the-Civic-Commons.pdf">http://civiccommons.us/app/uploads/2016/01/Measuring-the-Civic-Commons.pdf</a>.</li> </ul> |
| Place attachment outcomes* | Quality of life    | <b>The ability of residents to access necessary amenities:</b> <ul style="list-style-type: none"> <li>Adequate housing</li> <li>Healthcare</li> <li>Child care</li> <li>Education</li> <li>Public safety</li> <li>Violent crime rate</li> <li>Property crime rate</li> <li>Median commute time</li> <li>Retail and service establishments (per 1,000)</li> <li>Net migration</li> </ul>   | ★                    | <ul style="list-style-type: none"> <li>Kline, E. (2001). "Indicators for Sustainable Development In Urban Areas." <i>Sustainability Assessment and the Management of Urban Environments</i>: 275-87.</li> <li>Morley, E. (2014). "The Validating Arts and Livability Indicators (VALI) Study: Results and Recommendations." Urban Institute (for the National Endowment for the Arts).</li> </ul>   |

| PATHWAY ELEMENT | METRIC           | MEASURE   | STRENGTH OF EVIDENCE | CITATION  |
|-----------------|------------------|---|----------------------|---|
|                 | Civic engagement | <ul style="list-style-type: none"> <li>Election turnout rate</li> <li>Civic engagement establishments (per 1,000)</li> </ul>  | ★                    | <ul style="list-style-type: none"> <li>Morley, E. (2014). "The Validating Arts and Livability Indicators (VALI) Study: Results and Recommendations." Urban Institute (for the National Endowment for the Arts).</li> <li>"Measuring the Civic Commons." Reimagining the Civic Commons. <a href="http://civiccommons.us/app/uploads/2016/01/Measuring-the-Civic-Commons.pdf">http://civiccommons.us/app/uploads/2016/01/Measuring-the-Civic-Commons.pdf</a>.</li> </ul>  |
| Brand           | Image valence    | <b>Physical appearance</b> <ul style="list-style-type: none"> <li>I find this place beautiful (aesthetic satisfaction)</li> </ul> <b>Perceived image</b> <ul style="list-style-type: none"> <li>Our downtown has a negative image</li> <li>Our downtown has an established image</li> <li>Our downtown has a positive image</li> <li>Downtown business owners and local government present a consistent image of the downtown</li> <li>Downtown business owners have a consistent view of the downtown's image</li> </ul> | ★                    | <ul style="list-style-type: none"> <li>Drossetis, O. and V. L. Vignoles (2010). "Towards an Integrative Model of Place Identification: Dimensionality and Predictors of Intrapersonal-Level Place Preferences." <i>Journal of Environmental Psychology</i> 30(1): 23-34.</li> <li>Runyan, R. C., and P. Huddleston (2006). "Getting Customers Downtown: The Role of Branding in Achieving Success for Central Business Districts." <i>Journal of Product and Brand Management</i> 15(1): 48-61.</li> <li>Sneed, C. T., R. Runyan, J. L. Swinney and H. J. Lim (2011). "Brand, Business Mix, Sense of Place, Do They Matter Downtown?" <i>Journal of Place Management and Development</i> 4(2): 121-34.</li> <li>"Measuring the Civic Commons." Reimagining the Civic Commons. <a href="http://civiccommons.us/app/uploads/2016/01/Measuring-the-Civic-Commons.pdf">http://civiccommons.us/app/uploads/2016/01/Measuring-the-Civic-Commons.pdf</a>.</li> </ul> |
|                 |                  | <b>Uniqueness</b> <ul style="list-style-type: none"> <li>Being linked to this place distinguishes me from other people (distinctiveness)</li> <li>Our downtown has a symbol or symbols readily recognized by consumers</li> <li>Our symbol or symbols are distinct from other downtowns that are our competitors</li> <li>Our symbol or symbols are enclosed and supported by downtown business owners</li> <li>Downtown business owners and local government endorse and support the same symbol(s)</li> </ul>           |                      |   |

\* Line spaces between sets of items in the place attachment measures column denote items are from the respective citation as ordered.

## APPENDIX N

### Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

#### Acknowledgements

This publication was developed by Community Science staff Amy Minzner, Daniel Pagán, Ji Won Shon and Amber Trout. Community Science is an internationally renowned research and development organization whose mission is to strengthen the science and practice of community and systems change to build healthy, just and equitable communities.

The authors would like to thank those who contributed ideas and literature suggestions for this review: Linda Goodman (Goodman Williams Group) and Bridget Marquis (Reimagining the Civic Commons Learning Network). We would also like to thank our reviewers for their insightful comments and suggestions: Ashley Zohn, Lilly Weinberg and Sam Gill (Knight Foundation) and David Chavis (Community Science).

The suggested citation is: Community Science (2020). "Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces: A Review of Existing Research" Community and National Initiatives, Knight Foundation.

45



# APPENDIX N

## Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

TOOLKIT: How to Measure Progress Toward Downtown Revitalization and Engaging Public Spaces

### As communities across the country work to revitalize downtowns and neighborhoods, which metrics indicate progress or success?

Knight commissioned Community Science to review existing research on downtown revitalization, equitable economic development and public space activation to investigate this question. While this work was commissioned before the COVID-19 pandemic and before the reenergized dialogue about addressing racial inequities in the United States, the question is vital as cities reopen and recover as vibrant, equitable hubs of social, economic and civic life. City leaders across the nation are simultaneously confronting two questions: how to recover and how to do so equitably. This report shares learnings about ways to measure success in both of those aims.<sup>A</sup>

The following conclusions about measurement strategies emerged from the review of the literature:

- **Measure the movement of residents, employees and visitors.** Successful revitalization includes measuring the flow of people in and around key focus areas. Post COVID-19, preference for dense communities or amenities may decrease but understanding how movement across a community is changing will be critical to understanding recovery.
- **Be comprehensive and also evaluate equitable access.** This includes measuring trends in employment, poverty, demographics, cost of doing business, the resident experience and the health of the business and housing markets. Progress measures should reflect a city's unique strategies and goals. Analyses of these measures should assess equitable access to the benefits of revitalization, such as the number of minority-led and minority-run businesses and how that changes over time.
- **Measure the quality of civic space and how much it is used.** These kinds of metrics include diversity of

users, potential for interacting with the space and with others, design features that support all users' safety and comfort, users' immediate perceptions of the space, the presence and strength of cultural assets in or near the space, the diversity of the surrounding business mix and how often the space is used. For spaces to feel inclusive for all races, their design, including perceived safety features such as police presence and other surveillance, need to be carefully considered and balanced.

- **Measure indicators of people's attachment to the place.** People must want to be in and draw benefit from being in an area for revitalization to occur. This can be understood by measuring progress toward increased place attachment. Tangible evidence of place attachment includes employment, property ownership and whether the respondent has family members living in the targeted neighborhoods. Psychological indicators of attachment are positive memories and emotions, sense of belonging, positive self-esteem and positive health and well-being.

These findings are based on U.S. cities' experiences over the last 20 to 30 years.<sup>B</sup> As noted above, this review includes literature from the comparatively new field of equitable economic development. Under normal circumstances, these experiences serve as a valuable road map for future revitalization work. The COVID-19 pandemic has brought new challenges to cities that were not accounted for in the literature. Nevertheless, there is value in looking to the past and adapting those lessons to the current reality.

Cities have been at the center of public health crises in the past and have found ways to adjust and thrive once more. With strategic and coordinated action by business and government leaders, this can again be possible. As leading global experts recently explained,

TOOLKIT: How to Measure Progress Toward Downtown Revitalization and Engaging Public Spaces

"If the world's cities find ways to adjust, as they always have in the past, their greatest era may yet lie before them."<sup>C</sup> And, with city leaders focused on addressing racial inequities, there is hope that this great era will include pathways for access and prosperity for all residents.

### Downtown Revitalization

Community Science documented the strategies that researchers and practitioners have long found to be the most effective at fostering downtown development (see graphic below). These contributors were complemented by an emerging body of literature about the importance of equitable economic development. The strategies shared a focus on regenerating city centers to make them accessible to all residents and local business owners, and attractive places for people to live, work and play at different times of the day and week.

#### Leading Effective Downtown Development Strategies



Metrics of downtown revitalization can help cities understand their downtown's starting point, before revitalization has taken place, to measure progress of chosen strategies, and to understand whether strategies are being applied equitably for all residents and guide any needed adjustments. Specifically, monitoring trends in indicators such as employment, poverty, demographics, costs of doing business and costs of owning a home in the designated downtown area and the larger area will provide general insights about progress over time (see table on page 4).

Instead of every community measuring the same things, the literature advises that measures should match the strategies. Communities will need to find the best ways to measure processes and their own intended outcomes. However, below are the metrics most commonly used across the literature.

Metrics and strategies should be implemented with a focus on achieving equitable outcomes, including community representation in planning and decision-making, equitable access to the benefits of revitalization and strategies designed to limit displacement of longtime residents and businesses because of revitalization.

A. The complete report, "Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces: A Review of Existing Research," includes extensive citations and can be found at <https://knightfoundation.org/reports/downtown-revitalization>.  
B. This time frame was selected because it includes most of the literature related to revitalization and public spaces.

C. Richard Florida et al., "How I See Our Cities Will Look After the Coronavirus Pandemic," Foreign Policy, May 1, 2020, <https://foreignpolicy.com/2020/05/01/future-of-cities-urban-life-after-coronavirus-pandemic>.

# APPENDIX N

## Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

Toolkit: How to Measure Progress Toward Downtown Revitalization and Engaging Public Spaces

### Strategies and Metrics of Downtown Revitalization

In the Strength of Evidence column, green represents metrics that share consistent findings across two or more studies and yellow indicates metrics that are extrapolated from promising or successful strategies to downtown revitalization.

| REVITALIZATION STRATEGY   | METRIC  | STRENGTH OF EVIDENCE |
|---|---|----------------------|
| Create and sustain a business improvement district  | Number of businesses located downtown   | +                    |
|   | Growth in retail sales  | +                    |
|   | Longevity of small businesses   | +                    |
|   | Increase in property values   | +                    |
|   | Resident representation in the business improvement district advisory board or governance               | +                    |
|   | Racial and ethnic composition of the business improvement district                                      | +                    |
|   | Citizen attitudes toward downtown   | +                    |
| Promote downtown through branding and marketing efforts   | Crime rates   | +                    |
|   | Positive media mentions of downtown   | +                    |
|   | Brand identity and positive image   | +                    |
|   | Visibility of downtown marketing (publicity, social media and peer reviews)                             | +                    |
|   | Number of and attendees at special events   | +                    |
|   | Number of hotel and motel rooms per 1,000 in central city residents                                     | +                    |
|   | Percent of city's residential population living downtown (threshold: 5%)                                | +                    |
| Invest in diversity of mixed-use development, including housing, and in filling vacant property (disaggregate population by race and ethnicity) | Growth in the number of housing units downtown  | +                    |
|   | Population growth (+/- change over time)  | +                    |
|   | Percent of city's housing units located downtown  | +                    |
|   | Diversity of resident tenure  | +                    |
|   | Percent of civic and cultural facilities located downtown   | +                    |
|   | Percent of city's historic property located downtown (threshold: 20%)                                   | +                    |
|   | Existence of a gathering place or point of arrival  | +                    |
|   | Vacancy rates (commercial, residential, etc.) and vacant lots   | +                    |
|   | Diverse mix of uses of buildings and spaces (e.g., commercial, residential or civic)                    | +                    |
|   | Percent of retail businesses in city located downtown (threshold: 6%)                                   | +                    |
| Attract and keep businesses downtown (disaggregate ownership and turnover by race and ethnicity)  | Diverse business mix/store types  | +                    |
|   | Storefront occupancy rate (threshold: 97%)  | +                    |
|   | Business turnover per year (threshold: <5%)   | +                    |
|   | Growth in retail sales  | +                    |
|   | Percent of city residents working in the city   | +                    |
| Expand employment opportunities in the city and downtown or in city center (disaggregate employment measures by race and ethnicity)             | Unemployment rate   | +                    |
|   | Labor force participation rate  | +                    |
|   | Net new jobs  | +                    |
|   | Median household income   | +                    |
|   | Poverty rate  | +                    |
|   | College degree attainment   | +                    |
|   | Foreign-born population   | +                    |
|   | Proportion of jobs in finance, insurance and real estate (FIRE), healthcare and/or education industries | +                    |
|   | Amount of private investment leveraged as a result of public funding                                    | +                    |
|   | Amount of redevelopment funds invested to enhance downtown's public spaces/attractiveness               | +                    |

4

Toolkit: How to Measure Progress Toward Downtown Revitalization and Engaging Public Spaces

### Public Space Activation

Creating and activating public spaces is a strategy that many U.S. communities have chosen to pursue. Communities invest in public spaces to connect people to the places where they live and to the public life of the community; to increase resident commitment to the downtown, neighborhood or overall city and, in turn; to increase population size and facilitate revitalization. These various objectives of engaging community are illustrated in the pathway presented in the graphic below. Our review of the literature suggests that this pathway is valid, including the indirect connections between public spaces, positive place attachment and revitalization.

#### Pathway Connecting Public Spaces to City Outcomes



The first step in measuring whether public spaces are helping to meet community goals is whether the space is a "good" public space. Our review of the literature highlighted four qualities that are important for all public spaces: multifunctional, safe and inclusive, attractive and comfortable, and proximity to nature. To measure these, cities should focus on nine dimensions (see the first column of the table below). As the matrix below notes, a space needs to strike a balance between safety features and the open and inclusiveness of the space. The below recommendations are largely based on the Public Space Index<sup>®</sup> with additional dimensions from the literature. Details on these indicators can be found in Appendix A.

#### Measuring the Qualities of Good Public Spaces

| METRICS FOR MEASURING THE QUALITIES OF GOOD PUBLIC SPACES | QUALITIES OF GOOD PUBLIC SPACES |                    |                            |                    |
|---|---------------------------------|--------------------|----------------------------|--------------------|
|   | MULTIFUNCTIONAL                 | SAFE AND INCLUSIVE | ATTRACTIVE AND COMFORTABLE | NEARNESS TO NATURE |
| Inclusiveness   |                                 | +                  | +                          |                    |
| Pleasurability  |                                 |                    | +                          |                    |
| Meaningful activities                                     | +                               |                    |                            |                    |
| Safety  |                                 | +                  |                            |                    |
| Comfort   |                                 |                    | +                          | +                  |
| Likability  |                                 |                    | +                          |                    |
| Health of cultural sector via Cultural Assets Index       | +                               |                    |                            |                    |
| Business mix  | +                               |                    |                            |                    |
| Use of public space                                       | +                               | +                  | +                          | +                  |

D. V. Mehta, "Evaluating Public Space," *Journal of Urban Design*, January 1, 2014, 19(1): 53-60.

5

# APPENDIX N

## Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

TOGHR: How to Measure Progress Toward Comprehensive Place Activation and Engaging Public Spaces

In addition to measuring the quality of public spaces, cities will want to measure place attachment among residents and visitors if they are investing in public spaces for revitalization or to foster community engagement (see table below). This is because people must want to be in and draw benefit from being in an area for revitalization for deeper engagement to occur. Past studies show that the best way to measure attachment is to use tangible and psychological indicators. Tangible indicators might include employment or property ownership in the district and family members who also reside in the area. Common psychological indicators of attachment are positive memories and emotions, sense of belonging to a place, positive self-esteem, and positive health and well-being. You might want to include metrics that track relationship building, particularly when strategies are focused on engaging community members in new or improved public spaces. In addition to measuring place attachment, understanding the brand and media presence that a city has is vital to constructing a positive narrative of a city or downtown area. Appendix B presents specific measures that can be used to track or evaluate each of the pathway elements.

Measuring Place Attachment and Brand

| PATHWAY ELEMENT           | METRIC   |
|---------------------------|--|
| Place attachment          | Place identity   |
|                           | Length of residence  |
|                           | Ties to place  |
|                           | Sense of belonging   |
| Place attachment outcomes | Trust of others  |
|                           | Quality of life  |
| Brand                     | Civic engagement   |
|                           | Image valence (i.e., respondents' perceptions of space, partially in response to pictorial branding) |
|                           | Uniqueness   |

## CONCLUSION

Embarking upon revitalization is an important step, and measuring progress will help show your community that you are making progress, that needed adjustments surface early in implementation, and that your strategies, both through implementation and outcomes, further equity among residents.

The metrics highlighted in this report are a good place to start when designing your measurement strategy. You then can refine and narrow the recommendations based on your local priorities and strategies. In all cases, though, it is important to disaggregate data whenever possible to capture the way outcomes and progress are affecting individuals of different racial and ethnic backgrounds as well as age and potentially length of tenure in the community. While some metric recommendations may need to adjust in light of economic or physical constraints post COVID-19, we anticipate that the majority will continue to be valuable given their past importance for recovery efforts.

TOGHR: How to Measure Progress Toward Comprehensive Place Activation and Engaging Public Spaces

### Appendix A: Detailed Qualities of Public Spaces

In the Strength of Evidence column, green represents metrics that were used in two or more studies and are generally seen as the best way to measure the construct. Yellow indicates metrics that are commonly used in the field but where there is no researcher consensus on the "best" measure.

| METRIC   | MEASURES   | STRENGTH OF EVIDENCE |
|--|--|----------------------|
| <b>Inclusiveness</b>                                       | <ul style="list-style-type: none"> <li>• Presence of people of diverse ages, genders, classes, races, physical abilities and family size and type</li> <li>• Opening hours of the space</li> <li>• Control of entrance to the public space</li> <li>• Reactions to the presence of cameras and security</li> <li>• Sense of freedom to behave without fear of judgment</li> </ul>  | +                    |
| <b>Pleasurability</b>                                      | <ul style="list-style-type: none"> <li>• Quality and variety of architecture</li> <li>• Presence of art installation</li> <li>• Density of elements (e.g., sidewalks and streets)</li> <li>• Perceived attractiveness of the space</li> <li>• Presence of advertising in the space (less is better)</li> </ul>   | +                    |
| <b>Meaningful activities</b>                               | <ul style="list-style-type: none"> <li>• Presence of community gathering "third" places (i.e., social surroundings that are not a home or a workplace)</li> <li>• Range of activities and behaviors in space</li> <li>• Availability of food, retail and other amenities</li> <li>• Variety of reasons or motivations to use or be in the space</li> <li>• Likelihood of interactions with other people</li> <li>• Proportion of employees working in arts- and entertainment-related establishments</li> </ul>  | +                    |
| <b>Safety</b>  | <ul style="list-style-type: none"> <li>• Level of connection to adjacent streets or spaces</li> <li>• Lighting quality after dark</li> <li>• Presence of surveillance cameras, security guards or similar patrol units</li> <li>• Perceived safety from traffic</li> <li>• Sense of safety during the day and/or night</li> </ul>  | +                    |
| <b>Comfort</b>   | <ul style="list-style-type: none"> <li>• Presence of free places to sit</li> <li>• Presence of shade or shelter against weather</li> <li>• Presence of nuisance noise (e.g., traffic)</li> <li>• Presence of design elements that discourage use of the space</li> <li>• Ease and safety of walking in and around the space</li> <li>• Availability of restrooms (gender neutral or gendered)</li> </ul>   | +                    |
| <b>Likability</b>  | <ul style="list-style-type: none"> <li>• Feelings toward the space (e.g., unique or generic, exciting or boring, pleasant or distasteful, welcoming or intimidating, comforting or distressing)</li> <li>• Variety and number of reasons for liking or not liking the place</li> </ul>   | +                    |
| <b>Health of cultural sector via Cultural Assets Index</b> | <ul style="list-style-type: none"> <li>• Geolocating the number of cultural participants, nonprofit cultural providers, commercial cultural firms and residents artists</li> <li>• Type of municipal involvement in cultural facilities and activities in the last ten years</li> <li>• Variety of cultural activities, programs and facilities annually funded from public funds</li> <li>• Percent of public funding for cultural activities, programs and facilities annually</li> </ul>  | +                    |
| <b>Business mix</b>  | <ul style="list-style-type: none"> <li>• Perception that "enough different businesses are downtown"</li> <li>• Perception that "the mix of businesses in downtown is optimal for attracting consumers"</li> <li>• Perception that "downtown has a very diverse mix of businesses"</li> <li>• Perception that "downtown business owners welcome new businesses"</li> </ul>  | +                    |
| <b>Use of public space</b>                                 | <ul style="list-style-type: none"> <li>• * Pedestrian counts in key locations (including demographic characteristics of who is using the space)</li> <li>• * Use of space over a 24-hour period (including demographic characteristics of who is using the space)</li> <li>• Number of new residential units in designated area(s)</li> <li>• Percent of commercial and/or residential vacancies in designated area(s)</li> <li>• * Number of tourists frequenting the city or downtown area (including demographic characteristics of who is visiting the space)</li> </ul> | +                    |

Note: Measures marked with an asterisk are recommended for their ability to assess equitable processes or outcomes.

# APPENDIX N

## Measuring Progress Toward Downtown Revitalization and Engaging Public Spaces

TOGHR: How to Measure Progress Toward Community-Based Revitalization and Engaging Public Spaces

### Appendix B: Details for Measuring Place Attachment and Brand

In the Strength of Evidence column, green represents metrics that were used in two or more studies and are generally seen as the best way to measure the construct. Yellow indicates metrics that are commonly used in the field but where there is no researcher consensus on the "best" measure.

| PATHWAY ELEMENT  | METRIC              | MEASURE   | STRENGTH OF EVIDENCE |
|------------------|---------------------|---|----------------------|
| Place attachment | Place identity      | Place identity <ul style="list-style-type: none"> <li>I feel this place is part of who I am (self-extension)</li> <li>If this place no longer existed, I would feel I had lost a part of myself (self-extension)</li> <li>I feel this is the place where I fit (environmental fit)</li> <li>This place allows me to "connect with myself" (environmental fit)</li> <li>This place reflects the type of person I am (place-self congruity)</li> <li>This place reflects my personal values (place-self congruity)</li> </ul> |                      |
|                  |                     | Place identity <ul style="list-style-type: none"> <li>I feel this place is a part of me</li> <li>This place is very special to me</li> <li>I identify strongly with this place</li> <li>I am very attached to this place</li> <li>Visiting this place says a lot about who I am</li> <li>This place means a lot to me</li> </ul>  |                      |
|                  | Length of residence | Place dependence <ul style="list-style-type: none"> <li>This place is the best place for what I like to do</li> <li>No other place can compare to this place</li> <li>I get more satisfaction out of visiting this place than any other</li> <li>Doing what I do at this place is more important to me than doing it in any other</li> <li>I wouldn't substitute any other area for doing the types of things I do at this place</li> </ul>   |                      |
|                  |                     | Length of residence <ul style="list-style-type: none"> <li>Time spent in the place (years)</li> <li>Length of residence (median length)</li> <li>Proportion of housing units occupied</li> <li>Proportion of housing units owner-occupied</li> </ul>  |                      |
|                  | Ties to place       | <ul style="list-style-type: none"> <li>This place makes me feel positively about myself (self-esteem)</li> <li>This place gives me a sense of "meaning" in my life (meaning)</li> <li>This place has spiritual significance to me (spiritual significance)</li> <li>My origins are in this place (genealogical links)</li> <li>There is a sense of "loss" when I think of this place (sense of loss/dislocation)</li> </ul>   |                      |
|                  | Sense of belonging  | <ul style="list-style-type: none"> <li>This place gives me a sense of continuity between past, present and future in my life (continuity)</li> <li>This place makes me feel close to, or accepted by, other people (belongingness)</li> <li>This place gives me a sense of security (security)</li> </ul>   |                      |
|                  | Trust of others     | <ul style="list-style-type: none"> <li>Would you say that most people can be trusted or that you can't be too careful in dealing with people?</li> <li>How much do you trust people in your neighborhood?</li> <li>How about white people? (same as neighborhood)</li> <li>What about African Americans or Black people? (same as neighborhood)</li> <li>What about Asian people? (same as neighborhood)</li> <li>How about Hispanics or Latinos? (same as neighborhood)</li> </ul>   |                      |

TOGHR: How to Measure Progress Toward Community-Based Revitalization and Engaging Public Spaces

| PATHWAY ELEMENT           | METRIC           | MEASURE   | STRENGTH OF EVIDENCE |
|---------------------------|------------------|---|----------------------|
| Place attachment outcomes | Quality of life  | The ability of residents to access necessary amenities: <ul style="list-style-type: none"> <li>Adequate housing</li> <li>Healthcare</li> <li>Child care</li> <li>Education</li> <li>Public safety</li> <li>Violent crime rate</li> <li>Property crime rate</li> <li>Median commute time</li> <li>Retail and service establishments (per 1,000)</li> <li>Net migration</li> </ul>  |                      |
|                           | Civic engagement | <ul style="list-style-type: none"> <li>Election turnout rate</li> <li>Civic engagement establishments (per 1,000)</li> </ul>  |                      |
| Brand                     | Image valence    | Physical appearance <ul style="list-style-type: none"> <li>I find this place beautiful (aesthetic satisfaction)</li> </ul> Perceived image <ul style="list-style-type: none"> <li>Our downtown has a negative image</li> <li>Our downtown has an established image</li> <li>Our downtown has a positive image</li> <li>Downtown business owners and local government present a consistent image of the downtown</li> <li>Downtown business owners have a consistent view of the downtown's image</li> </ul> |                      |
|                           | Uniqueness       | <ul style="list-style-type: none"> <li>Being linked to this place distinguishes me from other people (distinctiveness)</li> <li>Our downtown has a symbol or symbols readily recognized by consumers</li> <li>Our symbol or symbols are distinct from other downtowns that are our competitors</li> <li>Our symbol or symbols are supported by downtown business owners</li> <li>Downtown business owners and local government endorse and support the same symbol(s)</li> </ul>                            |                      |

### Acknowledgements

This publication was developed by Community Science staff Amy Minzner, Daniel Pagán, Ji Won Shon and Amber Trout. Community Science is an internationally renowned research and development organization whose mission is to strengthen the science and practice of community and systems change to build healthy, just and equitable communities.

The authors would like to thank those who contributed ideas and literature suggestions for this review: Linda Goodman (Goodman Williams Group) and Bridget Marquis (Reimagining the Civic Commons Learning Network). We would also like to thank our reviewers for their insightful comments and suggestions: Ashley Zohn, Lilly Weinberg and Sam Gill (Knight Foundation) and David Chavis (Community Science).

For the full report, go to: <https://knightfoundation.org/reports/downtown-revitalization>