

PLANNING DEPARTMENT
CITY & BOROUGH OF JUNEAU
ALASKA

JUNEAU AREA HOUSING STUDY

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PLANNING DEPARTMENT

CITY AND BOROUGH OF JUNEAU, ALASKA

With Assistance

Provided by

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SUMMARY

Housing in the Juneau Area

In the interval between 1960 and 1970, the total City and Borough gained over 39 percent in population but less than 33 percent in housing units. In the Juneau Service Area, the former City of Juneau, population declined 11 percent and housing units decreased by over 5 percent.

Although the overall condition of housing is generally good, the Juneau Service Area has a concentration of old and substandard housing. Of 454 dwelling units surveyed in 1971, 21 percent was judged deficient in building code requirements.

A much higher proportion of housing units occupied by non-white households is substandard - 39 percent as compared with less than 8 percent of the white-occupied units.

The most critical housing problem in the Juneau Area is the acute shortage, indicated by an effective vacancy rate of virtually zero. Other problems identified in the Housing Study are:

1. Poor quality housing.
2. Disparities between supply and needs in relation to costs of available housing and the incomes of households.
3. Distribution of housing throughout the area.
4. Need for housing for an unusually large transient population.

Obstacles to Solving Juneau's Housing Problems

Primary obstacles to the solution of housing problems are:

1. Scarcity and high cost of land.
2. Limitations of the local construction industry.
3. Mortgage financing limitations.
4. Inadequacy of public housing.
5. Lack of rehabilitation resources.
6. Inadequacy of state and federal housing programs.
7. Lack of relocation resources.
8. Limitations of local codes and ordinances.

Housing Needs

Needs for housing were forecasted to 1975, combining the backlog of needs discovered through the 1970 Census of Housing and the City-Borough housing and socio-economic surveys with needs now-evident in connection with current redevelopment

programs and needs to satisfy requirements of population anticipated to 1975.

Elimination of the present backlog of housing needs would require the addition of 619 dwelling units: 150 for families relocated by current renewal and highway projects, 225 to replace substandard buildings, and 244 to establish a satisfactory vacancy rate. The population increase anticipated through 1975 would create need for an additional 1,021 units.

Housing needs are broken down by race, income group, public housing, moderate-income housing, tenure, and elderly in terms of unit sizes, locational criteria, and the proportion of the housing market to be served by mobile homes.

Housing Goal, Objectives and Program

A housing goal for Juneau is stated as "To provide a decent home for every Juneau household, in a suitable neighborhood environment and at a cost that the household can afford, such cost being no greater than 25 percent of gross income."

Housing objectives, described as short-range and long-range, were adopted as follows:

1. During the first phase - Construction of 250 units of low-rent public or rent-supplement housing and 250 units of moderate-income, HUD/FHA Sections 235 and 236, housing, including a total of at least 100 units of low-rent housing for the elderly and handicapped.
2. During the two subsequent years - Construction of 50 units of low-rent public and 50 units of HUD/FHA Sections 235 and 236 housing, including at least 30 units for the elderly and handicapped.
3. Development of 100 moderate-income "transient" housing units, under Alaska Housing Finance Corporation (AHFC) below-market interest rate mortgage financing, to fill the community's unique need for transient and seasonal housing.
4. Encourage participation of local and outside construction and finance industry in implementing housing development.
5. Provide staff support for the Alaska Housing Development Corporation (AHDC).
6. Cooperate with state agencies to make federal programs more workable in Alaska and develop new, innovative programs.
7. Encourage the training of a larger construction and rehabilitation labor force.
8. Develop and implement a housing information service.

9. Undertake an updated housing sites study.
10. Maintain continued revision and analysis of codes, ordinances and assessment practices and their effect on housing.
11. Provide a housing referral and relocation service.
12. Prepare and implement a downtown redevelopment plan.
13. Advocate the provision of housing for training and educational programs serving non-residents.
14. Advocate a housing coordinator in the Governor's Office.
15. Encourage areawide planning for community and neighborhood plans.
16. Institute a code enforcement program.
17. Periodically review and evaluate programs.

Implementing actions, recent and current, are described as:

1. Housing studies, including this survey and report.
2. Sewage system expansion program.
3. The bus transportation system.
4. Work and progress of the Housing Assistance Office.
5. The Alaska Housing Development Corporation (AHDC).
6. Planning activities geared toward improved housing.

A housing program, proposed in response to the listed objectives, is composed of the following elements:

1. Coordination with federal and state housing and redevelopment programs.
2. Continuing housing planning and information services related to market forecasts and site development.
3. Coordination of local housing program activity.
4. Encouragement of low and moderate-income housing development by AHDC and other similar private interests.
5. Provision of a citizen information, housing referral, counseling, and relocation service.
6. Organization of a citizens educational, advisory, and advocate program to encourage housing program innovation and utilization responsive to community needs.

Chapter 1

INTRODUCTION

The City and Borough of Juneau, the first unified government in Alaska, came into existence in July, 1970. It is located in Southeast Alaska (Figure 1) and includes the lands previously within the cities of Juneau and Douglas, as well as the outlying areas of the former Greater Juneau Borough. The boundary of the former City of Juneau, now known as the Juneau Service Area, still defines the Model Neighborhood of the Model Cities Program. Territory formerly within the City of Douglas now constitutes the Douglas Service Area.

Housing has been a vital community concern in the Juneau area for a long time. The concern has continued and grown - spawning more and more actions aimed toward solving the problems and meeting the needs. Solutions are both difficult and time-consuming, since they involve a complex interaction between development, construction, and finance industries on one hand and federal, state, and local governments on the other.

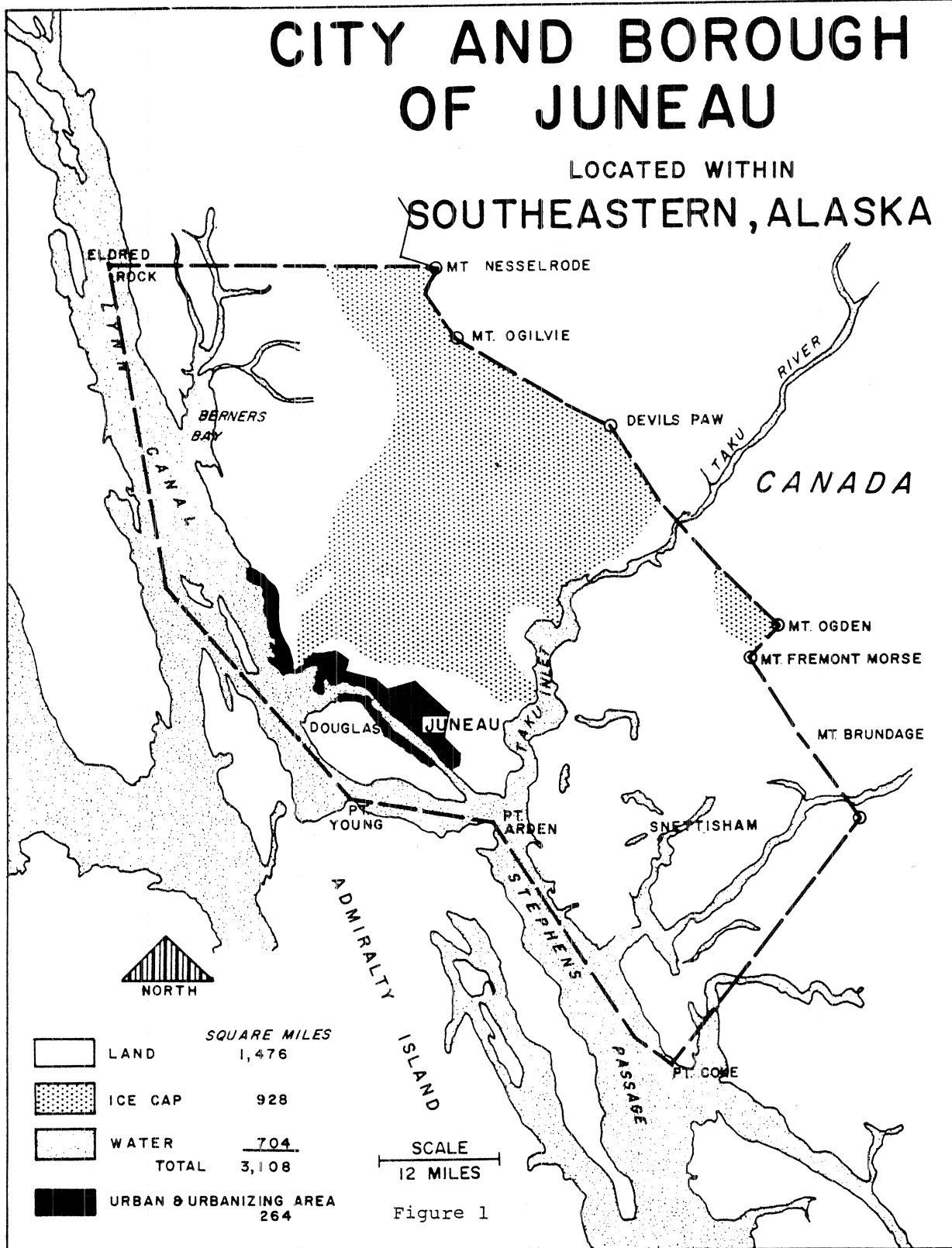
One of the activities undertaken in response to recognition of housing problems was the preparation for, and funding of, a survey and study of housing throughout the Juneau area to determine, in specific terms, just what is the housing problem and to suggest a course of action. This report summarizes the results of such a survey and study, performed by the City and Borough Planning Department with cooperation of Model Cities staff, building inspection officials, and outside consultants. In addition to defining housing problems and needs, this report identifies existing obstacles to solutions, describes a housing goal and objectives, and proposes a housing program.

The composite report, as presented herein, comprises the Housing Element of the local Comprehensive Plan, as currently required by the U.S. Department of Housing and Urban Development (HUD) and has been adopted by the City and Borough of Juneau as its Housing Ordinance.

The study was financially assisted by the Planning and Research Office of the State of Alaska with a planning assistance grant from HUD, under a contract approved January 14, 1971.

CITY AND BOROUGH OF JUNEAU

LOCATED WITHIN
SOUTHEASTERN, ALASKA



Chapter 2

HOUSING IN THE JUNEAU AREA

Information on housing - condition, age, types, tenure, availability, costs, and other relevant data - was compiled for this study from two basic sources: (1) the U.S. Censuses of Population and Housing, 1960 and 1970, and (2) local surveys.

Two surveys were conducted between October 1970 and January 1971 by the City-Borough Planning Department staff, an architect, and building officials. A survey of structural housing conditions was augmented by a socio-economic survey - to determine occupancy, income, family size, sanitary and general housing conditions, and housing desires of area residents.

The structural survey covered all buildings in the City and Borough, both residential and non-residential, but did not specifically enumerate dwelling units within the various structures. Therefore, the survey's utility for this study is primarily to corroborate the findings of the socio-economic survey.

The socio-economic survey did not secure complete coverage because some people were reluctant to answer questions and many people could not be found at home. Responses were obtained from occupants of 63 percent of recognized housing units. The data were therefore considered as a sample and were expanded to reflect complete coverage.

Population and Housing Change

The recent history of population and housing in the Juneau area is summarized in Table 1. The Juneau Service Area has declined in both housing units and population since 1960, while both the Douglas Service Area and the outlying areas of the Borough have increased in both categories, with the greatest proportional increase in the urbanizing "rural" area. While population increased by over 39 percent, the number of housing units increased by less than 33 percent.

Housing Conditions

The condition of housing for the entire City-Borough area, as determined from the survey data, is reported in Table 2, where, as in succeeding tables, the category "sound" is used for housing units which meet Housing Code standards or require minor repairs only. The category "rehabilitable" is used for housing units in structures which require major repairs to meet Housing Code standards for occupancy. Housing units in structures considered "non-rehabilitable" are those which are beyond economically feasible repair and constitute a hazard to the safety and health of occupants.

Table 1
POPULATION AND HOUSING UNIT CHANGES
1960 to 1970

Area	1960		1970		Percent Change	
	Popu- lation	Housing Units	Popu- lation	Housing Units	Popu- lation	Housing Units
Juneau Service Area	6,797	2,409	6,050	2,280	- 11.0	- 5.4
Douglas Service Area	1,042	278	1,243	370	19.3	33.1
Rural Areas	1,906	727	6,263	1,879	228.6	158.5
City & Borough	9,745	3,414	13,556	4,529	39.1	32.7

Source: U.S. Census of Population and Housing, 1960 and 1970.

Table 2
HOUSING CONDITIONS

Area	Occupied Units*	Sound		Substandard		Non-	
		Number	Percent	Rehabilitable	Rehabilitable	Number	Percent
Juneau	2,167	1,712	79.0	308	14.2	147	6.8
Douglas	364	348	95.6	16	4.4	0	0.0
Rural	1,692	1,649	97.4	35	2.1	8	0.5
City & Borough	4,223	3,709	87.8	359	8.5	155	3.7

*Does not include non-housekeeping units.

Source: City and Borough of Juneau Planning Department, Socio-economic Survey, 1970. Survey data expanded from sample, using U.S. Census of Housing, 1970.

The structural survey found almost 88 percent of all occupied structures to be sound or to require only minor repairs, over 8 percent to be rehabilitable, and less than 4 percent to be non-rehabilitable. The overall proportion of substandard housing units is comparatively low; however, in the Juneau Service Area,

the substandard units amount to 21 percent of the total, a high percentage in relation to both state and national averages. More detailed data for the Juneau Service Area is presented in later tabulations.

The socio-economic survey provided sample data on occupancy by race in relation to the structural condition of housing. In Table 3, which summarizes comparative data on condition by race of occupants, the sample has been expanded to a universe of total occupied housing units by race, as reported in the 1970 Census. A much larger proportion of housing occupied by non-whites is substandard than that occupied by whites. For the total City and Borough, the combined categories (rehabilitable and non-rehabilitable) equal 39 percent of non-white housing as compared with less than 8 percent of white housing - a five times greater percentage in the non-white classification. Most of the non-white minority occupants are Indians, who form almost 69 percent of the total non-white occupants of the housing survey sample.

The Juneau Service Area (see Table 4) has less disparate proportions of white and non-white residents in substandard housing, primarily because the minority groups population is mostly concentrated there. Of the non-white housing units, over 48 percent are in the substandard category; less than 14 percent of white-occupied housing is substandard. The non-white percentage is three and one-half times the white - considerably less than the five-times ratio of the total City and Borough.

Utilities and Services

Another aspect of the quality of housing is the availability and performance characteristics of heating, plumbing and sanitary facilities which make a house livable. Summary tables, Table 5 for the total City and Borough and Table 6 for the Juneau Service Area, contain data from the socio-economic survey. Here also, the differences between white and non-white occupied households are substantial.

Table 3

CONDITION OF HOUSING UNITS BY RACE OF OCCUPANTS

Total City and Borough

Condition	All Occupied Units		Occupied by White		Occupied by Non-white	
	Number	Percent	Number	Percent	Number	Percent
Sound	3,709	87.8	3,346	92.3	363	60.9
Rehabilitable	359	8.5	211	5.8	148	24.8
Non-rehabilitable	155	3.7	70	1.9	85	14.3
Total	4,223	100.0	3,627	100.0	596	100.0

Juneau Service Area

Sound	1,712	79.0	1,471	86.5	241	51.6
Rehabilitable	308	14.2	166	9.8	142	30.4
Non-rehabilitable	147	6.8	63	3.7	84	18.0
Total	2,167	100.0	1,700	100.0	467	100.0

Douglas Service Area

Sound	348	95.6	327	95.9	21	91.3
Rehabilitable	16	4.4	14	4.1	2	8.7
Non-rehabilitable	0	0.0	0	0.0	0	0.0
Total	364	100.0	341	100.0	23	100.0

Rural Areas

Sound	1,649	97.4	1,549	97.7	100	99.0
Rehabilitable	34	2.1	30	1.9	1	1.0
Non-rehabilitable	9	0.5	6	0.4	0	0.0
Total	1,692	100.0	1,585	100.0	101	100.0

Source: City and Borough of Juneau Planning Department, Socio-economic Survey, 1970. Survey data expanded from sample, using U.S. Census of Housing, 1970.

Table 4

CONDITION OF HOUSING UNITS BY RACE OF OCCUPANTS

Juneau Service Area

Race	Sound	Substandard		Total
		Rehabilitable	Non-rehabilitable	
<u>Aleut</u>				
Number	2	3	2	7
Percent	29	43	29	101
<u>Caucasian</u>				
Number	839	93	36	968
Percent	87	10	4	101
<u>Eskimo</u>				
Number	6	0	2	8
Percent	75	0	25	100
<u>Filipino</u>				
Number	18	11	5	34
Percent	53	32	15	100
<u>Indian</u>				
Number	74	56	34	164
Percent	45	34	21	100
<u>Negro</u>				
Number	8	3	1	12
Percent	67	25	8	100
<u>Oriental</u>				
Number	2	0	0	2
Percent	100	0	0	100
<u>Other</u>				
Number	8	4	0	12
Percent	67	33	0	100
<u>Total</u>				
Number	957	170	80	1,207
Percent	79	14	7	100

Source: City and Borough of Juneau Planning Department, Socio-economic Survey, 1970.

Table 5

HOUSING FACILITIES AND SERVICES BY RACE OF OCCUPANTS

Total City and Borough

Facility	Percent			
	Operating Properly	Not Operating Properly	Inoperable	None
<u>Electricity</u>				
White	98	2	0	*
Non-white	88	10	2	0
<u>Central Heating</u>				
White	95	2	*	3
Non-white	79	11	1	9
<u>Indoor Plumbing</u>				
White	97	2	*	1
Non-white	86	10	1	3
<u>Flush Toilet</u>				
White	98	1	*	1
Non-white	90	7	1	2
<u>Tub or Shower</u>				
White	98	1	*	1
Non-white	89	5	2	4
<u>Hot Water Heater</u>				
White	90	1	*	9
Non-white	88	4	2	6
<u>Sewer Service</u>				
White	97	1	*	2
Non-white	92	6	*	1
<u>Garbage Service</u>				
White	95	1	*	4
Non-white	91	4	1	4

* Less than 1 percent.

Source: City and Borough of Juneau Planning Department, Socio-economic Survey, 1970. (The above figures are corroborated by the Detailed Housing Characteristics of the 1970 U.S. Census of Housing.)

Table 6

HOUSING FACILITIES AND SERVICES BY RACE OF OCCUPANTS

Juneau Service Area

Facility	Percent			
	Operating Properly	Not Operating Properly	Inoperable	None
<u>Electricity</u>				
White	94	6	0	0
Non-white	86	12	2	0
<u>Central Heating</u>				
White	93	3	0	4
Non-white	76	12	1	10
<u>Indoor Plumbing</u>				
White	97	2	*	*
Non-white	84	12	2	3
<u>Flush Toilet</u>				
White	99	*	0	*
Non-white	89	8	*	2
<u>Tub or Shower</u>				
White	98	1	0	*
Non-white	93	4	1	2
<u>Hot Water Heater</u>				
White	97	2	*	1
Non-white	87	5	3	5
<u>Sewer Service</u>				
White	99	1	*	*
Non-white	91	7	*	1
<u>Garbage Service</u>				
White	99	*	0	*
Non-white	92	4	1	5

* Less than 1 percent.

Source: City and Borough of Juneau Planning Department, Socio-economic Survey, 1970. (The above figures are corroborated by the Detailed Housing Characteristics of the 1970 U.S. Census of Housing.)

Age of Housing

Table 7 enumerates differences in the age of housing between the 1960 and 1970 U.S. censuses. The table clearly illustrates that the average age of housing units throughout the City and Borough is rapidly declining, due to relatively rapid growth conditions. However, the observation is not valid when applied to the Juneau Service Area, where both the total number and the percentage of housing units more than 20 years old have increased between the two census enumerations.

Table 7

THE AGE OF HOUSING UNITS 1960 and 1970

	<u>City and Borough</u>		<u>Juneau Service Area</u>		<u>Rest of Borough</u>	
	1960	1970	1960	1970	1960	1970
All Housing Units	3,414	4,529	2,409	2,280	1,005	2,249
Built before 1940	2,177	1,753	1,703	1,345	474	408
Percent Built before 1940	63.7	38.7	70.6	58.9	47.2	18.1
Built before 1950		2,251		1,781		570
Percent Built before 1950		49.7		78.1		25.3

Source: U.S. Census of Housing, 1960 and 1970.

Types of Housing

Housing types, the number of units in a building, and occupancy characteristics, such as tenure, provide background for the determination of housing needs in a community. Table 8 shows pertinent data from the 1970 Census of Housing, which portrays the Juneau Area housing supply as of April 1970.

In 1960 there were 72 mobile homes in the Juneau Borough, just over 2 percent of all housing units. In 1970, the number had increased to 540 occupied mobile homes, or about 12 percent of total housing units. Table 9 summarizes changes in this ratio since the 1970 Census.

Table 10 is a record of housing activities - new construction and demolitions - by type of housing (except mobile homes), between the April 1970 Census and October 1971.

Table 8

HOUSING TYPES AND OCCUPANCY
of Year-round Units*

Housing Type	City and Borough		Juneau Service Area		Rest of Borough	
	Number	Percent	Number	Percent	Number	Percent
Single Family	2,149	47.6	871	38.3	1,278	56.9
Multiple Family	1,830	40.5	1,301	57.3	529	23.6
Mobile Home	540	11.9	101	4.4	439	19.5
Total	4,519	100.0	2,273	100.0	2,246	100.0
<u>Occupancy</u>						
Owner Occupied	2,111	50.0	746	34.5	1,365	66.4
Renter Occupied	2,112	50.0	1,421	65.5	691	33.6
Total Occupied	4,223	100.0	2,167	100.0	2,056	100.0

* Does not include housing units occupied by those whose permanent residence is elsewhere.

Source: U.S. Census of Housing, 1970

Table 9

MOBILE HOMES AS A PROPORTION OF TOTAL HOUSING

	Total Housing Units	Mobile Home Units	
		Number	Percent of Total
April 1, 1970 (U.S. Census)	4,529	540	11.9
December, 1971 (City and Borough Assessor)	4,882	740	15.2

Table 10

RESIDENTIAL BUILDING PERMITS ISSUED, HOUSING UNITS
CONSTRUCTED AND HOUSING UNITS DEMOLISHED
April 1970 to October 1971

Month	Single		Duplex		Multi-family		Demolitions		Net Change Units
	Family Units	Bldgs	Units	Bldgs	Units	Bldgs	Units	Units	
<u>1970</u>									
April	3	2	4	1	4	6	6	5	
May	4	0	0	0	0	0	0	4	
June	4	1	2	1	4	9	9	1	
July	6	1	2	2	8	0	0	16	
August	6	0	0	0	0	0	0	6	
September	11	0	0	2	38	1	1	48	
October	6	2	4	3	14	1	4	20	
November	10	2	4	1	4	1	1	17	
December	1	0	0	1	18	6	6	13	
Subtotal	51	8	16	11	90	24	27	130	
<u>1971</u>									
January	0	0	0	0	0	0	0	0	
February	2	2	4	1	12	0	0	18	
March	4	1	2	2	28	1	1	33	
April	18	0	0	0	0	2	5	13	
May	14	0	0	5	23	1	1	36	
June	17	1	2	0	0	0	0	19	
July	12	0	0	0	0	3	11	1	
August	5	0	0	0	0	1	1	4	
September	6	1	2	1	24	2	5	27	
October	4	0	0	1	42	0	0	46	
Subtotal	82	5	10	10	129	10	24	197	
Total	133	13	26	21	219	34	51	327	
Adjustments	0	0	0	0	-45*	0	40**	242	

* Less 45 units not yet completed

** Additional 5 units were demolished during this period due to changes in land uses from residential to non-residential; and 35 units are vacant, awaiting demolition, are not available for sale or rent, and are therefore listed as if they had already been demolished.

Source: Building and Demolition Data from Housing Assistance Office, City and Borough of Juneau.

Tenure

Tenure, ownership versus rental of housing, is difficult to determine. Table 11 shows U.S. Census of Housing data with regard to home ownership in 1960 and 1970, from which a number of significant conclusions can be drawn. In the Juneau Service Area, a substantial decline of resident ownership was evident, largely due to urban renewal and other redevelopment activities; the number of occupied rented units actually increased by 21. And, even though the percent of home ownership increased slightly in the areas outside the Juneau Service Area, the number of occupied rental units in these areas almost tripled - from 269 to 691.

Table 11

HOME OWNERSHIP RATES 1960 and 1970

Area	Total Occupied Units	Units Owned by Resident	Units Rented by Resident	Percent Owned by Resident
<u>Total City-Borough</u>				
1960	3,051	1,365	1,686	44.7
1970	4,223	2,111	2,112	50.0
<u>Juneau Service Area</u>				
1960	2,286	869	1,417	38.0
1970	2,167	746	1,421	34.5
<u>Rest of Borough</u>				
1960	765	496	269	64.8
1970	2,056	1,365	691	66.4

Source: U.S. Census of Housing, 1960 and 1970.

Availability of Housing

Only 0.2 percent of the total housing units surveyed by the City and Borough Planning Department in 1971 were vacant. This figure is confirmed by a Postal Vacancy Survey of May 1971, reported by HUD. The Survey shows that 4 of the 1,934 single-family units (0.2 percent) were vacant and 4 new units of the 838 apartments (0.47 percent) were vacant, making an overall vacancy rate of less than 0.3 percent. The Postal Vacancy Survey did not indicate the availability or cost of the vacant units.

Table 12 summarizes vacancy data from the Housing Census of April 1970. The Census classified as vacant, housing units occupied by persons whose permanent address is elsewhere, such as construction workers and legislators who were resident in Juneau

at the time the census was taken. Therefore, many household units classified as vacant were not in fact vacant.

Table 12

VACANT HOUSING UNITS, 1970

Vacant Housing	City and Borough		Juneau Service Area		Rest of Borough	
	Number	Percent	Number	Percent	Number	Percent
Units for Sale or Rent	88	29.7	49	46.2	39	20.5
Units Occupied by Those Whose Permanent Address is Elsewhere	208	70.3	57	53.8	151	79.5
Total Vacant Units	296	100.0	106	100.0	190	100.0

Source: U.S. Census of Housing, 1970.

Of the 296 vacant units reported for the entire City-Borough, only 88, less than one-third, were actually listed as available for sale or rent. It is also probable that units classified as available for sale or rent were not habitable at the time of the census and, for the most part, may consist of units in the Harbor-view Urban Renewal Area, which had been vacated preparatory to demolition.

The data on housing availability is most significant. It defines the most critical housing problem in the Juneau Area - the acute shortage of available dwelling units. Such a shortage is particularly disadvantageous to the lower income groups, since it creates a situation in which those who can afford to move into more expensive housing do not do so. This adversely affects both availability and cost of housing for low-income families who have fewer choices. The shortage of available units also impedes the relocation of families in renewal and highway project areas and the rehabilitation of substandard housing.

Housing Costs

The cost of housing is summarized on Table 13, in terms of the value of owner-occupied units. Actual costs of owner-occupied housing are determined by the mortgage or contract term period, interest rates and other charges, taxes, insurance, etc. Some of this cost is offset by federal subsidies in the form of income tax deductions for interest and taxes. On a low-down-payment mortgage, interest may eventually equal 100 to 160 percent of the

Table 13

VALUES AND RENTS OF HOUSING, 1970

Value of Owner-occupied Housing Units	City and Borough		Juneau Service Area		Rest of Borough	
	Number	Percent	Number	Percent	Number	Percent
Less than \$5,000*	16	1.1	5	1.0	11	1.3
\$5,000 to \$9,999*	11	0.8	11	2.0	0	0.0
\$10,000 to \$14,999*	104	7.3	63	11.4	41	4.7
\$15,000 to \$19,999*	143	10.0	92	16.6	51	5.8
\$20,000 to \$24,999*	179	12.5	44	8.0	135	15.4
\$25,000 to \$34,999	528	36.9	163	29.5	365	41.6
\$35,000 or more	449	31.4	175	31.6	274	31.2
Totals	1,430	100.0	553	100.1	877	100.0
Median Value	\$30,000		\$29,400		\$30,500	
<u>Contract Rent of Renter-occupied Housing Units</u>						
Less than \$40 **	9	0.4	4	0.3	5	0.7
\$40 to \$59 **	18	0.9	18	1.3	0	0.0
\$60 to \$79 **	67	3.2	62	4.3	5	0.7
\$80 to \$99 **	88	4.2	82	5.7	6	0.9
\$100 to \$149	423	20.1	384	26.9	39	5.8
\$150 to \$199	584	27.8	449	31.4	135	20.1
\$200 or more	827	39.3	384	26.9	443	65.8
No Cash Rent	87	4.1	47	3.3	40	5.9
Totals	2,103	100.0	1,430	100.1	673	99.9
Median Rent	\$185		\$167		\$233	

* The majority of these units are mobile homes.

** The majority of these units are located in the Cedar Park public housing project or lack complete housekeeping facilities.

Source: Detailed Housing Characteristics, U.S. Census of Housing, 1970.

value of the home. The 1970 socio-economic survey indicated that the average monthly cost of essential utilities (heat, water, and electricity) was \$59 per dwelling unit.

In Juneau, as in the United States as a whole and Alaska in particular, mobile homes account for an increasing number and proportion of total housing units (see Table 9). Although lower in initial cost than a new single-family contractor-built home, the cost-per-month of a mobile home is still high, due to shorter amortization periods (commonly 3 to 7 years in the Juneau area) and site rents (higher utility costs on a per-square-foot basis).

Chapter 3

JUNEAU'S HOUSING PROBLEMS

Most of Juneau's fundamental housing problems are common to most other metropolitan areas in Alaska and the entire United States. The degree to which these problems affect Juneau, however, is vastly different. Many of the problems are of crisis proportions in Juneau. Housing was identified by the Model Cities Program as Juneau's Number One Problem.

The Housing Shortage

It has been said, as a joke, that "the housing shortage is only an ugly rumor spread around by a lot of people who can't find a decent place to live." But it is no joke. It is no joke to people whose homes have burned down and who have to be relocated quickly. It is no joke to people who have to pay exorbitant rents for unsafe and undesirable housing.

Juneau's housing shortage has already been documented in the U.S. Census of Housing, in the 0.2 percent vacancy rate found during the housing survey, and in the 0.3 percent vacancy rate in May of 1971, as reported by the Postal Vacancy Survey.

Described earlier in this report as "the most critical housing problem in the Juneau Area", the housing shortage is intensified by the need for relocation of households in the path of urban renewal, highway construction, and other redevelopment projects. The shortage is an obstacle to the elimination of blight and rehabilitation of substandard housing. By reducing competition in the housing supply, it keeps prices and rents inordinately high.

Housing Quality

As in most urbanized areas, the majority of housing in the Juneau Area is sound. In the total City-Borough, only 12 percent of housing units are substandard. However, in the Juneau Service Area, which is also the Model Neighborhood Area, 21 percent of the housing is substandard - 308 housing units are in structures requiring major repairs and 147 are in structures beyond repair. Data on housing conditions, location, facilities, and occupancy are given in Tables 2 through 8 of this report.

As another way of describing housing conditions, photographs representative of both good and poor local housing are shown in this section. But, possibly more critical, yet more difficult to describe, are conditions people must endure when they live in poor housing and the effect such housing has on their lives. For example, poor housing may affect, through lack of quiet places to

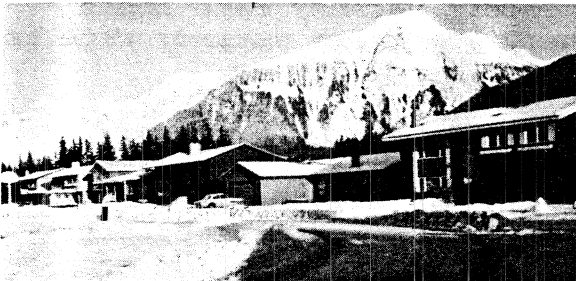
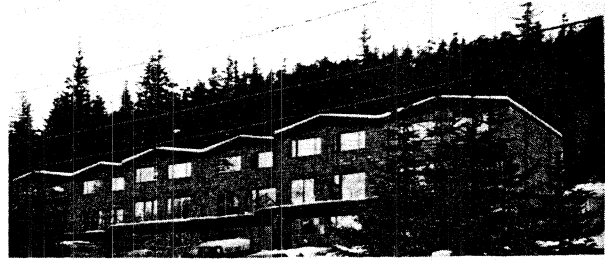
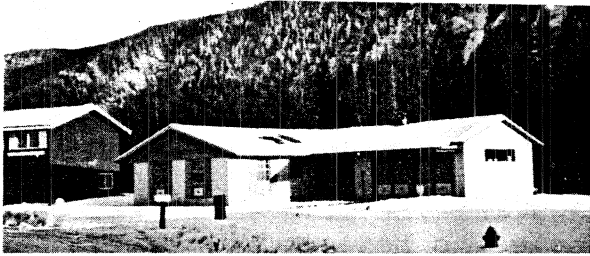
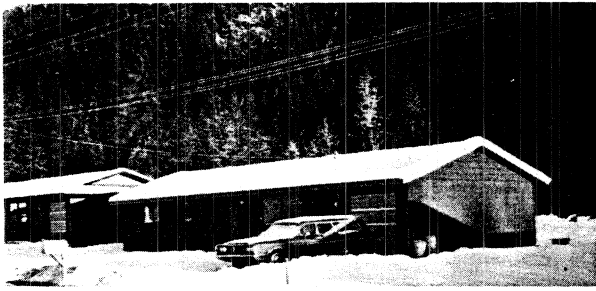


Figure 2

Most of Juneau's housing is sound....

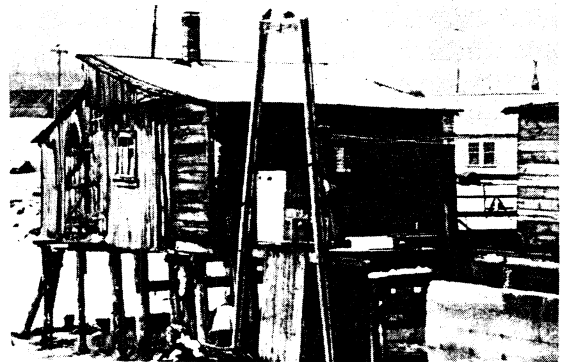
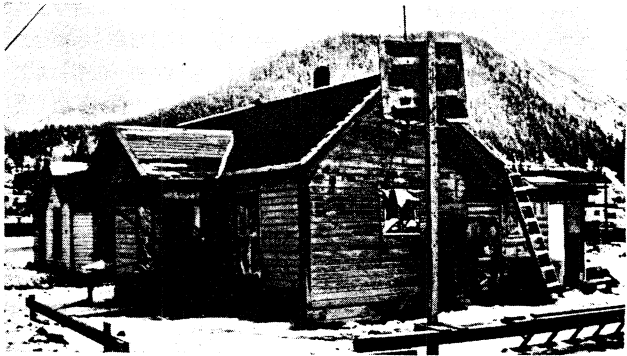
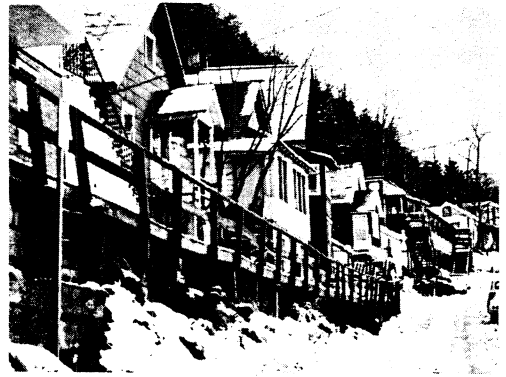
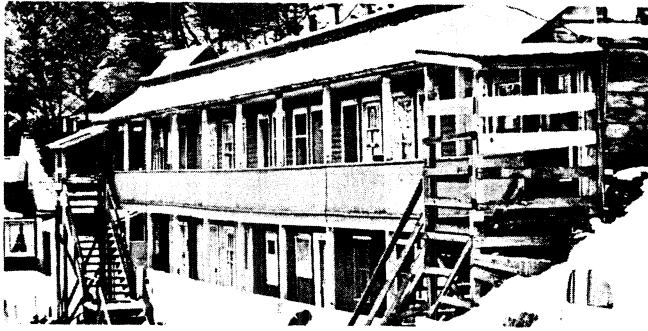


Figure 3

... but some is pretty bad!

study, children's ability to learn and progress. Also the excessive cost of housing may adversely affect the balance of family spending, reducing the amounts of money available for food, clothing, and health care.

Disparities in Housing Supply and Demand

The disparity problem exists primarily because of the narrow range and high cost of housing which can be supplied by the local housing production industry unaided. To explain it differently, a majority of households in Juneau cannot afford, without substantial subsidies, to buy or rent a house or apartment being built today. While this problem is pervasive throughout the United States, it is far more severe in Juneau and Alaska for two reasons: (1) Costs of housing production in Juneau are far higher in relation to income than is commonly experienced in other states of the coterminus United States; and (2) Not having saturated the highest income part of the market, local developers and builders are not yet trying, as they have been in some other areas, to reach lower income groups by use of the HUD/FHA subsidy programs.

Bureau of Labor Statistics reports show that rents for housing in Juneau are 50 percent higher than in Seattle. A Comparative Housing Cost Analysis, published by the University of Alaska in November 1969, showed housing construction costs in Anchorage to be about twice as high, in both per-square-foot and per-unit costs, as in Seattle; and Seattle costs are higher than the average for the United States. Construction costs in Juneau have been 5 to 10 percent higher than Anchorage, because of land scarcity, higher land development costs, low volume, and non-competitive production. A more recent University of Alaska publication, Prices and Costs of Living in Urban Alaska, dated September 1971, confirms that costs are higher in Juneau than in Anchorage or in the average urban community in Alaska. Incomes in Juneau are higher than in Seattle by 20 to 25 percent, but are not high enough to compensate for the far higher difference in the cost of housing.

In addition to the cost of housing construction, mortgage financing, especially for federal programs, has not been readily available in the past. This condition, coupled with higher mortgage industry operating costs, has made interest rates and servicing costs somewhat higher than in the "lower 48" states.

Housing Distribution

With the increasing suburbanization in the Juneau area, problems associated with the "white, middle class noose around central cities", prevalent in other urban areas, become applicable here. Tables 3 and 4 demonstrate that the poor and minorities are concentrated in the Juneau Service Area, while middle-class

whites are increasingly finding housing in suburban areas. This trend, if continued, will compound the problems of communication between various segments of society and of access to meaningful opportunities for low-income and minority-group people in Juneau. Although sociologists contend that integration of low-income and minority-race families in the traditionally all-white higher-income neighborhoods will eventually solve many class and race problems, the fact of such integration is more difficult to achieve than to talk about. In Juneau, the so-called "disadvantaged" have resisted relocation, preferring to continue living in the older declining neighborhoods. Changing their desires as to home location will require provision of comforts and conveniences (such as transportation) and services (such as employment, welfare, etc.) as accessible as they now are in the central city.

Housing distribution problems are also complicated by the growing numbers of mobile homes. Of the 200-unit increase in mobile homes since the 1970 Census, 89 were located on private single-family lots and the remainder in mobile home parks. Because of their proportionately low cost, mobile homes have been filling a void in the housing market by providing housing for many families who could otherwise not afford to own a home. However, high land costs in Juneau and zoning regulations limit their locational versatility. A mobile home on a private lot is allowed only outside the Juneau Service Area, which means that transportation costs must be added to other living expenses for occupant families.

Transient Population

Unusual housing demands are created in Juneau by the irregular influx of visitors, tourists, seasonal workers, the Legislature, and natives from surrounding villages who seek the social services and opportunities of the capital city. Temporary housing is also needed to fill relocation needs resulting from natural disasters and housing rehabilitation activity. The shortage of adequate hotel and motel facilities and the lack of moderately priced apartment-hotel accommodations requires that transients use some of the area's permanent housing, thus reducing the availability and increasing the cost of housing for year-round residents.

Each year the Juneau Chamber of Commerce appeals to the public for assistance in locating living quarters for legislators while the Legislature is in session. Residents also provide housing for students from out-of-town who come to Juneau for school-related activities. Many other visitor uses - stateside consultants to legislative committees or state and local government agencies, and participants in conferences, seminars, governmental meetings (federal, state and local) periodically fill available accommodations to capacity.

The Bureau of Indian Affairs almost constantly has native

families temporarily housed in crowded, expensive, and inadequate hotel facilities. These families are forced to come to Juneau for health and other services not available in the surrounding villages. There is also a constant waiting list of disadvantaged native people from outlying communities who want to come to Juneau to take advantage of various employment, educational, and other services, who are unable to do so because of the absence of available housing. Many villagers come to Juneau without housing arrangements - creating unwholesome, overcrowded conditions when they double up with friends and relatives, with densities as high as six to eight persons per room.

The natural economic development of Juneau is badly inhibited because seasonal construction workers have difficulty finding places to live and because very few of the estimated 80 to 100 thousand tourists who now annually visit Juneau are able to obtain accommodations which will permit them to remain overnight.

Chapter 4

OBSTACLES TO SOLVING JUNEAU'S HOUSING PROBLEMS

This description of obstacles to the solution of housing problems in Juneau is not intended to imply that such obstacles are necessarily unique to Juneau nor that they cannot be overcome by consistent and coordinated policies and implementing actions. An awareness of both problems and obstacles is necessary as a basis for goals, objectives, and programs for solution of housing problems.

Land Constraints

Because of topography, geophysical hazards, and moisture conditions, land in Juneau is scarce, expensive, and costly to improve. The typical improved single-family residential building lot now costs about \$8,000; the site cost for an apartment building is seldom less than \$3,000 per unit, except when high-rise construction technology is utilized.

Construction Industry

The local construction industry has not been able to produce the housing supply required by local market conditions. The industry has been largely non-competitive and has suffered from a small, relatively unreliable, and inexperienced labor force. Local builders have little experience in serving low and moderate income mass markets. Since the construction season is short, labor union rates are proportionately high and it is difficult to maintain an adequate number of skilled and competent craftsmen.

Financing

Financing is expensive and difficult to secure. The difficulty is augmented by the inexperience and reluctance of commercial banks and mortgage institutions to deal with federally subsidized housing programs and by a relative lack of competition among local lenders.

Public Housing

Public housing units in the Juneau area are grossly inadequate to meet the needs of eligible low-income families and elderly individuals. The Alaska State Housing Authority (ASHA), which has sole HUD local housing authority responsibility in Alaska, has not been able to obtain sufficient fund reservations to meet the needs.

Housing Rehabilitation

No housing rehabilitation industry exists in Juneau. The housing shortage and related housing industry problems make rehabilitation of housing economically infeasible at present. Local tax incentives may be necessary if housing rehabilitation is to be economically feasible on any significant scale. However, communication between the City-Borough of Juneau and ASHA is now greatly improved and prospects for increased cooperation are encouraging.

State and Federal Housing Programs

The "freezing", by the Executive Branch of the Federal Government, of housing program funds previously authorized by Congress has restricted Juneau's capacity to provide and improve housing, even though it is a Model City. A federal technical assistance program would be of great benefit in adapting some of the federal programs to serve Juneau's unique conditions and in implementing badly needed redevelopment assistance programs.

Relocation and Replacement Housing

The housing shortage makes it practically impossible to relocate families and individuals from urban renewal and highway project areas. The shortage also substantially inhibits code enforcement and housing rehabilitation, and greatly complicates community social problems.

Codes and Ordinances

Both the recently adopted Building Code and the proposed Subdivision Ordinance provide for improved standards, but higher standards may necessitate higher initial construction costs. Certain zoning restrictions, on densities in central Juneau and on locations for mobile home parks, limit locations where some kinds of housing can be provided and, therefore, affect the economic feasibility of providing such housing.

However, local codes and ordinances are not nearly so restrictive as the current HUD/FHA site selection, density, prototype cost, and other related criteria.

Chapter 5

FORECASTING HOUSING NEEDS

Having described the present stock of housing, Juneau's special housing problems, and the obstacles which stand in the way of solving those problems, we now turn to the determination of housing facilities required to meet the needs.

The term "housing need" is intended to include both the economic concept of "housing demand" and the social concept of "housing need." The economic or marketing term "housing demand" means the consumer's desire for a house or apartment, backed up by his ability to pay for what he wants. The social concept of "housing need" means that a consumer family or household may lack the ability to pay for housing of its choice and thus be constrained to live doubled up with another family or in substandard housing.

The "need" for housing thus becomes a community concern as well as a family concern. Without some form of subsidy, most American families could not afford a new house or apartment. The difference between economic "demand" and what is socially "needed" is, thus, the subsidy required to provide decent housing for all households. Therefore, housing needs reflect and include both "demand" and "need" - demand for those who can afford good housing and need for those who cannot afford it, but still need it.

Housing needs, in the context of amount of housing needed, must necessarily include fulfillment of existing need and provision for future need. Estimates of current needs, for people already in Juneau, and anticipated needs, for people yet to come, constitute the forecasts basic to any planning for housing.

Backlog and Current Needs

Current housing needs in Juneau are the result of an accumulated backlog of needs or pent-up demands, plus present or planned activities which will reduce the existing supply of housing. Facilities are needed now (in the planning period to December 31, 1973) to:

1. House families who are now living doubled up.
2. House those to be displaced by highway construction and by redevelopment or renewal projects.
3. House those who now live in structures unfit for human habitation and which should be vacated for building code violations.

4. House those who suffer the effects of fires or natural disasters.
5. Create a 5-percent vacancy rate to allow for mobility, seasonal employment variations, and other transient needs.

The following sections explain reasonably conservative estimates of needs, in each of the above-listed elements, to serve the present population.

Doubled-up Families

In areas of housing scarcity, some families and individuals have necessarily moved in with other families. On a short-term basis, the roles of host and guest may be enjoyable. If the stay is prolonged, however, because other housing is not available, the sharing of housing facilities can become a burden and a trauma to all concerned.

Many families live doubled up in Juneau, due to the housing shortage. The socio-economic survey data on this particular subject was not summarized and reported. Estimates of the number of doubled-up families and individuals range, at any given time, from 50 to 200. Since factually supported data is lacking, the backlog of housing needs for doubled-up families will not be represented by a number, but will be advanced in support of the need for development of a 5-percent vacancy factor in the housing supply.

Displacement by Redevelopment Activities

Since 1970 Census data is being used as a base for calculations, relocation needs will start from April 1, 1970, the date of the enumeration. Between the beginning date and December 1, 1971, some 86 families were displaced by a variety of public activities and other circumstances: 49 from the Harborview Renewal Project area, 15 from the Outer Drive Highway construction area, 3 from the Capital Complex site, and 19 from land use changes (residential to commercial), fires, and condemnations.

Building permit records, Table 10, show 51 housing units demolished during this same period and 35 more units as vacant and awaiting demolition on December 1, 1971. These units, 86, account for the 86 displaced families.

If the various redevelopment and highway construction projects proceed as currently planned, the total number of housing units (including the 86 units discussed above) removed from the available supply by December 31, 1973 will be:

Harborview Urban Renewal	52
Outer Drive and Expressway	
Highway Construction	39
State Capital Complex (Phases II and III)	14
Indian Village Redevelopment	29
Anticipated changes in land use	<u>16</u>
 Total anticipated residential displacement by redevelopment activities through 1973	 <u>150</u>

Replacement and Rehabilitation of Unfit Housing

In the housing survey (see Table 2), over 500 dwelling units were identified as deficient in local building code requirements and in need of rehabilitation. Of this number, 155 were listed as not economically rehabilitable. In computing needs, however, 33 of the units classified as unfit for dwelling purposes are eliminated here because they were included with those to be demolished by redevelopment activities.

At the time of the survey, 38 boats in the Juneau small boat harbors were occupied. Residential use of boats in harbor, a common local practice for many years, is increasingly recognized as hazardous and undesirable because of the high incidence of fire, crowded conditions, and the discharging of untreated sewage directly into the boat harbors. Many people reside on boats by choice or by occupational necessity, but many others do so only because no other accommodations are available to them within their means.

Also, several rooming houses or hotels which normally house transient laborers are known to be deficient in various building code provisions and hazardous for continued human occupancy, but have continued in use because there has been no alternative for those who require their facilities. Several of these structures, containing at least 65 non-housekeeping type residential units, not otherwise enumerated in this report, should be vacated as soon as relocation facilities are available for their occupants.

The net units required to replace unfit living quarters now in use are computed thusly:

Replacement of Non-rehabilitable Units (identified by the survey)	155
Less 33 units counted in Redevelopment Needs	<u>33</u>
Net	122
Substitute housing for boats	38
Replacement of Unfit Non-housekeeping Units	<u>65</u>
 Replacement Housing Units Needed to December 31, 1973	 <u>225</u>

Replacement Housing Required as a Result of Natural Disaster, Fire, Etc.

A varied number of dwelling units throughout the City and Borough are destroyed by fire each year. However, because most dwelling units destroyed by fire were hazardous and unfit for human occupancy at the time of their destruction, and inasmuch as it is assumed that all such units will either be rehabilitated or removed from the local supply of available housing within the next few years, it is probable that the number of dwelling units destroyed annually by fire will decrease substantially in subsequent years. Therefore, no specific estimate of dwelling unit losses due to fire and other natural disaster is suggested.

However, a relatively high housing unit vacancy rate should be maintained to allow for residential displacement resulting from unexpected natural disaster. Earthslides have destroyed a number of homes within the Juneau Service Area upon several occasions and, in 1936, 14 people were killed by one such slide. The danger of similar catastrophies at any given time should be anticipated.

Housing Required to Provide a Reasonable Vacancy Rate

The vacancy rate is the percentage of year-round dwelling units available for sale or rent. A reasonably high vacancy rate is essential in Juneau because of a unique combination of unusual needs:

1. The 1970 Census reported 208 dwelling units occupied by those whose normal residence was elsewhere.
2. A current seasonal workforce fluctuation of over 1,000 workers (12 to 15 percent of the workforce) creates an unusually high demand for housing accommodations during the summer months when construction and tourist activities are at their peaks.
3. Existing housing does not provide sufficient flexibility of choice, so that households whose size, income, and desires change may find housing suitable for their changing needs.
4. A reserve housing supply is necessary to accommodate the demand precipitated by any potential natural disaster.
5. Some vacancies are an economic requirement to keep selling and rental prices more reasonable by creating a competitive market.

As described earlier, less than half of 1 percent (0.3) of the City-Borough's housing units were vacant in May of 1971. Some of these may not have been available for sale or rent.

Local experience attests to a continuing effective vacancy factor that is virtually zero, since the only vacancies are beyond the means of most prospective renters or buyers and considerable overcrowding of occupied units persists.

The number of units required to establish a 5-percent vacancy situation was calculated as follows:

Total dwelling units reported by 1970 Census of Housing	4,529
Plus new dwelling units available for use between April 1970 and December 1971	<u>441</u>
Subtotal	4,970
Less units demolished between April 1970 and December 1971	<u>86</u>
Dwelling units in use on December 31, 1971, assuming an effective zero vacancy factor	<u>4,884</u>
5 percent	<u>244</u>

Since vacancies in high-cost housing do not serve middle and low-income groups, it has been suggested that the vacancy rate should be applied separately to each of the income groups in the housing market. Such a method, however, would probably not solve the problem as effectively as intended because within each cost category there are varying needs for the different types of housing (family units, non-housekeeping units, motel-hotel) and different requirements for living space (number of rooms).

Total Current Housing Requirements

The total housing needs to serve Juneau's present population, the backlog plus needs anticipated through December 31, 1973, are:

Replacement housing required for current redevelopment activity (1972 and 1973)	150 units
Replacement housing required to allow hazardous non-rehabilitable units to be removed from use	225 units
Total required to provide for seasonal worker and emergency needs and to create a 5-percent vacancy factor	<u>244 units</u>
Total backlog of housing need	<u>619 units</u>

Housing Needed for Population Growth

A reasonable approach to the determination of housing units needed to accommodate future population involves forecasting of population growth and translating the increase into the number of households. The results would then be added, together with a vacancy factor, to the backlog of housing needs already calculated.

Population Growth

Several methods of population forecasting are available. The proportional method develops data on the City-Borough as a proportion of the State and the Southeast Region, using U.S. Bureau of Census projections for the State by urban and rural population areas. This data is not readily available and changes in State population are too variable, based on economic changes, for this method to be useful. The straight-line projection method assumes the same rate of change as in the past and is thus likely to be incorrect. The method using natural increase in population (births minus deaths) plus net in-migration is not usable because accurate migration data is not available and, in any case, is dependent on employment as a basis for determining migration.

The population forecast method applied here uses a direct relation of population growth to employment, which is the soundest approach in an area of change.

Table 14 shows the State Department of Labor forecasts of population and employment for 1972, 1975 and 1980 in the Juneau Labor Market Area, which is essentially the same as the City and Borough Area.

To be conservative and to reflect the seasonal differences between the April 1 (Census) date and the July 1 date used by the Department of Labor, the population forecasts are reduced to 15,100 for 1972 and 18,100 for 1975. These figures are used in determining housing needs for those dates.

If the proposed U.S. Plywood Champion Papers industrial development does not become a reality by 1975, it may be assumed that the 1975 work force will not exceed about 10,200 persons and the total population would then be approximately 17,600. If this or other circumstances cause substantial departures from the figures used for this study, projections of employment, population, and housing needs can be revised accordingly.

Housing Needs Due to Population Growth

By definition, the number of households is the same as the number of occupied dwelling units - with the persons occupying the dwelling unit, whether a family or pseudo-family, constituting a household. To translate population growth into housing units needed, the population must be divided by a figure repre-

senting household size. The number of households which the population increase represents must be known since the household is the unit of consumption for housing.

Table 14
POPULATION AND EMPLOYMENT
Juneau Labor Market Area

	12 Month Annual Averages (in thousands of persons and percentages)				
	1961	1970	1972	1975	1980
Total Population (July 1)	10.5	13.6	15.3	18.4	21.4
Total Workforce (Including Military)	6.0	7.9	8.9	10.7	12.4
Rate of Participation	57.4	58.0	58.2	58.0	58.0
Total Civilian Workforce	5.8	7.7	8.7	10.5	12.2
Number Unemployed	0.3	0.4	0.4	0.5	0.5
Percent Unemployed	5.6	4.6	4.6	4.8	4.1
Total Civilian Employment	5.4	7.3	8.4	10.0	11.7
Self-employed	0.7	0.8	1.0	0.9	1.1
Government	2.7	4.0	4.5	5.3	6.2
Contract Construction	0.3	0.3	0.4	0.6	0.5
Manufacturing	0.1	0.1	0.1	0.3	0.5
Transportation, Communi- cation & Utilities	0.5	0.6	0.7	0.7	0.8
Trade	0.6	0.8	0.9	1.2	1.4
Finance, Insurance & Real Estate	*	0.1	0.1	0.2	0.3
Services & Misc.	0.5	0.6	0.7	0.8	0.9

*Not published due to disclosure rules.

Source: Projections prepared by the Research and Analysis Office of the Alaska State Department of Labor. They assume that the U.S. Champion Plywood pulp mill will be constructed at Berner's Bay between 1973 and 1975 with related effects on manufacturing, construction, and government employment.

The same total population could require more or less housing units depending upon the number of persons in the household. Because household sizes vary, projections must be based on average household size.

In translating population change into number of housing units needed, as given in Table 15, the household size is assumed to remain the same in 1975 as it was in 1970. For 1970, the average household size was determined by subtracting the population living in group quarters (institutions, barracks, group homes) from the total 1970 population, then dividing the remainder of the population by the number of occupied housing units. For example, in the City-Borough: 13,556 total population, minus 212 persons living in group quarters, equals 13,344 persons living in households. This number divided by 4,223 household units, equals 3.16 average persons per household. The result was then applied to the 1975 population forecast to determine the number of households in 1975.

Based on Table 15, 1,393 housing units will be needed to serve the population increase from 1970 to 1975. Approximately 150 less dwelling units will be required if the anticipated U.S. Plywood development does not occur during this period.

Table 15
POPULATION AND HOUSEHOLD FORECAST
1970 to 1975

Area	Population		1970 Household Size	Households		
	1970	1975		1970	1975	Increase
Total City and Borough	13,556	18,100	3.16	4,223	5,616	1,393
Juneau Service Area	6,050	6,750	2.76	2,167	2,446	279
Rest of Borough	7,506	11,350	3.58	2,056	3,170	1,114

Source: Calculated from 1970 U.S. Census of Population and Alaska State Department of Labor population forecasts.

Because 21 months have elapsed since April 1, 1970, the beginning of the period covered by the estimates, housing units developed during this 21-month period should be deducted from the amount forecasted. The remainder is the net amount needed. Data to be used for such deductions are shown in Table 10, which summarizes building permits issued, dwelling units constructed, and housing units demolished between April 1, 1970 and October 31, 1971. Since this data is only available for the City-Borough as a whole, the net calculations can only be made for the entire area. A net increase of 242 housing units should be subtracted from the forecasted needs to determine net needs.

Mobile homes, which were not included in Table 10 because building permit data were not recorded for them, must be considered separately. At the end of November 1971, an Assessor's Department survey showed 740 occupied mobile home units - an increase of 200 over the 540 reported in the 1970 Census. These 200 mobile homes, since they represent an increase in the housing stock, should also be deducted from the housing units needed for population increase.

The net result of deductions for increased housing supply would be:

Housing Units needed for population increase (from Table 15)	1,393
Less net increase in supply (from Building Permits and Demolitions)	<u>242</u>
Remainder	1,151
Less increase in mobile homes	<u>200</u>
Net housing units needed	951
Plus 5-percent vacancy rate on increase	<u>70</u>
Total Housing Units needed to accommodate population growth to 1975	<u>1,021</u>

Forecast of Housing Needs from 1970 to 1975

The Juneau City-Borough housing needs are a total of the backlog of needs (619) and the population increase needs (1,021), which equals 1,640 units.

Chapter 6

CHARACTERISTICS OF HOUSING NEEDS

Given the number of housing units needed by 1975, how can this need be translated into types of housing needed by specific groups or uses? This section of the report describes the amounts of needs, as established earlier, in relation to the kinds of housing needed.

Desire for Better Housing

In the socio-economic survey it was determined that 745 white households and 233 non-white households desired better housing. While the reasons for wanting better housing were not asked in the survey, some of them, at least, are reflected in the housing conditions reported. However, whatever the dissatisfactions are with present housing, this total of 978 households desiring better housing represents an active market for improved housing in the City and Borough of Juneau.

Tenure

Data on home ownership rates do not, by themselves, provide a basis for determining the tenure requirements of new housing needs. Variables with respect to location, household size, income, race, and desires will have a greater effect than past ownership rates and housing development. The strong correlation among rental, low income, substandard housing, and non-white occupancy may in time be changed by the new opportunities for home ownership provided by Turnkey III and Section 235 housing, if these programs can be better adapted to and more fully utilized in the local housing market. Indeed, the mix of tenure may well be determined by the availability of program allocations for the various federal housing programs.

Need for Subsidized Housing

Clearly, a strong relationship exists between low income and poor housing. Lower income people have a competitive disadvantage in the housing market. Non-white families and the elderly constitute the greater proportion of the low-income group. Thus a vigorous program of providing low and moderate-income housing, and of replacing or rehabilitating substandard housing, will benefit those who have the most urgent need.

Minorities

In every table which differentiates between white and non-white households with respect to housing conditions and income,

there is a clear indication that non-white families have, proportionately, poorer housing and lower income. Table 3 showed that over 39 percent of housing occupied by non-whites is substandard, while less than 8 percent of housing occupied by white households is substandard. Table 5 listed the percentages of housing units with inoperative or missing facilities, which were consistently higher for those with non-white occupants. While comprising about 15 percent of the population, according to the 1970 Census, non-white households occupied over 40 percent of the substandard housing.

In the socio-economic survey, over half the sample of substandard housing was occupied by white families. Income of 53 of these families, 43 percent, are over \$12,000 per year, which could indicate a sound economic demand for better housing. On the other hand, only 11 of the non-white households, less than 13 percent, are in the upper-income brackets. Most of the non-white households, 58 of the 87, are in the two lowest income groups, under \$8,000 per year, where they represent over half of the total or 58 percent. This distribution implies a proportionally greater need for low-income housing among non-white families.

When the relationships demonstrated by Table 16 are applied to the backlog of need for replacement housing, it becomes obvious that in order to adequately relocate those who currently occupy substandard housing, most replacement housing (326 units or 87 percent) must be financed under one of the various federal subsidy programs (see Table 17).

Table 16

OCCUPIED SUBSTANDARD HOUSING UNITS BY RACE AND INCOME
City and Borough of Juneau

Annual Income	Substandard Housing Units		
	Total	Occupied by White	Occupied by Non-white
Under \$4,000	32	15	17
\$4,000 to \$8,000	68	27	41
\$8,000 to \$12,000	45	27	18
\$12,000 to \$16,000	36	31	5
\$16,000 and over	28	22	6
Total	209	122	87
Percent of total	100.0	58.4	41.6

Source: City and Borough of Juneau Planning Department, Socio-economic Survey, 1970.

Table 17

FINANCING OF NEEDED REPLACEMENT HOUSING

Financing	Total Units		Occupied by	
	Percent	Number	White	Non-white
Low Income - Public or Rent Supplement	48	180	105	75
HUD/FHA Section 235, 236, etc.	39	146	85	61
Non-subsidized	13	49	28	21
Total Current Replacement Housing Requirements*	100	375	218	157

* Caused by redevelopment activity and by vacation of unsafe and hazardous dwelling units.

Elderly

Although the socio-economic survey did not separately report housing conditions of elderly persons, their households are known to constitute a large proportion of those in the low-income brackets. Despite Social Security and business and industrial retirement income programs, many of the elderly are in the low income categories. For the purpose of housing programs, persons over 62 years of age are considered elderly.

As a proportion of the total City-Borough population, the elderly represent just over 5 percent - 717 persons, according to the 1970 Census. That 5 percent of the population constitutes over 36 percent of those eligible for low-rent public housing (see Table 19). The same 5 percent also constitutes over 10 percent of those eligible for HUD/FHA Section 235 and 236 housing programs (see Table 21). The combined housing needs of the elderly, 300 units, as shown on Tables 20 and 21, exceed, in number of units, the needs of minorities for low and moderate income housing.

Eligibility for Low-rent Public Housing
and Rent-supplement Programs

The low-rent public and rent-supplement programs attempt to provide housing for families in the lowest income ranges by subsidizing the difference between the cost and what the family can afford to pay. Eligibility standards limit such housing to families of defined income groups according to size of family. As applied to the Juneau area, these limits are shown on Table 18.

Table 18

ELIGIBILITY STANDARDS FOR SUBSIDY HOUSING

Number of Persons in Family	Maximum Adjusted Gross Income	
	for Admission	for Continued Occupancy
One	\$6,100	\$ 7,600
Two	6,700	8,400
Three	7,100	8,900
Four	7,500	9,400
Five	7,800	9,800
Six	8,100	10,100
Seven	8,400	10,500
Eight	8,600	10,800
Nine	8,800	11,000
Ten or more	9,000	11,200

Source: Alaska State Housing Authority

In order to conform to the categories listed in Table 18, the data from the socio-economic survey was tabulated and summarized in Table 19 to determine eligibility for low-rent public housing. The source table, Table 20, provides more detail on family size and income, but the summary shows percentages of those eligible by race and by elderly. Over 70 percent of the white families and 96 percent of the non-white families who are eligible for public housing live in the Juneau Service Area.

Although useful, this data is not conclusive. Families eligible for low-rent public housing or rent-supplement housing may be but are not necessarily in need of such housing. Families in need of housing, whether counted in the backlog of need or new arrivals, may or may not be eligible for public housing. As previously indicated, on Table 17, 48 percent of the backlog of need may fit (by family size and income) the public low-rent housing market. These data must nevertheless be carefully interpreted, to separate statistical conclusions from assumptions.

Table 19

HOUSEHOLDS ELIGIBLE FOR PUBLIC HOUSING

Race	City and Borough		Juneau Service Area		Rest of Borough	
	Number	Percent	Number	Percent	Number	Percent
White	438	65.5	311	58.7	127	91.4
Non-white	231	34.5	219	41.3	12	8.6
Total	669	100.0	530	100.0	139	100.0
Alaska Native*	158	23.6	150	28.3	8	5.8
Elderly**	245	36.6	201	37.9	44	31.6

* Included in Non-white.

** Includes those 62 years old or older of all races.

Source: Table 20

Eligibility for HUD/FHA Subsidized Housing

Eligibility for the HUD/FHA Section 235 (ownership) and Section 236 (rental) housing programs is established at approximately 35 percent higher incomes than for low-rent public housing or for HUD/FHA rent-supplement programs. Although some program overlap is possible, Table 21, which indicates the number of families eligible for HUD/FHA Sections 235 and 236 (moderate income) housing programs, has eliminated the overlap by excluding those eligible for public low-rent or rent-supplement housing.

Table 21 shows a total of 528 eligible households, of which 402 are white and 126 are non-white. Of the total, 386, or 73 percent, are residents of the Juneau Service Area, 14 reside in Douglas, and 128, or 24 percent, live in the outlying "rural" areas of the City-Borough.

Again, these are indicators. Eligibility does not mean need and need does not necessarily establish eligibility.

Table 20

FAMILIES ELIGIBLE FOR ADMISSION TO LOW-RENT PUBLIC HOUSING
AND HUD/FHA RENT-SUPPLEMENT HOUSING

Allowable Income	Family Size										Over \$9,000	Households*	
	\$6,100	\$6,700	\$7,100	\$7,500	\$7,800	\$8,100	\$8,400	\$8,600	\$8,800	\$9,000			
1	2	3	4	5	6	7	8	9	10	10+	Eligible	Total	
<u>City and Borough</u>													
White	175	103	51	51	35	17	5	0	0	1	0	438	
Non-white	57	36	36	22	26	14	12	12	10	4	2	231	
Total	232	139	87	73	61	31	17	12	10	5	2	669	4,529
Native**	41	24	26	17	19	12	10	5	0	3	1	158	
Elderly***	142	73	9	5	9	4	0	0	2	1	0	245	
<u>Juneau Service Area</u>													
White	145	67	32	36	16	10	5	0	0	0	0	311	
Non-white	57	36	33	22	23	12	12	12	10	2	0	219	
Total	202	103	65	58	39	22	17	12	10	2	0	530	2,280
Native**	41	24	24	17	17	10	10	5	0	2	0	150	
Elderly***	127	53	7	5	5	2	0	0	2	0	0	201	
<u>Douglas Service Area</u>													
White	4	9	4	4	4	2	0	0	0	0	0	27	
Non-white	0	0	2	0	2	0	0	0	0	0	2	6	
Total	4	9	6	4	6	2	0	0	0	0	2	33	370
Native**	0	0	1	0	1	0	0	0	0	0	1	3	
Elderly***	2	7	2	0	3	2	0	0	0	0	0	16	
<u>Rural Areas</u>													
White	26	27	15	11	15	5	0	0	0	1	0	100	
Non-white	0	0	1	0	1	2	0	0	0	2	0	6	
Total	26	27	16	11	16	7	0	0	0	3	0	106	1,879
Native**	0	0	1	0	1	2	0	0	0	1	0	5	
Elderly***	13	13	0	0	1	0	0	0	0	1	0	28	

* Eligible households from 1970 Juneau Housing Survey; total households from U.S. Census of Population, 1970.

** Alaska native - consists of a portion of total non-whites.

*** Consists of a portion of total - includes all heads of households aged 62 years or older.

Table 21

FAMILIES ELIGIBLE FOR MODERATE-INCOME HOUSING
 UNDER HUD/FHA SECTIONS 235 and 236 PROGRAMS

Allowable Income	\$8,235	\$9,045	\$9,585	\$10,125	\$10,530	\$10,935	\$11,340	\$11,610	\$11,880	\$12,150	\$12,150	Households*
Family Size	1	2	3	4	5	6	7	8	9	10	10+	Eligible Total
<u>City and Borough</u>												
White	153	96	43	47	32	12	10	9	0	0	0	402
Non-white	25	36	26	4	2	5	2	3	14	6	3	126
Total	178	132	69	51	34	17	12	12	14	6	3	528
												4,529
Native**	12	24	16	0	0	2	2	0	7	3	0	66
Elderly***	27	16	5	5	0	0	0	0	2	0	0	55
<u>Juneau Service Area</u>												
White	139	70	17	27	10	3	5	2	0	0	0	273
Non-white	25	34	24	2	2	2	2	3	12	5	2	113
Total	164	104	41	29	12	5	7	5	12	5	2	386
												2,280
Native**	12	24	14	0	0	2	2	0	5	2	0	61
Elderly***	22	12	5	5	0	0	0	0	2	0	0	46
<u>Douglas Service Area</u>												
White	2	4	0	2	4	0	0	0	0	0	0	12
Non-white	0	0	0	0	0	0	0	0	2	0	0	2
Total	2	4	0	2	4	0	0	0	2	0	0	14
												370
Native**	0	0	0	0	0	0	0	0	2	0	0	2
Elderly***	0	0	0	0	0	0	0	0	0	0	0	0
<u>Rural Areas</u>												
White	12	22	26	18	18	9	5	7	0	0	0	117
Non-white	0	2	2	2	0	3	0	0	0	1	1	11
Total	12	24	28	20	18	12	5	7	0	1	1	128
												1,879
Native**	0	0	1	0	0	0	0	0	0	1	1	3
Elderly***	5	4	0	0	0	0	0	0	0	0	0	9

* Eligible households from 1970 Juneau Housing Survey; total households from U.S. Census of Population, 1970.

** Alaska native - consists of a portion of total non-whites.

*** Consists of a portion of total - includes all heads of households aged 62 years or older.

Spacial Requirements for Subsidized Housing

Spatial requirements for housing units are usually measured in terms of the number of bedrooms per unit. Since children of the same sex are sometimes doubled up in a room, determination of the number of bedrooms needed per housing unit is difficult. For this reason, bedroom requirements in the following tables are in flexible terms.

Table 22

NUMBER OF BEDROOMS NEEDED FOR LOW-RENT AND RENT-SUPPLEMENT HOUSING PROGRAMS

Household Size	Bedrooms Needed	Number of Households	Percent of Households
1 to 2	0 to 1	371	55.5
3 to 4	2 to 3	160	23.9
5 to 6	3 to 4	92	13.8
7 to 8	4 to 6	29	4.3
9 to 10	7 to 8	15	2.2
Over 10	Over 8	2	0.3
Total		669	100.0

Source: Table 20

Table 23

NUMBER OF BEDROOMS NEEDED FOR HUD/FHA MODERATE-INCOME HOUSING

Household Size	Bedrooms Needed	Number of Households	Percent of Households
1 to 2	0 to 1	310	58.7
3 to 4	2 to 3	120	22.7
5 to 6	3 to 4	51	9.7
7 to 8	4 to 6	24	4.5
9 to 10	7 to 8	20	3.8
Over 10	Over 8	3	0.6
Total		528	100.0

Source: Table 21

The largest proportion of households in both tables, 22 and 23, are in the groups requiring zero to two bedrooms, which is normal to the housing market generally. However, the larger families should not be neglected. The larger, low-income families experience the greatest difficulty in securing adequate housing. Appropriate numbers of larger units should be provided in the expansion of the housing stock.

Locational Criteria for Low and Moderate Income Housing

In recent years, the greatest increase in housing facilities has occurred in suburban and rural areas (see Table 1). In these newly developing areas, little housing has been provided for low and moderate income families and there are few, if any, specific housing opportunities for minorities.

Model Neighborhood residents and the Citizen Participation Committee have been cognizant of these facts and have expressed concern about the desperate need for low-income housing. Their housing objectives include both rental and home ownership units, developed on scattered sites and integrated with the larger community, but concentrated in the Model Neighborhood in so far as possible. They propose that new housing to be built in the Harborview Urban Renewal Project area provide a mixture of types for a mixture of income groups. These desires fit the criteria, listed below, used by FHA to evaluate proposed housing projects.

1. NEED FOR LOW(ER) INCOME HOUSING

Objective - to identify the proposed projects which will best serve the most urgent needs for housing for low(er) income households, including elderly.

2. MINORITY HOUSING OPPORTUNITIES

Objective - to provide minority families with opportunities for housing in a wide range of locations.

- to open up non-segregated housing opportunities that will contribute to decreasing the effects of past housing discrimination.

3. IMPROVED LOCATION FOR LOW(ER) INCOME FAMILIES

Objective - to avoid concentrating subsidized housing in any one section of a city or metropolitan area.

- to provide low(er) income families with opportunities for housing in a wide range of locations.

- to locate subsidized housing in neighborhoods containing facilities and services that are typical of those found in neighborhoods consisting largely of unsubsidized housing of a similar price range.

- to locate subsidized housing in areas reasonably accessible to job opportunities.

4. RELATIONSHIP TO ORDERLY GROWTH AND DEVELOPMENT

Objective - to assure that the development is consistent with principles of orderly growth and development and to prevent urban sprawl and the premature development of land before supporting facilities are available consistent with officially-approved local or multi-jurisdictional plans.

5. RELATIONSHIP OF PROPOSED PROJECT TO PHYSICAL ENVIRONMENT

Objective - to provide an attractive and well-planned physical environment.

- to prevent any adverse impact on the environment resulting from construction of housing.

- to avoid site locations whose environmental conditions would be detrimental to the success of an otherwise sound project.

6. ABILITY TO PERFORM

Objective - to produce housing promptly and to provide quality housing at a reasonable cost, taking into account Equal Opportunity guidelines and requirements.

7. PROJECT POTENTIAL FOR CREATING MINORITY EMPLOYMENT AND BUSINESS OPPORTUNITIES

Objective - to encourage housing proposals which will generate job opportunities for minority workers.

- to provide opportunities for business concerns owned in substantial part by minority persons.

8. PROVISION FOR SOUND HOUSING MANAGEMENT

Objective - to encourage the development of well-managed and well-maintained projects.

- to foster good relations between tenants and management and the surrounding community.

These criteria can and should be applied in Juneau, as follows:

1. The greatest need for housing, that for low and moderate income groups, should be met first.
2. Housing should be built in sound locations with all of the community facilities and services, and without adversely affecting the environment.
3. Low and moderate income housing should be dispersed to reduce concentration of income groups and minorities and to positively integrate such housing with that of the rest of society.
4. Low and moderate income housing should be accessible to employment opportunities for its residents.

Mobile Homes

It is estimated that mobile homes will constitute as much as 20 percent of all Juneau housing in 1975. Mobile home growth will depend on the rate at which mobile home parks are established and on a City-Borough policy regarding mobile homes on private lots. The relatively high cost of Model Neighborhood area land requires that mobile home parks be located in suburban areas. However, even in suburban areas, appropriate land has not been readily available - properly zoned and economically feasible for mobile home park development.

A mobile home park, if it is to provide satisfactory housing, should be located with access to sewer and water facilities. Recreation and other community facilities should be included to emphasize the residential character of the park, which actually becomes, when occupied, a residential community.

Transient Population

A loosening up of the market by creation of a normal vacancy rate would help to solve the problems attributable to Juneau's unusually large transient population. An expansion of hotel, motel, and apartment-hotel facilities, especially in the moderate cost range, would also alleviate the pressures by providing the flexibility needed for different occupancies at different times of the year.

Chapter 7

HOUSING GOAL, OBJECTIVES AND PROGRAM

Having established a factual basis for an awareness of housing conditions, occupancy, needs, problems and obstacles, we can now seriously approach the development of a housing goal, housing program objectives, and a housing program for the City and Borough of Juneau.

A Housing Goal for the Juneau Area

The goal is derived from the national goal established in the Housing Act of 1949 and reconfirmed in the Housing Act of 1968, but as yet unrealized. To it has been added the cost limit established in the Brooke Amendment.

Our goal is to provide a decent home for every Juneau household, in a suitable neighborhood environment and at a cost that the household can afford, such cost being no greater than 25 percent of gross income.

Housing Program Objectives

Program objectives are intended to be specific. In this way they serve both as a guide to program activities and as criteria for evaluation of results.

Short-range Objectives - through 1975

1. To help catch up with the backlog of housing needs, stimulate construction of 250 units of low-rent public housing and rent-supplement housing and 250 units of HUD/FHA Sections 235 and 236 housing, including at least 100 units of low and moderate cost housing for the elderly, during 1972 and 1973.
2. During 1974 and 1975, to stimulate construction of an additional 100 units of low-rent public and rent-supplement housing and 100 units of HUD/FHA Sections 235 and 236 housing, including at least 60 units designed specifically for the elderly.
3. Immediate development of 100 moderate-income transient housing units, under AHFC (below market rate) mortgage financing - to accommodate the community's unique housing problems associated with temporary displacement resulting from disaster or building code enforcement, the annual session of the Legislature, student accommoda-

tions, construction and tourist industry requirements, and the social program needs of natives from surrounding villages.

4. To overcome the limitations of local construction and finance industries by stimulating local builders to meet the more urgent housing needs and bringing in outside builders with their own sources of financing.
5. To provide funding for staffing and project development activity of the AHDC so it can more effectively do its job of stimulating housing development and of managing housing projects.
6. To work with the Governor's Office, the AHFC and ASHA to make federal housing programs more workable in Alaska and to develop innovative state housing programs to augment federal programs.
7. To encourage utilization of construction industry apprentice and training programs to develop a larger and more reliable construction labor force.
8. To create a housing information system and periodically publish current information on housing supply, housing demand, financing and costs. From this data, prepare, periodically, up-to-date housing market studies.
9. When data from the geophysical hazards and wetlands studies are available, perform a detailed, up-to-date housing site selection and evaluation study of areas served by expanded sewerage services.
10. To undertake and perform a detailed analysis of existing codes, ordinances, and assessment practices to determine the extent to which they constitute obstacles to housing development or how they can be used to encourage such development.
11. To provide tax incentives to encourage low and moderate income housing development and housing rehabilitation.
12. To provide a housing referral, counseling, and relocation service to the people of Juneau who need such assistance.
13. To prepare and implement a downtown redevelopment

plan, which will encourage multiple uses of land with concurrent development of both commercial and housing facilities.

14. To provide dormitory and other housing facilities for educational and training programs which serve non-residents.

Longer-range Objectives - 3 to 10 years

15. To improve the State's capabilities in housing, by encouraging establishment of a full-time housing-coordinator position in the Governor's Office and establishment of a state policy on low-income housing, adequate for the needs of the State.
16. To undertake detailed studies of each neighborhood and community in the City and Borough, beginning in the Model Neighborhood, to develop plans for land use, housing improvement, community facilities, and environmental design, so as to create desirable neighborhoods and a better overall community living environment.
17. To undertake and implement a systematic code enforcement program as soon as the availability of adequate replacement housing makes this feasible without hardship to the residents.
18. To periodically review and re-evaluate housing needs and problems, and assess progress toward meeting the housing goal.

Implementing Actions, Recent and Current

As stated in the Introduction of this report, the City and Borough of Juneau has been aware, for some time, of the housing problems it faces. And, as also mentioned, the Model Cities Program considered housing its Number One priority problem.

The following are actions already taken and programs already launched in attacking the housing problem in Juneau.

The Housing Study

With State and federal financial assistance, surveys were made of housing conditions and needs, and a housing program was developed.

Sewerage Expansion

To provide for an expansion of the usable land resources of

the City and Borough, for housing as well as for other activities, the issuance of sewer bonds in the amount of \$4,700,000 was approved by the people. The extensive program of sewer construction is well underway, to be completed by 1975. The completed sewer system will provide for an expansion of housing sites throughout the more intensively developing areas of the City-Borough.

Transportation

Using federal financial assistance, the Model Cities Program has funded a "minibus" transit system which serves the developing areas of the City-Borough and provides access to necessary community facilities. The City-Borough has pledged to continue this service after Model Cities funding is terminated. If low and moderate-income housing is provided in suburban areas, the bus service will enable low and moderate-income families to occupy such housing, thus dispersing the present overconcentration of low-income and minority population in the Juneau Service Area.

The Housing Assistance Office

The Housing Assistance Office was established with funding from the Juneau Model Cities Program. Although its staff is limited, the office has been very active and has made substantial progress. Following is a brief summary of its accomplishments.

Stimulating Housing Development - The Office has successfully encouraged several out-of-town contractors to develop housing in Juneau. Five new contractors have been assisted in establishing themselves in Juneau. Approximately 20 real estate developers were encouraged to build major projects in Juneau. As a result, housing production has substantially increased during the past year.

Providing Housing Market Information - In encouraging builders to locate and build in Juneau, the Housing Assistance Office provided them and federal, state, and local agencies with information on housing needs, sites, and local programs.

Emergency Referral Assistance - The office has assisted families and individuals with emergency housing problems. It coordinated Borough assistance in developing 43 emergency mobile home spaces, in relocating 26 mobile homes when a mobile home court was closed, and in relocating 9 families whose homes were destroyed by fire. In addition, a housing referral service is being performed for those who need help in finding housing and in arranging mortgage financing. A list of over 100 (potential pre-sales) eligible households was prepared as an incentive for builders.

Assistance to the Alaska Housing Development Corporation (AHDC) - The Housing Assistance Office has provided guidance and staff services to AHDC and has assisted it in housing development.

The Alaska Housing Development Corporation (AHDC)

The AHDC was organized and chartered in 1970 as the first priority of the Juneau Model Cities Program. The Corporation has been certified by HUD as an approved non-profit housing sponsor. It has submitted applications to both FHA and the Farmers Home Administration for housing projects during the past year. It also sponsored two innovative housing development proposals for financing by the AHFC. The AHDC received a feasibility letter on a 99-unit HUD/FHA Section 236 project in February of 1972 and is now proceeding with development.

Planning for Housing

The Planning Department of the City and Borough of Juneau has performed and is performing a number of functions related to housing. The Department was instrumental in securing adoption of the 1970 Uniform Building Code by the Borough. It performed the housing survey as the basis for this study. It sponsored revision of the Subdivision Ordinance and encouraged adoption of the Flood Plain Ordinance. It doubled the building inspection staff and developed a local capacity for review of building plans. It initiated a soils and hydrology study, through the Soil Conservation Service, and contracted for independent studies by private consultants of geophysical hazards and public transit.

The Juneau Indian Village

The Juneau Indian Village comprises some 3.25 acres of land between Willoughby Avenue and the hillside to the northwest. When first developed, the village site included a larger area and fronted on the Gastineau Channel beach. Now the tidelands have been filled and occupied and the Indian Village is confined to a small area several hundred yards inland from the current shoreline.

Over the years many of the properties have deteriorated, some have been abandoned by absentee owners, titles became difficult to clarify, and other problems have arisen. The 64 lots in the village are in 36 ownerships. About 110 natives of the Tlingit-Haida community reside in the Village's 29 housing units. Of the 29 units, 7 are vacant, 4 need minor improvements, and 18 require extensive structural or facility improvements.

With funding provided by the Model Cities program, consultants were retained by the Auke Tribe Council, Inc. (representing Village residents) to replan the area. Aims of the planning were to provide good housing for the natives, community facilities and tourist attractions, and commercial facilities to provide jobs and income. A preliminary plan was completed in August of 1971 and a final plan has been approved by the Auke Tribe Council. Illustrations from the preliminary plan report are reproduced on the following pages.

figure 4

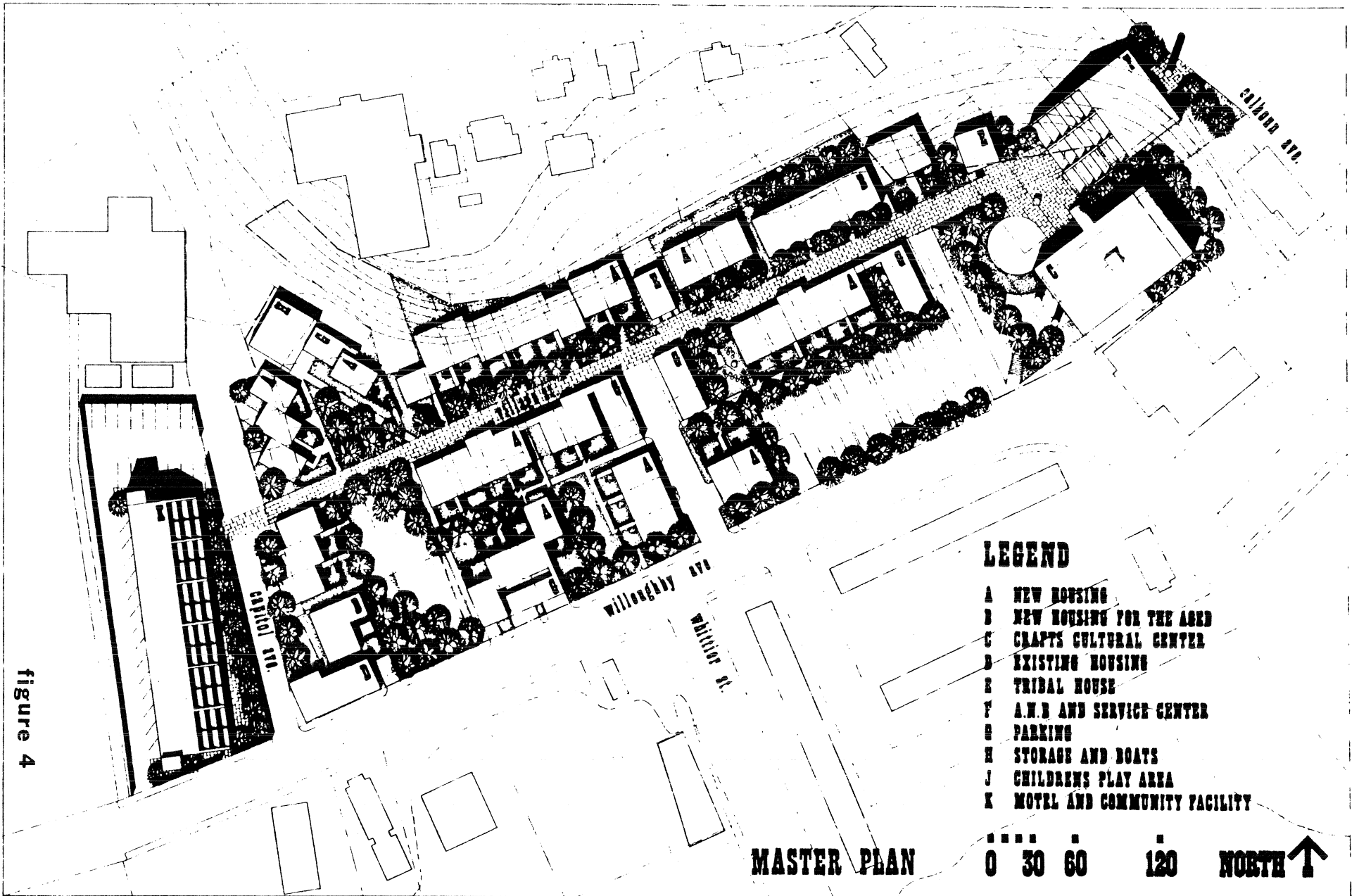
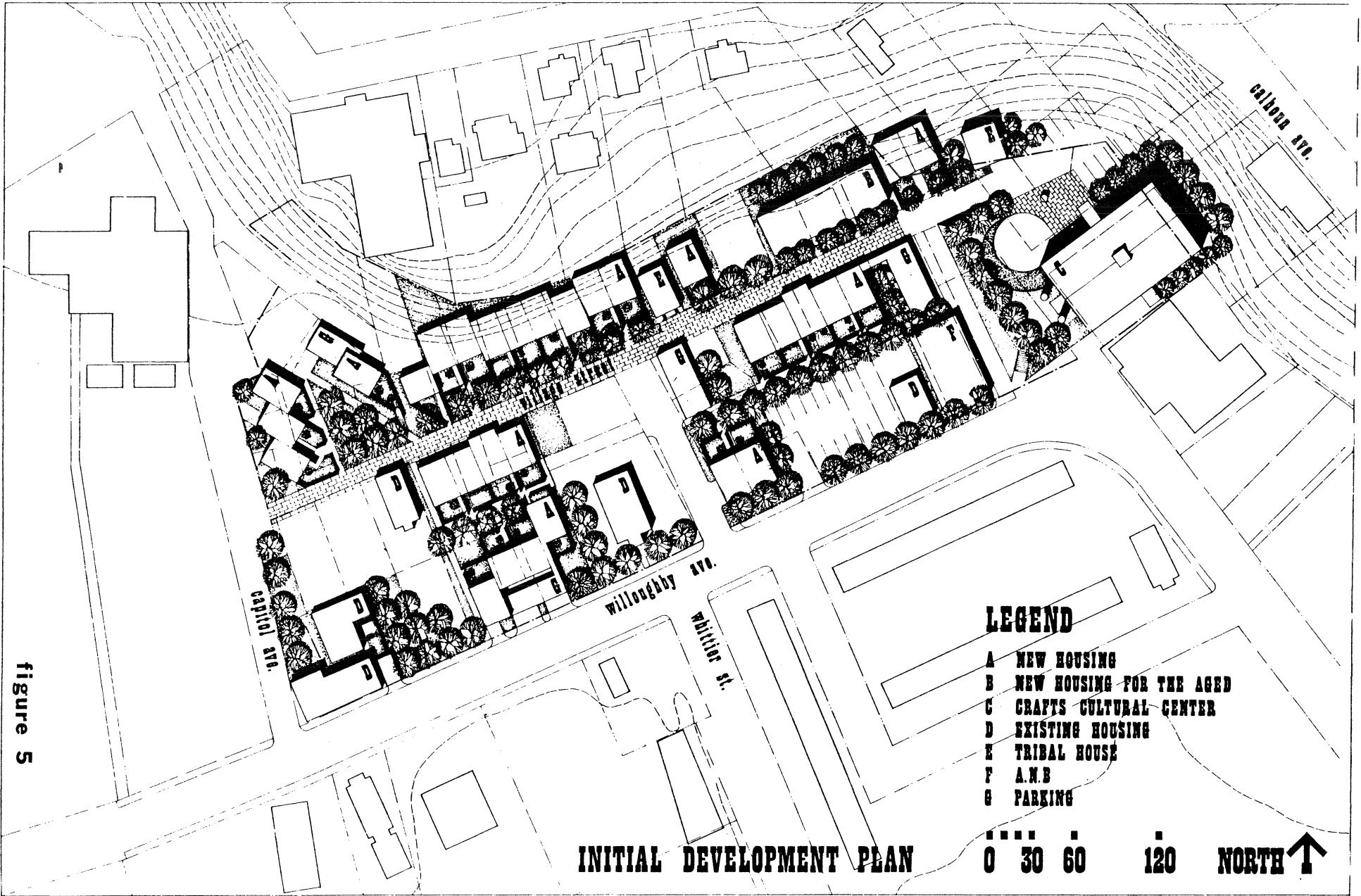


figure 5

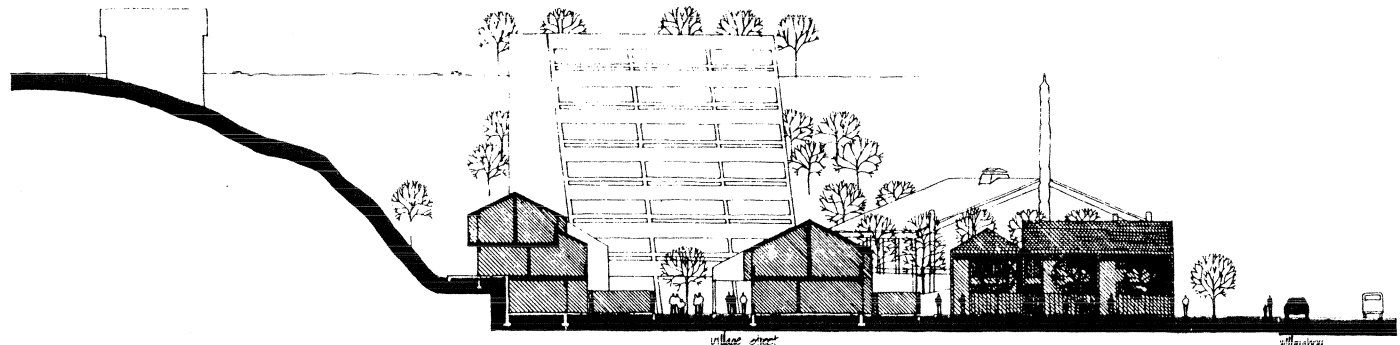


INITIAL DEVELOPMENT PLAN

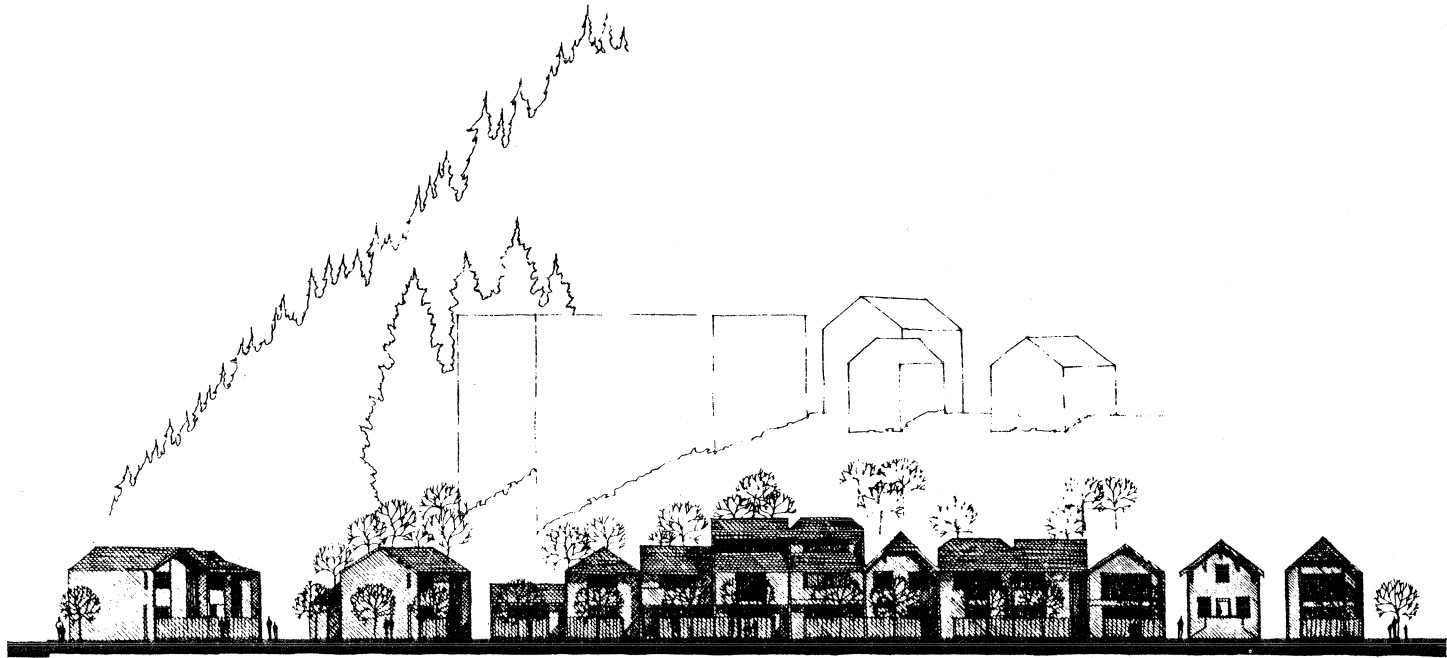
LEGEND

- A NEW HOUSING
- B NEW HOUSING FOR THE AGED
- C CRAFTS CULTURAL CENTER
- D EXISTING HOUSING
- E TRIBAL HOUSE
- F A.N.B
- G PARKING

0 30 60 120 NORTH ↑



VILLAGE SECTION

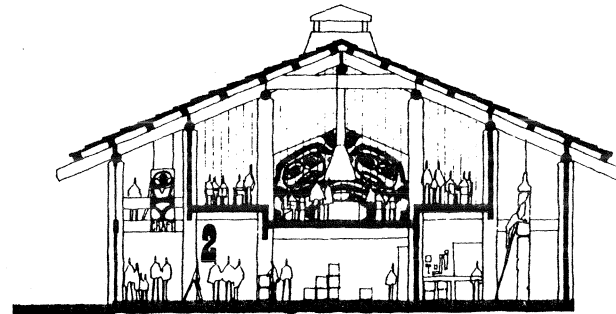
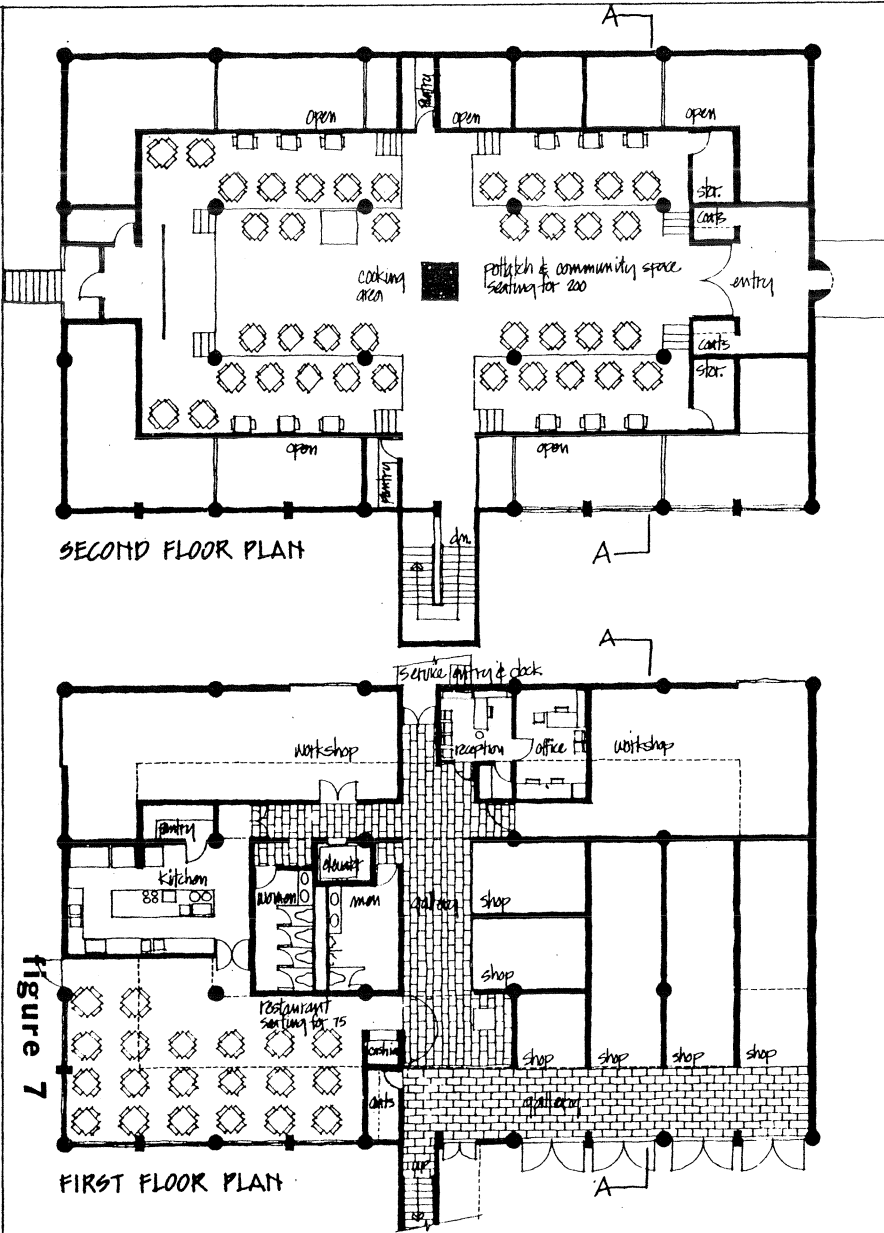


VIEW OF VILLAGE STREET

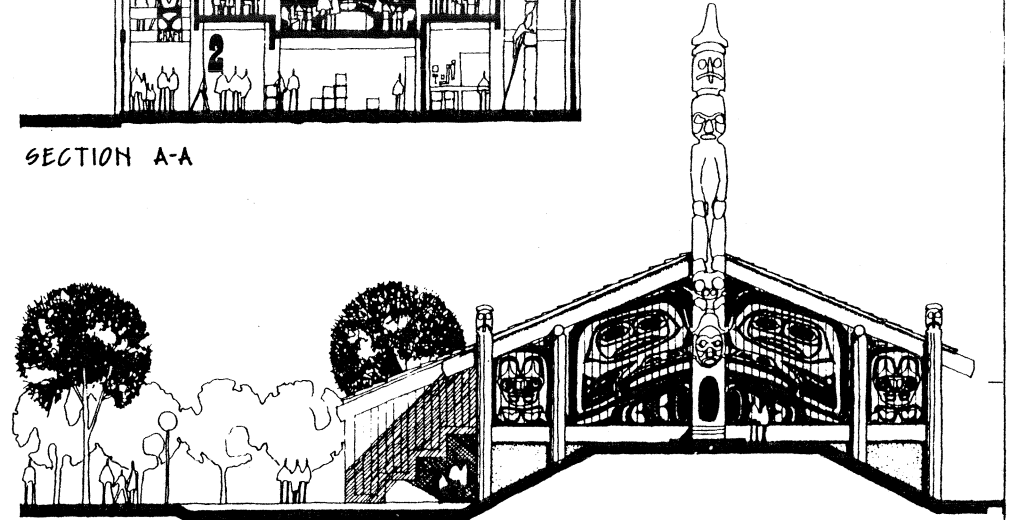
SECTION & ELEVATION

□	□	□	□	□
0	16	32	48	

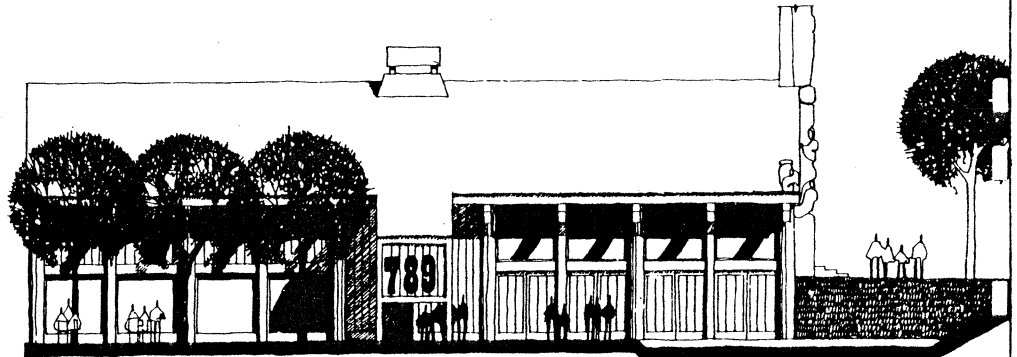
figure 6



SECTION A-A



WEST ELEVATION



NORTH ELEVATION

CRAFTS CULTURAL CENTER

0 8 16 24

The long-range Master Plan for the Juneau Indian Village proposes the acquisition of adjacent tank-farm land for construction of a large motel and office building. The Plan provides for 53 units of public low-rent Turnkey III housing, including 12 for elderly. It proposes a large cultural, crafts, and potlatch community center and future Alaska Native Brotherhood building for meeting hall and offices. Two existing tribal houses, the Dipper House and the Thunderbird House, are proposed to be remodeled and improved. Village Street is restricted in the Plan to a pedestrian throughfare, to be used by vehicles only for emergencies, such as fire truck access. Proposals are made for implementation of the plan through a Native Cooperative or Development Corporation. Negotiations have been initiated to obtain a fund reservation for 53 units of HUD low-rent housing through the Alaska Federation of Natives, who are administering a 1,200 unit allocation of native housing for Alaska.

Housing Sites Study

The following preliminary study of potential sites for housing was prepared by the City-Borough Planning Department. A more detailed study is proposed, relating site feasibility to geophysical hazards, wetlands programs, and the sewerage expansion program. The aim of the study is to provide encouragement for housing development by assisting developers in selecting sites for particular types of housing.

I. Sites Currently Available with Public or Community Water and Sewer Facilities and Public Access:

A. Juneau-Douglas Core Area

1. Harborview R-18 Urban Renewal Area

- a. 1.5 acres available for redevelopment in 1972
- b. An estimated 4 additional acres available for residential redevelopment in 1973 and 1974.
- c. Any residential redevelopment in this area of less than about 100 units per acre would probably necessitate a write-down of property values to be economically feasible.

2. Base of Mt. Roberts - a steep hillside subject to a potential avalanche hazard in an area zoned for multi-family development (density limitations and geophysical conditions currently make a residential redevelopment economically unfeasible in most of this area).

- a. Several parcels are currently vacant, totaling perhaps 60,000 square feet and valued at \$1 to \$4 per square foot.
 - b. Several parcels are currently occupied by substandard structures (requiring demolition), totaling perhaps 100,000 square feet and valued at \$3 to \$8 per square foot.
 - c. Any development in this area would probably require special design to compensate for potentially hazardous conditions and such construction is not economically feasible with a residential density of less than about 100 units per acre.
3. Base of Mt. Juneau (Highlands Area) a steep hillside subject to a fairly serious avalanche hazard over much of the area.
- a. Perhaps 10 to 20 lots are available for construction of single-family homes, which will be fairly expensive because of site conditions. Federally-insured mortgage financing is not available for homes in this area because of potentially hazardous conditions.
 - b. One site of about 4 acres is available in this area for multi-family development. The location is not considered to have a serious avalanche hazard potential. This site is currently optional for a HUD/FHA Section 236 project.
4. Scattered Sites Throughout Juneau - Generally speaking residential development in the original townsite of Juneau, other than at the sites referred to above, is inhibited by the relatively high cost of acquiring already improved property and by the fact that parcels are quite small in size, necessitating the assembly of several parcels to facilitate redevelopment. With very few exceptions, residential redevelopment of this area is not economically feasible at a density of less than 50 units per acre (100 per acre in some areas).
5. West Juneau
- a. Single-family Zoning - most undeveloped land in this category is covered by

restrictive covenants and conditioned by other development expense considerations which necessitate an investment of at least \$10,000 for each buildable homesite. Only about 15 lots are currently available.

- b. Multi-family Zoning - About 10 acres are presently available for development but a density of at least 20 to 30 units per acre is necessary to justify necessary acquisition and site development costs.

6. Douglas

- a. Scattered Sites - Approximately 15 building sites are available for construction of 1 to 4 family units at acquisition and site development costs ranging from about \$7,500 for a single-family unit to a low of \$2,500 per unit for multiple-unit development. However, topography and soil conditions necessitate quite high foundation costs unless pilings are utilized.
- b. Multi-family Sites - Several sites are potentially available which could be economically developed for at least 20 units or more.

7. There are not sites in the Juneau-Douglas core area that are economically feasible to develop (with the possible exception of the multi-family sites in Douglas) under HUD/FHA density criteria for non-elevator structures. Elevator structures necessitate higher construction costs and consequently may serve only a limited market.

B. Mendenhall Valley Area

- 1. Sewer system currently under construction (Phase I) or design (Phase II).
 - a. About 500 acres of land are available for single-family development, which may provide improved homesites for as little as \$6,000 per lot if developed in quantity.
 - b. About 50 acres of land are possible for multi-family or mobile home park devel-

opment that would permit per-unit acquisition and site development costs as low as \$3,000 per unit.

C. Private Utility Systems With Additional Capacity

1. Switzer Creek - Currently under construction is a 213-unit mobile home park. Land for a 100-unit HUD/FHA Section 236 project is optioned at the same location. The system has limited reserve capacity.
2. Salmon Creek - A medical clinic is under construction and designs are underway for about 120 housing units. This system also has a limited reserve capacity and future development is in doubt.

II. Sites Currently Available With Presumed Access to Public Utilities Within the Next Five Years

- A. West Juneau-Douglas - About 120 acres of property could be acquired and developed at a cost of about \$40,000 per acre.
- B. Auke Lake Area - Perhaps 50 acres of property could be acquired and developed at a cost of about \$25,000 per acre.
- C. Mendenhall Valley Area - Perhaps as much as 300 acres of property could be acquired and developed at a cost of about \$20,000 per acre.

III. Potentially Developable Property For Which There Are No Current Plans For Provision of Public Utilities

- A. North Douglas - 500 acres
- B. Treadwell - 100 acres
- C. Salmon Creek-Lemon Creek - 200 acres
- C. Auke Bay-Loop Road - 600 acres
- E. Lena Point - 100 acres

IV. Potentially developable land is sharply restricted by moist conditions, topography and Forest Service ownership as well as by economic development factors which determine market feasibility.

Urban Renewal Project Replanning

The plan for the Harborview Urban Renewal Project has been reviewed with assistance of a consultant. A revision, currently proposed, will insure the economic feasibility of the project and will better provide for the low and moderate-income needs of the community. An amendatory application is anticipated during 1972 to implement the proposed revisions.

Public Housing

The short supply of and large demand for low-cost housing has been described. ASHA is currently processing, with HUD, applications for 67 units of low-rent housing for which fund reservations are available, and for an additional 353 units that the City-Borough has requested by resolution.

Housing Market Study

This report brings up-to-date a Housing Market Study prepared by a consultant to the Citizens' Participation Committee of Juneau in March of 1970. That study indicated a need for 1,474 units of housing during the 1970 to 1975 period, half of which would require subsidy for low and moderate-income families. Data was based on a housing survey performed in 1968 by the ASHA staff.

Implementation of Housing Programs

A housing program for the Juneau area would provide for the continuation of ongoing programs as well as for needed new programs. As time goes on, each of the program elements should be evaluated as it relates to appropriate program objectives and, if necessary, changed or abolished. The proposed program consists of the following components:

Federal and State Coordination

Recognizing that housing in Juneau is dependent upon federal and state programs, a state housing policy and state housing coordinator in the Governor's Office is recommended.

Housing Development

To stimulate construction of needed housing, an expansion of the ASHA low-rent housing program and funding of a non-profit housing development corporation is proposed.

Housing Referral and Relocation

The present housing referral service provided by the Housing Assistance Office should be provided by the Model Cities/4-C's Family Service Center as a part of its services.

Housing Planning and Information

The Planning Department of the City-Borough should augment its programs to include federal and state program coordination functions, publication of information about needs for and supply of housing, an updated housing sites study, a downtown plan, and should work with residents of each neighborhood in devising plans for land use, facilities, and design for the neighborhoods.

Housing Advisory Committees

The Citizens' Participation Committee and the City-Borough Community Programs Department should re-establish the Housing Task Force to evaluate the effectiveness of existing activities and recommend such changes and revisions in policy and practice as may be appropriate.

Housing Rehabilitation

As soon as housing resources make it feasible, a housing rehabilitation and code enforcement program should be initiated.

Training Program

All staff and all citizen boards should have the benefit of instruction in housing. This program should include housing problems and needs, the economics of housing costs, federal and state housing programs, the relation of housing to community planning and to present and proposed local programs.

Housing Program Coordination

It is proposed that all agencies involved in housing meet and work together as a committee, under coordination of the Housing Division of the Planning Department, to see whether and how the housing goal and objectives are being met and to keep all programs working in a common direction.

Initially, it is anticipated that program activities will be implemented through the following project activities of the City Demonstration (Model Cities) Agency of the City and Borough of Juneau.

1. A Housing Division within the City-Borough Planning Department, responsible for:
 - a. Coordination with state and federal agencies in regard to housing and redevelopment concerns.
 - b. Maintenance of current housing site and housing market data as necessary for continuing planning purposes.

- c. Local housing program coordination.
2. A Housing Service Center, functioning as a part of the Family Service Center of the Juneau Coordinated Community Child Care Agency, Inc. (temporarily operating as a Division of the Planning Department of the City-Borough), responsible for:
 - a. Provision of information, counseling, referral and relocation social services to individuals with housing related problems.
 - b. Advocating residential development for persons of low and moderate income and provision of assistance to private developers of such facilities.
 - c. Provision of housing-related information and educational services to citizen groups and individuals.
 3. The AHDC, responsible for development and management of privately owned residential facilities for low and moderate income persons.
 4. Citizen participation and advisory activities in regard to local housing concerns through the Housing Task Force of the City and Borough of Juneau Community Programs Department and through the Housing Committee of the Citizens' Participation Committee, Inc.