

5.0 Willoughby District Land Use Plan

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

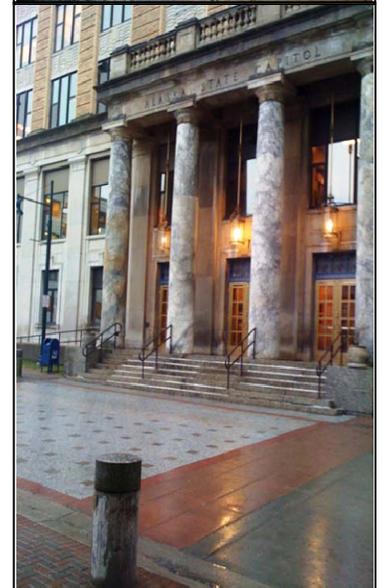
5.1 Planning and Design Principles

Building Design, Orientation and Construction

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

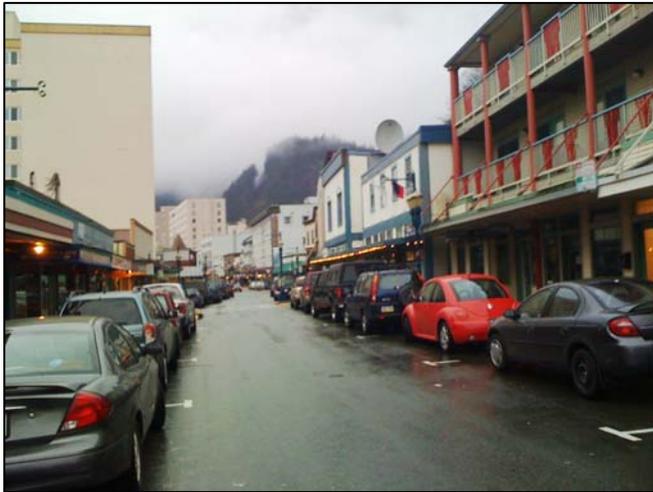
Building Height of at Least Two Stories. "Low-slung" one-story buildings are more appropriate in low-density residential areas designed for motor vehicle travel. They reduce the density and intensity needed to make transit, walking, and bicycling viable, and typically are too low in profile to form the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

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



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

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



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

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

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

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

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

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

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



Building Heights and Key Willoughby District Viewsheds.

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

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

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

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

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

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

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

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

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

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

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

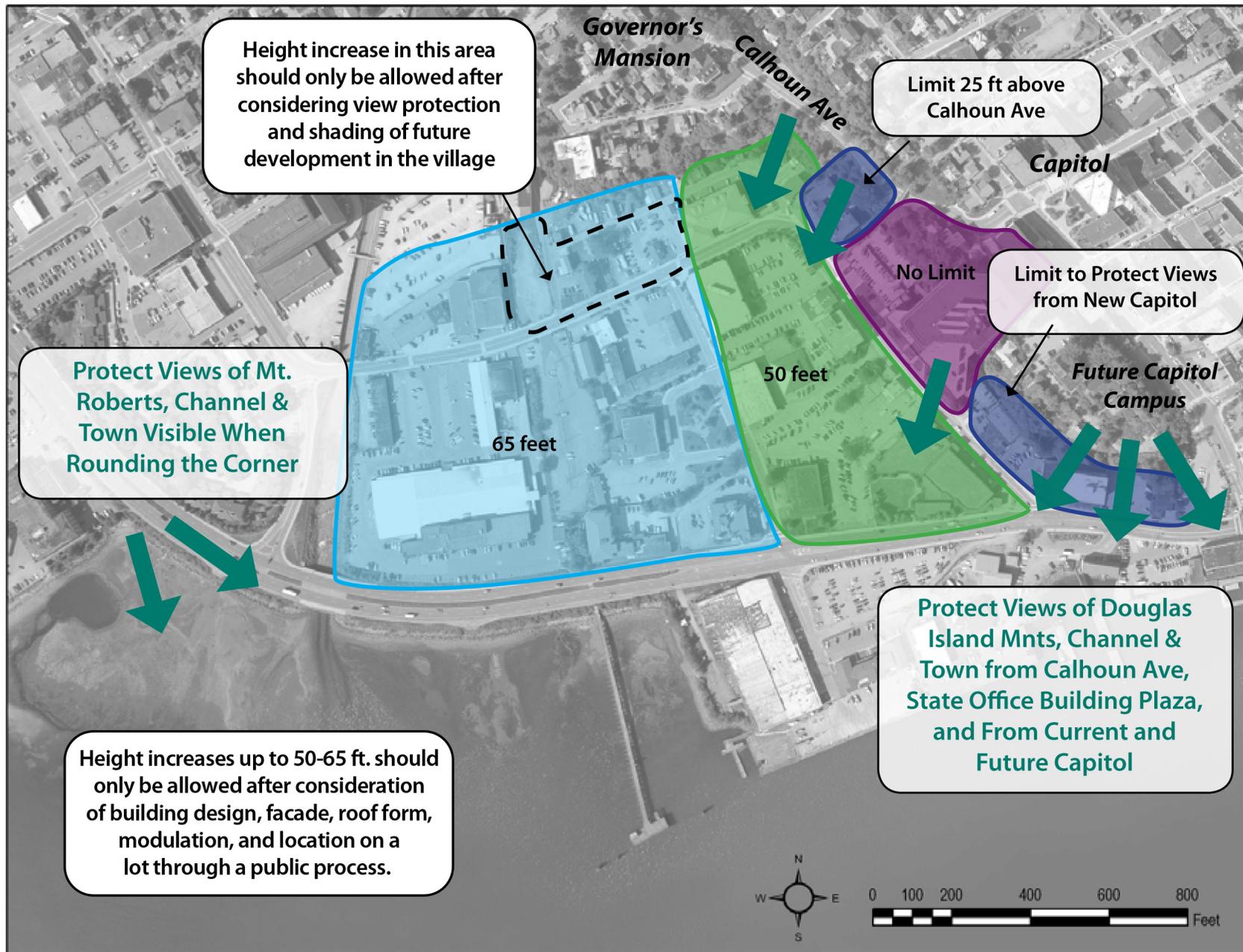
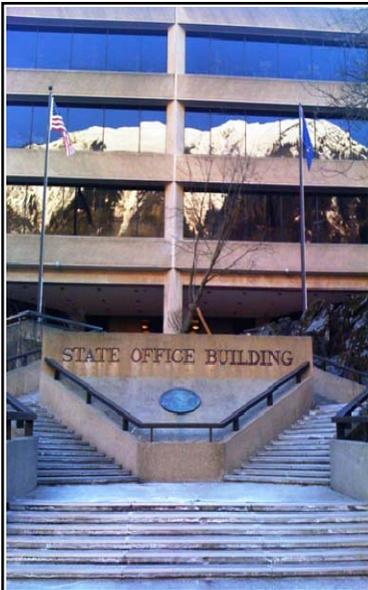


Figure 5. Building Heights and Viewsheds



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

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

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

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

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

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

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

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

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

5.2 Willoughby District Development Themes

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

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

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

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

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

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

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

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

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

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

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

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

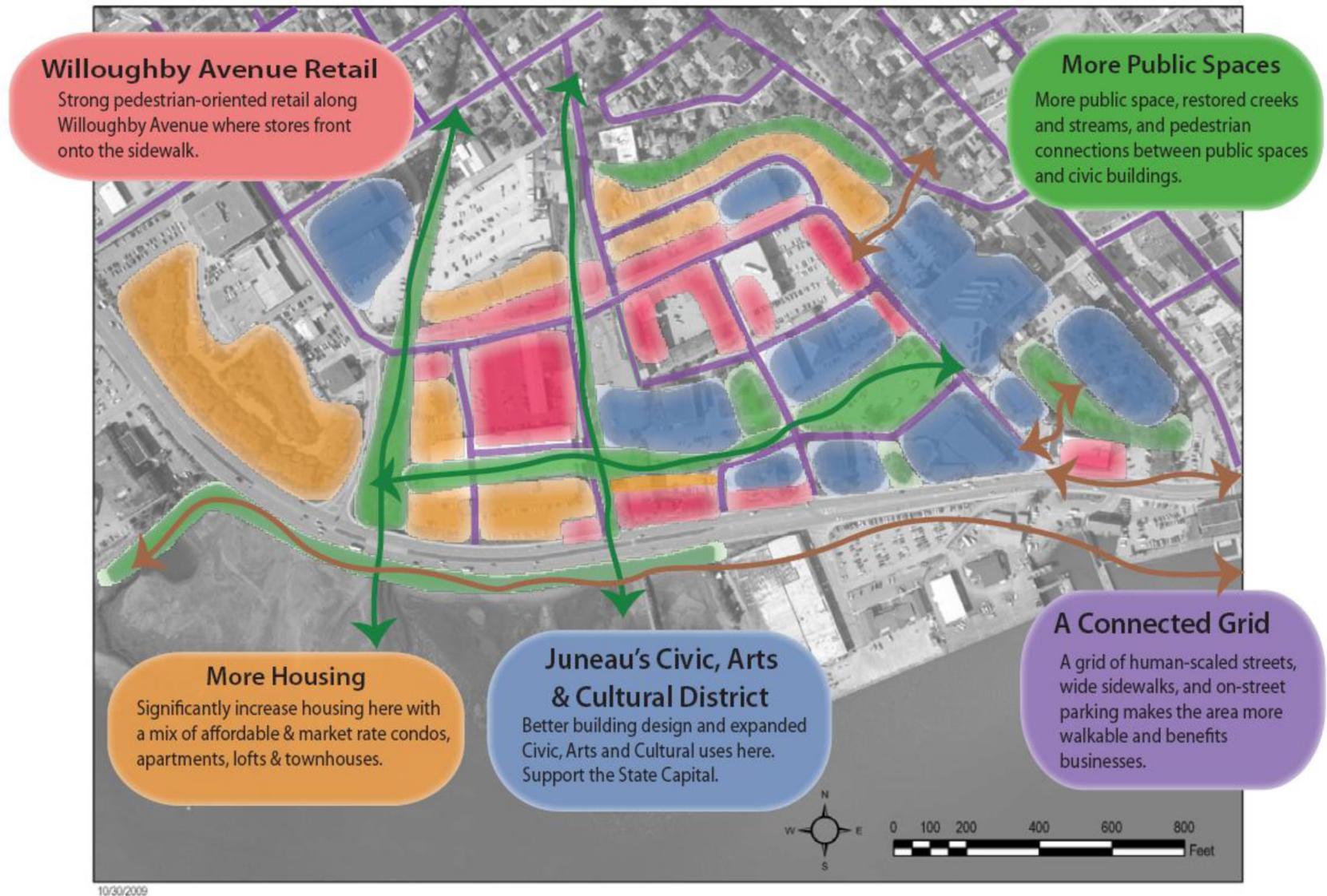
A pilot project to show how formal private-public partnerships with development agreements could work in Juneau is discussed to allow cost sharing for development that accomplishes the public goals/development guidelines described in this chapter.

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

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

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

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



Sheinberg Associates | Northwind Architects
Walker Macy | Kittelson Associates

Figure 6. Themes - Willoughby District
Juneau, Alaska | May, 2011

5.3 Willoughby District's 14 Development Considerations

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

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

Nature of Area

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

Public Infrastructure

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

Land Use and Development

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

Parking, Public Transportation, and Parking Demand Management

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

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

Residential

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

Commercial

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

Restaurant

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

Community and civic uses

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

Public parking garages

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



Legend

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

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



Legend

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

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

5.4 Investments in the Willoughby District

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

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

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

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

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

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

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

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

Private-Public Partnerships

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

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

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

Public Sector Investments

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

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

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

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

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

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

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

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

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



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

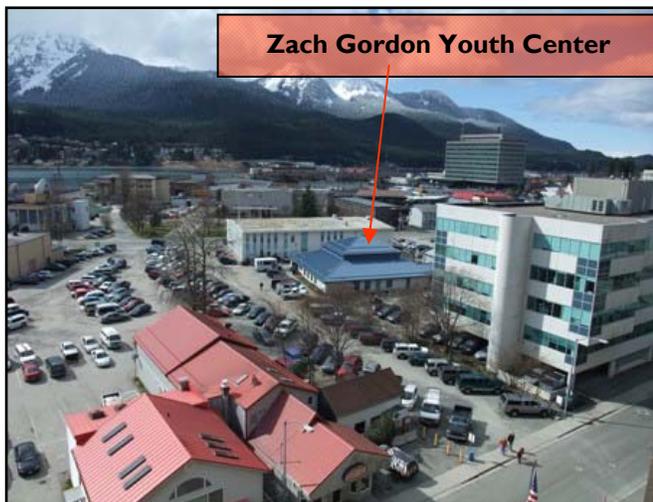
Parking. The total number of parking spots in the District will increase about 15% overtime, but the major change is that parking will be completely reorganized behind and under buildings, under the public plaza, on-street, and in parking garages. The majority of off-street surface parking will be replaced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

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

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



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



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

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

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

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

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

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



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

Private Sector Investments

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

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

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

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

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

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

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

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

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

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

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



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

5.5 Parking

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

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

Table 2 - Current and Future Parking

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

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

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

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

Development Sequence to Meet Parking Needs

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

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

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

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

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

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

Required Parking

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

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

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

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

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

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

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

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

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

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

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

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

5.6 Adoption into CBJ Comprehensive Plan

Process

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

49.05.200 Comprehensive Plan Amendment.

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

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

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

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

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

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

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

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

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

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

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

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

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

Table 4 - Willoughby District MU2 Zoning

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