

## Land Use and Development

9. New and redeveloped buildings are mixed-use with active 1<sup>st</sup> 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:

#### 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

Design standards to follow recommendations in the 1997 Juneau Non-motorized Transportation Plan.

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# 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

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





FIGURE 7-Alternate A

# Legend











-  Public Space and Plazas
-  Pedestrian Routes
-  Structured Parking
-  Enhanced Crosswalk Treatment
-  Seawalk
-  Number of Parking Spaces
-  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
<b>Buildings</b>				
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 <sup>th</sup> story parking & 7 <sup>th</sup> 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.
<b>Parking</b>				
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%	
<b>Walking Routes, Green Space/Park Space</b>				
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.
<b>Value of Taxable Property</b>				
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 1<sup>st</sup> 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 9<sup>th</sup>; 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



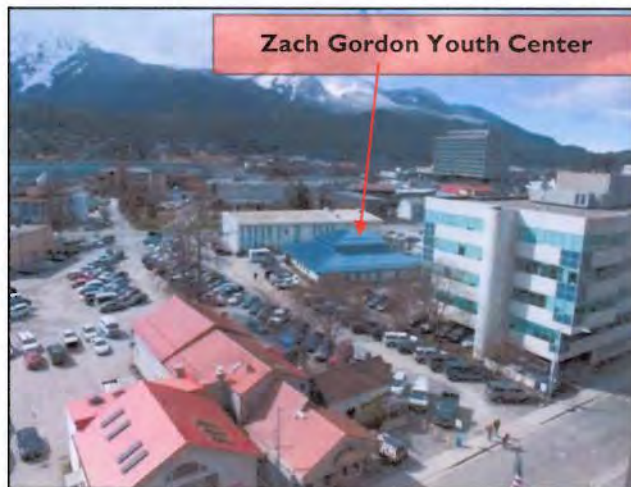
Parking. The total number of parking spots in the District will increase about 15% overtime, but the major change is that parking will be completely reorganized behind and under buildings, under the public plaza, on-street, and in parking garages. The majority of off-street surface parking will be replaced 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 2<sup>nd</sup> 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 1<sup>st</sup> 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 1<sup>st</sup> 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 1<sup>st</sup> 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 1<sup>st</sup> 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 1<sup>st</sup> 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 1<sup>st</sup> floor retail. Several are already State Office Buildings (there is approximately 420,000 sf of office space in the Willoughby District now). The State is currently looking for additional office space and Site 33 or 10 are both highly suitable locations. Provision of approximately 30% more office space, primarily in these two buildings, is called for in this Plan. Any of these buildings would also be a good location for the City Museum.

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

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

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

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



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

## 5.5 Parking

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

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

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

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 1/2 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 1<sup>st</sup> 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 will-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 will-would add 60,000 sf more office space that currently exists in the buildings it will-would be replacing and an additional 28,000 sf for 1<sup>st</sup> 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) will-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 and 8, ~~When~~ 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 will/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/would 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)**

<b>Estimated Parking Required at Build-Out per Willoughby District Land Use Plan</b>	<b>Number of required Spaces</b>	<b>Notes</b>
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 10<sup>th</sup> 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 I of the West Douglas Conceptual Plan, dated May 1997;
- (H) Juneau Non-Motorized Transportation Plan, dated November 2009; and

(l) Chapter 5 and figures 7 and 8 of the Willoughby District Land Use Plan, dated May 2011

## 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 ~~will-should~~ apply and ~~will-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. 's-planning and design principles (section 5.1), development themes (section 5.2), and 14 development considerations (section 5.3).~~

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 1<sup>st</sup> 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 1<sup>st</sup> 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 1<sup>st</sup> 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. 's planning and design principles \(section 5.1\), five development themes \(Section 5.2\), and 14 development considerations \(section 5.3\).](#)

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 1<sup>st</sup> 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 ~~is~~ 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		Proposed Willoughby District MU2 Zoning
<b>Parking</b>	<p>Residential</p> <ul style="list-style-type: none"> <li>• 1 per 1 bedroom</li> <li>• 1.5 per 2 bedroom</li> <li>• 2 per 3 or 4 bedrooms</li> </ul> <p>Retail/Commercial</p> <ul style="list-style-type: none"> <li>• 1 per 300 sq ft gba office</li> <li>• 1 per 300 sq ft gba libraries /museums</li> <li>• 1 per 600 sq ft gba</li> </ul> <p>Theaters</p> <ul style="list-style-type: none"> <li>• 1 per 4 seats</li> </ul> <p>Hotels</p> <ul style="list-style-type: none"> <li>• 1 per 4 units</li> </ul>	<p>All Land Uses</p> <p>PD1 60% reduction</p>
<b>Building Heights</b>	35 ft (up to 45 ft with height bonus)	<p>35 ft</p> <ul style="list-style-type: none"> <li>• Up to 65 ft with height bonus from Whittier St/Warrior St to Gold Creek</li> <li>• Up to 50 ft with height bonus from Willoughby Ave to Whittier St</li> </ul>
<b>Setbacks</b>	<p>Front Yard – 5 ft</p> <p>Side Yard – 5 ft</p> <p>Rear Yard – 5 ft</p> <p>(front yard subject to pedestrian amenities bonus; which is not defined in code)</p>	0-10 ft along with the establishment of a build-to line
<b>Lot Coverage</b>	5%	No change
<b>Minimum Lot Size</b>	<p>Minimum depth: 80 ft</p> <p>Minimum width: 50 ft</p>	No change
<b>Building Design, Modulation, Facades, Roof Line</b>	Bonus pts for awnings/canopies	See Willoughby District Bonus system
<b>Maximum Density</b>	60 units per acre (with bonus up to 10% or by-right use)	No change
<b>Minimum Density</b>	None	None
<b>Parking Demand Management &amp; Public Transport</b>	None	Parking reductions possible utilizing Willoughby District Bonus system (reserved for future policy development and application)
<b>Construction of Housing Units</b>	None	Financial incentives available for building housing in Willoughby District
<b>Landscaping</b>	Bonus pts available	Same
<b>Public Art &amp; Interpretive Signage</b>	None	Develop bonus points

<p><b>Bicycle Parking</b></p>	<p>None</p>	<p><u>Residential</u></p> <ul style="list-style-type: none"> <li>• Multi-family, general: 1 per unit, with 100% in a covered location</li> <li>• Multi-family, senior or physical disability: 4 or 1 space per 5 units, whichever is greater, with 100% in a covered location</li> </ul> <p><u>Commercial</u></p> <ul style="list-style-type: none"> <li>• 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</li> </ul> <p><u>Restaurant</u></p> <ul style="list-style-type: none"> <li>• 1 per 1000 sq ft, with 25% in a covered location</li> </ul> <p><u>Community and civic uses</u></p> <ul style="list-style-type: none"> <li>• Theater/Auditorium: 1 per 30 seats, with 10% in a covered location</li> <li>• Library/Museum: 2 or 1 space per 1000 sq ft, whichever is greater, with 25% in a covered location</li> </ul> <p><u>Public parking garages</u></p> <p>5% of auto spaces, with 100% in a covered location</p> <p>Design standards to follow recommendations in the 1997 Juneau Non-Motorized Transportation Plan.</p>
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**Table 4 - Willoughby District MU2 Zoning**

**Current CBJ MU2 & other Zoning/Regulations in Effect**

**Proposed Willoughby District MU2 Zoning Requirements**

Current CBJ MU2 & other Zoning/Regulations in Effect	Proposed Willoughby District MU2 Zoning Requirements
<b>Parking</b> Residential <ul style="list-style-type: none"> <li>1 per 1 bedroom</li> <li>1.5 per 2 bedroom</li> <li>2 per 3 or 4 bedrooms</li> </ul> Retail/Commercial <ul style="list-style-type: none"> <li>1 per 300 sq ft gba office</li> <li>1 per 300 sq ft gba libraries /museums</li> <li>1 per 600 sq ft gba</li> </ul> Theaters <ul style="list-style-type: none"> <li>1 per 4 seats</li> </ul> Hotels <ul style="list-style-type: none"> <li>1 per 4 units</li> </ul>	All Land Uses PDI 60% reduction
<b>Building Heights</b>	35 ft <ul style="list-style-type: none"> <li>Up to 65 ft with height bonus from Whittier St/Warrior St to Gold Creek</li> <li>Up to 50 ft with height bonus from Willoughby Ave to Whittier St</li> </ul>
<b>Setbacks</b>	0-10 ft along with the establishment of a build-to line
<b>Lot Coverage</b>	No change
<b>Minimum Lot Size</b>	No change
<b>Building Design, Modulation, Facades, Roof Line</b>	Bonus pts for awnings/canopies See Willoughby District Bonus system Adopt provisions
<b>Maximum Density</b>	60 units per acre (with bonus up to 10% or by-right use) No change
<b>Minimum Density</b>	None
<b>Parking Demand Management &amp; Public Transport</b>	None Parking reductions possible utilizing Willoughby District development and application)
<b>Construction of Housing Units</b>	None Financial incentives available for building housing in Willoughby District
<b>Landscaping</b>	Bonus pts available Same Adopt provisions
<b>Public Art &amp; Interpretive Signage</b>	None Develop bonus points Adopt provisions



**Bicycle Parking**

None

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

Forma  
Bullets  
and  
Number

Commercial

- Retail sales, auto-oriented services, offices, groceries/supermarkets, shopping centers, and other commercial institutions: 2 or 0.33 space per 1000 sq ft, whichever is greater, with 50% in a covered location

Forma  
Bullets  
and  
Number

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

Forma  
Bullets  
and  
Number

Public parking garages

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

Forma  
Bullets  
and  
Number

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

**Public and Private Improvements**

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

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

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

	Description	Dimensions/ Comments	2011 Cost Estimate	Funding		
				CBJ	State	Private
<b>I. Short to Medium Term (0 to 10 years) Public Improvement Projects</b>						
Many improvements are scheduled for the short term (next 2-5 years) because it makes sense to accomplish several projects in conjunction with SLAM construction, and because a few key park, plaza and street improvements facilitate private investment.						
State Library, Archive, Museum Project (SLAM)- Site 30	Two stories, combination of underground and surface parking. 1% for art projects will be installed.	123,600 gross floor area; cost estimate from SLAM team.	\$126,000,000		X	
Pedestrian Connection South of SLAM	Landscaping, hard surfaced path 15 feet wide, lighting and furniture from Whittier Street to the A&P property.	Paved walkway 15 ft wide and 500 ft long, total 7,500 sq ft; landscaped area 12 ft wide by 500 ft long, total of 6,000 sq ft; 4 each benches, garbage cans, lights	\$172,000		X	
Village Neighborhood Plan	Plan for land use and improvements in this area	Work with Central Council	50,000	X		X