

# MEMORANDUM

## CITY & BOROUGH OF JUNEAU

155 South Seward Street, Juneau, Alaska 99801

**DATE:** September 6, 2012

**TO:** Planning Commission

**FROM:** Beth McKibben, Planner *Bme*  
Community Development Department

**FILE NO.:** AME2012 0006

**PROPOSAL:** A Text Amendment to update the Comprehensive Plan.

The City and Borough of Juneau Code states in CBJ §49.10.170(d) that the Commission shall make recommendations to the Assembly on all proposed amendments to this title, zonings and re-zonings, indicating compliance with the provisions of this title and the Comprehensive Plan.

### BACKGROUND

The 2012 Update to the Comprehensive Plan of the City and Borough of Juneau has been considered by the Planning Commission during a series of meetings in 2012: this memorandum accompanies Chapter 4, Housing Element. This chapter was reviewed by the Planning Commission during the March 13, 2012 meeting. The Commission asked that the Juneau Affordable Housing Commission (AHC) review Chapter 4 as well.

Staff presented Chapter 4 to the Affordable Housing Commission with the minutes of the March 13, 2012 Planning Commission meeting. The plan was discussed at several AHC meetings. The changes requested by the Planning Commission and the AHC were incorporated into the current draft of Chapter 4 and reviewed by the AHC at their August 28, 2012 Special Meeting.

The chapter was reorganized to improve flow and many new tables/charts were added to illustrate the statistics that are discussed in the plan, as well as new discussion about workforce housing. Staff notes that this chapter will require additional formatting.

### RECOMMENDATION

Staff recommends that the Planning Commission review chapter 4 and make any needed updates or revisions to the chapter. After all chapters have been reviewed on a preliminary basis, a Draft Comprehensive Plan will be published for review, after which the Planning Commission will begin a second round of review of the entire document.

## CHAPTER 4. HOUSING ELEMENT

**Comment [bsl1]:** This chapter has not been reviewed for consistency in formatting, nor has it had appropriate data re-formatted to sidebar locations. This chapter will be substantially re-written, and those formatting changes will need to be made to that revised version of the chapter.

### Introduction

Like many communities across the country, Juneau residents are suffering from a housing crisis: There is an inadequate supply of housing to provide residents adequate choice in housing size, location and price, resulting in residents paying more than 30% of their income on housing.

The conventional public policy indicator of housing affordability in the United States is the percent of income spent on housing. The National Housing Act of 1937 considered households “burdened” if expenditures toward housing exceeded 30 percent of gross household income. This affordability indicator can be applied to any person at any income level in any type of housing unit.

The three indicators of a housing crisis are the presence of households that (1) are paying more than 30% of their household income for shelter, thereby deemed “overburdened” by housing costs; (2) live in overcrowded conditions, that is, more than one person per room within the home; and/or (3) live in unsafe and/or unsanitary housing units, that is, without a full kitchen and bath. The 2008 American Community Survey by the U.S Census reports that nearly 4,000 of the 12,187 Juneau households spent more than 30% of their household incomes on household costs in 2008. This includes 1,350 households that spent more than 50% of their incomes on household costs. According to the 2010 CBJ Housing Needs Assessment report by JEDC, 38% of Juneau renters and 39% of homeowners do not have affordable housing.

Unmet housing need in the community can be measured by a number of criteria, including the number of:

- persons who are homeless;
- persons living in unsanitary housing, that is, without a full kitchen and/or bathroom facility;
- persons with specialized needs living in inadequate housing with regard to physical accessibility;
- persons who cannot live independently without needed support services such as life care or counseling; and/or
- households paying more than 30% of their gross income on shelter costs.

## **Housing Demand and Affordability**

One of the most effective indicators of housing choice is the vacancy rate of each housing type in the community's inventory. A 5% vacancy rate for each type of housing *need* is generally deemed an indicator that there is adequate choice in the type, size and price of housing. In the City and Borough of Juneau, however, a vacancy rate of 5% or more has only been reached during times of economic downturn. The community achieved and exceeded this 5% vacancy rate threshold in its inventory of *single-family homes* from 1986 through 1989, in its *mobile home/manufactured home* inventory in 1986 and 1987, and in its *apartment/condo* inventory from 1985 through 1988 and has not experienced it since that period. A 5% vacancy rate is not a healthy vacancy rate for all housing types, although it may be a healthy rate for multi-family residences. In 2010 the five year average of single-family vacancy rates was 1.4%. According the US Census American Community Survey, Juneau's rental vacancy rate in 2008 was 2.3%. The Alaska Department of Labor reports the 2012 overall vacancy rate to be 3.2%. This is an improvement from the 2007 vacancy rate for single family homes of 0.86% and 3.13% for multi-family buildings.

Practically speaking, a one percent vacancy rate is equivalent to zero availability of housing and demonstrates a critical housing shortage. This most often results in overcrowding and overpayment. Overpayment is when residents pay more than 30% of their income for housing that is too small to accommodate their household size. Residents who are not able to find or afford housing that fits their household size or budget, and are situated in less accommodating units represent a pent up demand for housing that suits their needs.

The 2010 Juneau Housing Needs Inventory measures pent up demand (current need) to achieve a 5% vacancy rate by housing category. According to those calculations, Juneau needs 343 more housing units to meet pent-up demand, including 208 single family homes and 138 more housing units in multi-unit buildings (duplex to apartment buildings).

Juneau has several distinctive housing needs that many other communities do not have. These are Legislative Session workers, Tourism/Fishing Season workers as well as members of the Coast Guard and their families.

During the 90 day legislative session lawmakers, staff and lobbyists require housing. In 2010 there were 185 out of town legislators and staff. In 2008 the average annual number of summer seasonal employees (both full and part time) in Juneau was 2,230. A report by the McDowell Group estimated the peak summer employment in 2008 to be just over 3,000. Using these numbers, one can estimate that there are almost 800 summer seasonal workers in Juneau, many of whom require housing. In August of 2012 the U.S Coast Guard had 253 active duty members in Juneau, 73.5% of which have families. All U.S. Coast Guard active duty members working in Juneau have come from outside Juneau. A tour length is four years.

### 2010 Average Vacancy Rate by Rental Unit Type & Number of Bedrooms

NUMBER OF BEDROOMS	APARTMENT AVERAGE VACANCY RATE	UNITS SURVEYED	SINGLE FAMILY RESIDENCE AVERAGE VACANCY RATE	UNITS SURVEYED
0 Bedroom	11.9%	126	NA	NA
1 Bedroom	3.5%	315	0.0%	31
2 Bedroom	2.5%	363	7.1%	28
3 Bedroom	4.0%	100	0.0%	35
4 Bedroom	NA	NA	0.0%	11

Source ADOL, Alaska Housing and Finance Corporation 2010 Rental Market Survey

### Homelessness

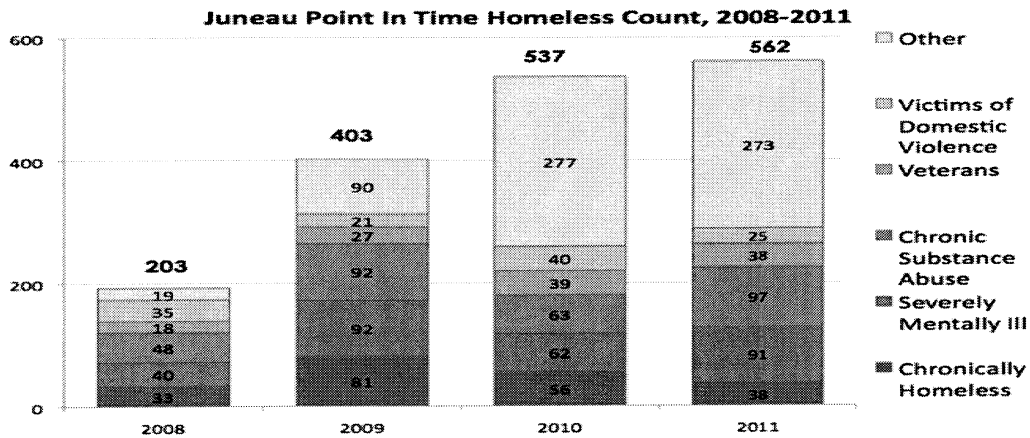
The CBJ accepts and uses the Housing and Urban Development (HUD) definition of Homeless. HUD defines homeless in four broad categories:

- People who are living in a place not meant for human habitation, in emergency shelter, in transitional housing, or exiting an institution where they temporarily resided.
- People who are losing their primary nighttime residence, which may include a hotel or motel within 14 days and lack the resources to remain in housing.
- Families with children or unaccompanied youth who are unstably housed and likely to remain in that state.
- People who are fleeing or attempting to flee domestic violence, have no other residence and lack the resources to obtain other permanent housing.

CBJ participates in the annual Point In Time Homeless (PIT) count which is a Department of Housing and Urban Development requirement. The PIT count is organized statewide through the Alaska Housing Finance Corporation (AHFC). Survey forms are distributed to local emergency shelters, transitional and permanent supportive housing programs, and social service agencies (e.g. schools, hospitals, clinics, mental/behavioral health agencies) that interact with the homeless population on the day of the PIT count. In recent years, the Juneau Homeless Coalition has organized Project Homeless Connect events at Centennial Hall with the goals of 1) having more engagement with the homeless population on the day of the PIT count and 2) to provide on-site assistance and services. The PIT count typically takes place the last week of January.

In 2011, the official PIT Count for the City and Bureau of Juneau was 562 persons. 178 were also participants in the 2011 Project Homeless Connect. At the 2012 Project

Homeless Connect event 187 homeless persons participated and were surveyed. The overall 2012 PIT count numbers are not yet available.



Despite focused attention to engage with the local homeless population through the provision of services, the PIT Count, and the Project Homeless Connect event, the Juneau Homeless Coalition understood that the most vulnerable homeless – those with extended length of time spent living on the streets, severe mental illness, substance abuse issues, or physical health issues- were not being accounted for or assisted.

In January 2012, the Juneau Homeless Coalition joined the 100,000 Homes Campaign to utilize tools to help house the most long-term and vulnerable homeless people in the nation. In March 2012, volunteers and Coalition members canvassed Juneau in the early morning hours to make contact with homeless people where they stayed, to deliver basic food and amenities, and to complete surveys. Of the approximate 500+ homeless Juneau citizens, approximately 8-10% are considered vulnerable based on these outreach efforts.

## Housing Need

Juneau households live in single-family detached and attached homes, accessory apartments, condominium units, two- to four-plex structures, apartments, mobile homes on lots or in parks, group homes or congregate housing units with support services, extended stay hotels and motels, RV parks, float homes and boats, and campgrounds. A variety of dwelling unit types and sizes need to be provided throughout the borough, but particularly within the roaded area. Due to the cost of land and construction, small unit sizes and high density developments located within the area served by sewers are needed in order to achieve affordability.

In 2010, the average assessed value of a single family home was \$325,711. The average rental rate for a 2-bedroom unit was \$1,155 with a vacancy rate of 2.5%. Additionally, the average monthly cost of home heating oil for a 1,000 square foot home was \$300 and

the average monthly electric energy cost for that unit was \$80. Shelter costs (e.g. rent/mortgage, utilities, maintenance, and taxes) can easily exceed 50% of a household's gross income, leaving very little income for food, clothing, transportation, medical care and other living expenses.

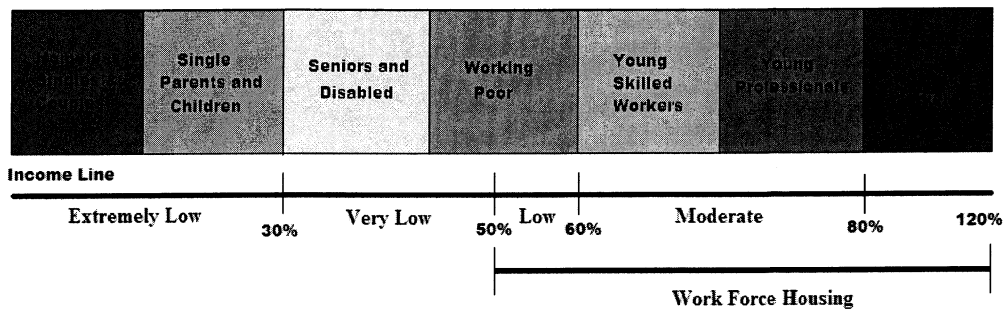
Affordable Housing as defined by the Department of Housing and Urban Development, uses the following categories: a moderate income is a household that does not exceed 80% of the annual income of the Area Median Income (AMI); low income is a household that does not exceed 60% of the AMI; and very low income is a household with an annual income that does not exceed 30%.

Juneau defines "workforce housing" as housing that is affordable to households whose annual income is between 50 and 120 percent of the average median income (AMI). Households earning more than 60% of the AMI have not traditionally qualified for low-income housing subsidies. As a result, many communities have a shortage of housing units, either for rent or for sale, in the "work-force housing" price range. Workforce housing expands the income range of affordable housing and targets "service workers" or "essential workers" like police officers, nurses, teachers, etc. Workforce housing can be included as part of the overall affordable housing stock but also includes fair market options such as rental units, homeownership or other programs such as first-time homebuyer programs or the Housing Trust model.

Federal and State funding for affordable housing oftentimes does not cover "workforce housing" initiatives as its upper limit is 80% AMI and with dwindling federal resources the targets are usually lower than 60%. Therefore most workforce housing strategies have to be developed locally using tools such as inclusionary zoning and density bonuses to create the desired results.

According to the 2010 Housing Needs Assessment, a State employee earning an average salary of \$48,571 cannot afford the average rent for a two bedroom apartment. The Alaska Department of Labor reports that it takes 1.6 Juneau wage earners to qualify for a 30-year mortgage with an average interest rate and a 15 percent down payment for the average home price.

**Juneau Affordable Fair Market Rate  
High End of 60% AMI = \$39, 540**



**Existing Housing Stock**

According to 2000 Census data, 83% of the total year 2000 housing units were built from 1960 to March 2000. Only 17% of the residential units were 60 years or older. This is generally considered “sound” housing stock.

**Juneau’s Occupied Housing by Age**

	Owner Occupied	Renter Occupied	All Units
Total Housing Units	7,687	4,318	12,005
Built 2005 or Later	175	101	276
Built 2000 to 2004	331	247	578
Built 1990 to 1999	900	624	1,524
Built 1980 to 1989	2,249	963	3,212
Built 1970 to 1979	2,162	1,149	3,311
Built 1960 to 1969	610	336	946
Built 1950 to 1959	458	258	716
Built 1940 to 1949	156	176	332
Built 1939 or Earlier	646	464	1,110

Source: U.S. Census Bureau, American Community Survey Data, 2006 to 2010 annual average.

During the 1990s, housing starts did not keep up with population growth as shown in the table below. In the period from 2000 through 2006, 628 new dwelling units were built, representing a rate of less than 90 units per year. Between 2006 through 2010, 203 new dwelling units were built, representing 41 units per year. This Comprehensive Plan anticipates a 1% annual population and economic growth rate over the 12-year planning horizon, to the year 2020. The 2010 Housing Needs Assessment reports that Juneau needs 39 new housing units to accommodate every 100 additional residents.

**Table ?: Housing and Population Growth Trends, 1970 to 2010**

Census Year	Population	# change from previous decade	% change from previous decade	Housing Units	# change from previous decade	% change from previous decade
1970	13,556			4,529		
1980	19,528	5,972	44%	7,656	3,127	69%
1990	26,751	7,223	37%	10,638	2,982	39%
2000	30,711	3,960	15%	11,543	905	8%
2006	30,737	26*	0%*	12,771	1,228*	11%*
2007	30,134	-603†	-2%†			
2008	30,554	420†	1%†			
2009	30,946	392†	1%†			
2010	31,275	329†	1%, 1%†	12,974	1,431	11.5%

\*Change in six-year period from 2000 to 2006

†Change from previous year

Source: U.S. Census

Juneau’s stock of mobile homes and manufactured homes are, on average, 33 years old. Today, a pre-1976 “mobile home” should be considered functionally obsolete unless it has been rehabilitated to meet the HUD fire safety standards. Manufactured homes (post 1976) that are well-maintained to assure waterproofing and prevention of mold growth can be expected to be safe and habitable housing for 30 years.

Mobile and manufactured homes that have reached or exceeded their functional life are of concern, particularly in Juneau’s weather conditions. Mobile and manufactured homes are an important element in the community’s affordable housing stock and care should be taken to ensure that they are well-maintained or, if beyond their functional and economic life, they should be replaced with similarly affordable units. In some cases, whole neighborhoods of mobile and manufactured homes may be in need of major rehabilitation or redevelopment.

Census data does not reveal whether or not housing has been well maintained. In a climate such as ours, it is very important that the roof and siding are maintained in good condition. A random sampling of single-family homes in the five neighborhoods with the lowest per capita income, according to the 2000 Census, resulted in a finding that the older homes therein were in sound condition and had received replacement roofs, and some upgraded plumbing and electrical elements. Deferred maintenance can result in the incremental deterioration to a condition that is no longer economical to repair and, eventually, the unit would be torn down to make way for a new unit on the property.



Over time, a significant number of small, older, and relatively more affordable homes could be lost to deferred maintenance and substantial deterioration.

In the year 2000, 70% of the housing units were heated by fuel oil. Only 1.2% of the units were deemed to be lacking in complete plumbing facilities and 0.9% lacked complete kitchen facilities; both are indicators of substandard housing. At least 98% of the community's housing stock can be deemed in good and sanitary condition with regard to the presence of cooking and bathing facilities.

### **Assisted-Housing Inventory**

The 2010 Juneau Housing Needs Assessment reports that in Juneau there are 800 housing units that are specifically designed as low-income housing units. These tenants are not required to pay market rate. Additionally, there are 337 housing vouchers used by low-income families that are not unit specific. An estimated 220 vouchers are used in market rate units. Only 1,020 of 11,740 units (9%) were available for low-income special needs, and homeless populations. In order to reach a target of 10% of units available to low-income and special needs renters Juneau needs 194 new units of low-income special needs housing.

It is reported by service providers to special needs residents that very few rental dwellings in the community are accessible to persons in wheelchairs or who use walkers and need universal design accessibility or design for visitability. Notwithstanding the current need for accessible dwellings, in the future, with the projected aging population both in the community and throughout the nation, it is prudent to incorporate universal design concepts in all new ground-floor dwelling units.

### **Juneau Low Income Housing Units**

<b>Low Income Housing Program</b>	<b>Total Unique Units</b>
Low Income Housing Tax Credit Unit	344
AHFC Public Housing Program	207
Section 8 Project Based Contract Program	170
HUD 202 Supportive Housing for the Elderly	24
HUD 811 Supportive Housing for Persons with Disabilities	16
USDA Section 515 Rural Rental Housing Program	39
Housing Choice Vouchers not used in above units	220
<b>Total of affordable units (including vouchers)</b>	<b>1020</b>

\* Reach Inc. has 9 HUD 811 units that are expected to open June 2010.

\* Juneau Housing Trust has 3 permanently affordable single-family housing units planned.

## **Loss of Housing**

Business operators throughout the community have expressed a need for affordable housing for their employees. This is true for businesses who offer year-round, full-time employment as well as summer season, tourist-related businesses. However, a number of summer season business operators have purchased multi-family housing structures for their seasonal employees and choose to keep these units vacant off-season. Such loss of year-round housing places additional burden on residents seeking rental housing.

Conversions of year-round rental housing to ownership condominiums further reduces the number of rental housing units on the market. Rental housing is the most difficult to produce and finance and very few new rental units are being built.

Lastly, a number of structures in downtown Juneau have dwelling units that have been vacated by the owner and are being kept off the market; that is, the owners have abandoned the units, are keeping them vacant and allowing the facilities to deteriorate. There is no law or regulation that prevents owners from going out of business as a residential landlord and there is no way for the CBJ government to prevent the incremental deterioration of these units. The loss of safe and habitable rental dwelling units within the compact downtown due to owner disinterest is damaging to the community's housing stock and contributes to the housing crisis as well as to the blight of downtown Juneau.

Abandoned dwellings and deteriorating dwellings in the Downtown Historic District and nearby older, historic neighborhoods threaten the health, safety and well-being of those neighborhoods. As property owners defer maintenance and avoid investments in their properties, the structures thereon deteriorate and adjacent properties may become more vulnerable to fire and vandalism due to the presence of the attractive nuisance of an abandoned building. Securing financing for normal maintenance and repair of the neighborhood's occupied dwellings becomes more costly to the homeowner due to the financial institution's perception of blight associated with the nearby abandoned building. Unless and until the community achieves a healthy vacancy rate, all habitable dwellings are valued and needed and uninhabitable units should be rehabilitated or replaced.

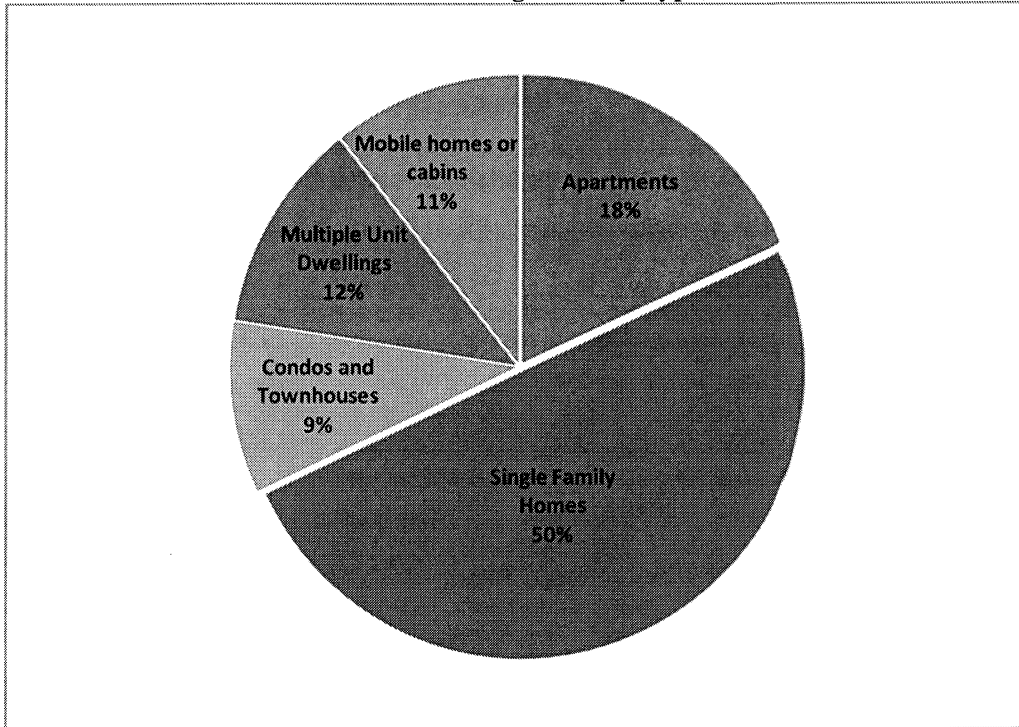
**Juneau Housing by Type of Housing Unit, Comparison between 2010 and 2012**

Housing Unit Type	2010	2012	Change
<b>Apartments</b>	<b>2,309</b>	<b>2,319</b>	<b>10</b>
Apartments (Low Income Tax Credit)	344	344	0
Apartments	1,310	1,312	2
Apartment (in a residence)	655	663	8
<b>Single Family Homes</b>	<b>6,349</b>	<b>6,367</b>	<b>18</b>
Single Family Residence	4,842	4,852	10
Zero lot line	852	852	0
Single Family Residence (with apt.)	655	663	8
<b>Condos and Townhouses</b>	<b>1,190</b>	<b>1,216</b>	<b>26</b>
Condo	1,013	1,039	26
Townhouse	177	177	0
<b>Multiple Units</b>	<b>1,464</b>	<b>1,500</b>	<b>36</b>
Duplex Units	571	568	-3
Triplex Units	144	141	-3
Fourplex Units	404	432	28
Multiple buildings on property	345	359	14
<b>Mobile home or cabin</b>	<b>1,381</b>	<b>1,372</b>	<b>-9</b>
Mobile home on lot	242	237	-5
Mobile home in park	974	972	-2
Cabin	165	163	-2
<b>Total Units</b>	<b>12,693</b>	<b>12,774</b>	<b>81</b>

Source: City and Borough of Juneau, Property Tax Assessor's Database. Compiled by JEDC.

\*The Juneau Housing Needs Assessment Report completed for 2010 had an overcount of about 281 housing units in the Multiple Buildings on Property category. This report has corrected that overcount.

### Juneau Housing Units by Type, 2012



Source: City and Borough of Juneau, Property Tax Assessor's Database. Compiled by JEDC.

### Adequate Supply of Land for Housing

The City and Borough of Juneau encompasses 3,248 square miles, of which 1,616 square miles are land, 928 are icefield and 704 are water. Of the land area, approximately 14,956 acres are zoned for residential use, of which approximately 8,900 acres are vacant, representing 60 percent of all residentially-zoned land in the city and borough. However, only 1,315 acres are zoned for densities of 10 residential units per acre (or greater, which is the minimum density needed to produce housing affordable to moderate to lower-income households. Of these 1,315 acres, 484 acres are vacant, representing 40% of the land zoned for moderately high density residential development. It would appear that there is sufficient vacant land designated at densities that can produce affordable housing.

This leads to two questions: first, why is that land still vacant; and second, how can the CBJ government induce owners to develop it?

The CBJ government embarked on an investigation to find buildable lands within the area that is provided municipal water and sewer service and that can have roads extended to the property. The study focused on vacant lands located within or near the Urban Service Area boundary (USAB) and to which municipal sewer service could be extended

within the 12 year planning horizon of this Plan. The CBJ Community Development Department (CDD) looked at vacant and underutilized lands within the USAB that were one-quarter acre or more in size. An underutilized parcel is one with a structure or other improvement that is assessed at \$50,000 or less by the CBJ Assessor.

That query produced 847 vacant or underutilized parcels of a quarter-acre or more in size within the USAB; of these, 119 are CBJ-owned. Eliminated from consideration as buildable sites were CBJ-owned parcels that were designated for parks, open space/natural areas or greenbelts and parcels zoned for commercial, industrial or waterfront commercial uses. Thirty-one (31) CBJ-owned parcels were reviewed for consideration and were analyzed for proximity to access roads, steep slopes, airport flight safety hazards and avalanche and mass-wasting hazard potential. It was determined that parcels that were predominantly steeply sloped would not be suitable for affordable housing due to the increased engineering costs associated with providing access and building pads. Of the 31 potential parcels, 12 sites qualified as CBJ-owned buildable sites that were the subject of on-site reconnaissance for land use suitability and wetlands evaluation and delineation.

### CBJ-Owned Land within the Urban Service Area

Site No.	Location	CBJ-owned parcel size, in acres	Approximate amount of percent Of buildable* land area
1	Switzer Creek/Lemon Creek	739 acres, includes land around D-Z school	100 acres, less 30 acres for new elementary school and covered playground. Need to replace trails: Total about 60 acres available for residential development.
2	Mendenhall Peninsula	676, excludes lands in Smugglers Cove and waterfront lands	10% of the northern portion and 50% of the southern portion for a total of about 75 acres of buildable land area
3	North Douglas, north of JD Bridge	654 acres	10% or about 65 acres of buildable land area
4	Petersen Hill	443, less the greenbelt area from lake shore to ridge	15% or about 66 acres
5	Under Thunder Mountain	226	50% including the avalanche hazard area: only about 20% outside the hazard areas, for about 45 acres of buildable land
6	Blueberry Hill, West Juneau	194	Less than 10% or a total of about 20 acres of buildable land
7	Upper West Valley	180	Perhaps 20%, need to cross wetlands to access about 36 acres of buildable land
8	North Douglas at Fish Creek	90	90% or about 80 acres of buildable land when sewer and roads are extended to area
9	Crow Hill in Douglas	32, less greenbelt area	Perhaps 10% or about 3 acres
10	Salmon Creek	13	None, too steep
11	Lemon Creek industrial zone	16	None, Class A wetlands
12	Salmon Creek	24	None, too steep
Total estimated buildable land on 9 CBJ sites			450 acres
*Buildable land is less than 18% slopes and absence of Class A and B wetlands			

Of the 12 sites, only portions of four sites can be deemed suitable for development for affordable housing. It should be noted, however, that these sites are located on the edge of the USAB and will need roads and utilities extended to and through the property; some of the infrastructure will require bridges that cross anadromous fish streams and wetlands, all of which are costly. It is expected, therefore, that a large portion of the total units provided on the sites will need to be priced at market rates so that those units can internally subsidize the costs of bringing infrastructure to the development. It should also be noted that many of the arterial roadways that would serve these CBJ-owned buildable sites are already congested, reflecting Levels of Service (LOS) of D, E and F during peak commute periods.

Under a LOS D, several vehicles would be queued up at an intersection and the rear vehicle would require several minutes of delay before getting to pass through the intersection; this is, typically, considered by motorists to be “irritating.” Under a LOS E scenario, there may be 10 to 20 vehicles queued up to enter an intersection and a motorist may wait two full traffic signal cycles before entering the intersection or, at an unsignalized intersection may wait up to 15 minutes before passing through an intersection; this is, typically, considered terribly annoying by motorists. Under a LOS F, which is often termed “gridlock,” a motorist may wait several signal cycles before passing through the intersection and may be forced to turn around to find another route if seeking to turn left at an un-signalized intersection with a LOS F; this, typically, is considered unacceptable by motorists. By national planning standards, any Level of Service of D or worse is considered beyond the carrying capacity of the roadway and further traffic-generating land uses should not be routed through this roadway.

Only three of the 12 CBJ-owned buildable sites are in areas served by roadways with Levels of Service C or better; these three are located near the University on the Mendenhall Peninsula and east of Auke Lake on Pederson Hill. These three sites are also located within walking distance of existing public transit routes that can assist in reducing the parking requirements and resulting costs of development.

There are about 30 privately-owned vacant parcels within the USAB and within walking distance of public transit service; greater attention should be paid toward their efficient development for affordable housing. In the following section, this Plan suggests a number of strategies for inducing owners of those properties to develop them as high density, compact mixed use, or Transit Oriented Developments (TODs).

## **Housing Policies**

The purpose of this section is to recommend policies that encourage adequate housing for all Juneau residents and to protect the character and livability of its neighborhoods.

As housing choice is influenced both by lifestyle and income, the CBJ government should encourage and facilitate the provision of a variety of affordable housing opportunities to its residents including: Single family detached and attached housing,

condominiums, apartments, efficiency units or Single Room Occupancy (SRO) units, modular homes and manufactured homes, and float homes. Ensuring an adequate supply of rental housing, particularly for low-income residents, is also an important priority.

Other sections of the *Comprehensive Plan* addressing housing issues are found in Chapters 2 (Community Form), 8 (Transportation), 10 (Land Use), and 11 (Land Use Maps and Subarea Guidelines).

**POLICY 4.1. TO FACILITATE THE PROVISION AND MAINTENANCE OF SAFE, SANITARY AND AFFORDABLE HOUSING FOR ITS RESIDENTS.**

**Standard Operating Procedures**

4.1 - SOP1 Fund, or assist in securing funding for, emergency shelters, transitional housing, permanent supportive housing, and appropriate supportive services for people who are homeless or near homeless, particularly families and unaccompanied youth.

**Implementing Actions**

4.1 - IA1 Support funding mechanisms that can create new rental housing, such as housing bonds, a local land and/or housing trust, or tax increment financing.

4.1 - IA2 Advocate for the use of federal Community Development Block Grant monies to be used to provide low interest housing rehabilitation loans.

4.1 - IA3 Investigate potential new financing strategies for new affordable housing development, such as a housing fund.

4.1 - IA4 Report, on an annual basis, the inventory of housing stock and vacancy rates in the CBJ, new housing permit review and construction activity, and any loss of housing due to demolition, abandonment and conversion of dwelling units to non-residential use or, to the extent possible, to track to non-year-round occupancies.

4.1 - IA5 Support and encourage the Affordable Housing Commission and JEDC to update the Housing Needs Assessment Report at least every five years and monitor change in housing conditions and assess whether policies, programs, guidelines and other mechanisms are achieving their objectives.

4.1 - IA6 Facilitate the provision of special needs housing and their supportive services in residential neighborhoods that are readily accessible to public transit, shopping, public amenities and supportive services.

4.1 - IA7 The CBJ government should participate with other local agencies in the federal program to prepare and adopt a “Ten Year Plan to End Homelessness” in the City and Borough of Juneau.

4.1 - IA8 Assist in the establishment and maintenance of an effective integrated client assessment and referral system for homeless and near-homeless residents that links all housing, medical and social service providers to develop greater efficiencies, client tracking and program funding and evaluation tools. [Please also see 13.3 - IA2]

4.1-IA9 Develop a housing plan in order to further develop and facilitate affordable housing.

**POLICY 4.2. TO FACILITATE THE PROVISION OF AN ADEQUATE SUPPLY OF VARIOUS HOUSING TYPES AND SIZES TO ACCOMMODATE PRESENT AND FUTURE HOUSING NEEDS FOR ALL ECONOMIC GROUPS.**

**Standard Operating Procedures**

4.2 - SOP1 Designate on the Comprehensive Plan Land Use Maps adequate sites and supporting infrastructure within the Urban Service Area Boundary to accommodate a diversity of housing types, size, price and types of neighborhood scale and character to satisfy the desires of all residents.

4.2 - SOP2 The CBJ government should monitor the inventory of all types of housing and should focus efforts, funding and resources on producing the types of housing that have not yet reached a sufficient supply to meet demand.

4.2 - SOP3 The CBJ government should seek and facilitate new housing production, for all types, at an annual rate that mimics the growth rate of new households in Juneau, in order to maintain adequate choice of residence type, location, and cost.

4.2.SOP4. Explore and develop methods to foster participation by private developers in the creation of affordable and workforce housing.

**Implementing Actions**

4.2 - IA1 Upgrade the CDD capability to track and monitor development activity and vacancy rates. Refine the CDD vacancy analysis, and its ability to estimate CBJ housing demand by type of housing. Track the impact of mining development and tourism on the housing stock and vacancy rate.

4.2 - IA2 Review planned unit development (PUD) provisions in the Land Use Code to ensure maximum opportunity for flexible siting, design, and construction of residential developments. Clustering of new structures and provision of mixed densities within each new subdivision should be encouraged.

4.2 - IA3 *[Reserved]*

4.2 - IA4 Conduct an inventory of dwelling units that are kept off the year-round rental market. The CBJ government should investigate incentives to encourage those



property owners to rent those units year-round, particularly units suitable for students, workers or legislative staff.

4.2 - IA5 Investigate ways to encourage preservation of rental housing and avoid its conversion to transient housing or non-residential uses.

4.2 - IA6 Encourage the preservation, rehabilitation and year-round occupancy of downtown Juneau upper-level rental housing units in mixed use buildings.

4.2 - IA7 Support increasing the supply of low-income affordable rental housing by providing CBJ-owned land at discount prices to for-profit and non-profit housing developers who agree to utilize strategies such as: the development of mixed-income housing, with higher priced dwelling units subsidizing development costs for lower-priced units for low- and moderate-income households, or strategies such as land trust agreements.

4.2 - IA8 Provide needed infrastructure (e.g. water, sewer, roads), allow higher densities and, where appropriate, higher building heights for housing developments committed to providing affordable rental housing.

4.2 - IA9 Investigate the costs, benefits and implications to the local affordable housing market of adopting a new *Comprehensive Plan* policy to encourage new housing and major rehabilitation of existing housing to be designed with a wide doorway, at least one zero-step entrance, and a first-level bathroom that responds to Universal Design and Visitability principles. Exceptions to such a policy would be housing on parcels where terrain would not permit wheelchair accessibility.

4.2 - IA10 Create a program of seminars where private parties and developers can be trained in permitting procedures, and the CBJ building and development permitting process for all types of residential developments. Include in this program, when possible, training by staff from other relevant permitting agencies such as DEC, the U.S. Army Corps of Engineers, CBJ Engineering, and DOT.

4.2 - IA11 Explore and implement methods to expand housing options for “work force” housing.

**POLICY 4.3. TO DESIGNATE ON LAND USE MAPS AN ADEQUATE SUPPLY OF BUILDABLE LAND WITHIN THE URBAN SERVICE AREA, AND PARTICULARLY ALONG TRANSIT CORRIDORS, FOR RESIDENTIAL USE AT DENSITIES THAT CAN PRODUCE HOUSING AFFORDABLE TO ALL ECONOMIC GROUPS.**

**Standard Operating Procedure**

4.3 - SOP1 Monitor and, when necessary, designate an adequate amount of vacant land for residential development on the Comprehensive Plan Land Use Maps. Densities within the USAB and New Growth Areas should foster compact development at medium- to high-densities. As a target goal for compact development, a minimum density of ten dwelling units per acre for residentially-zoned lands within the USAB would make prudent and efficient use of these limited land resources. A density of 30 dwelling units per acre, or greater, along major transit corridors is recommended to produce affordable housing and to make efficient use of transit services therein.

#### **Implementing Actions**

4.3 - IA1 Amend the Title 49 Land Use Code to allow rezoning requests to medium-to-high density districts within the Urban Service Area to be requested by a property owner at any time of the year.

4.3 - IA2 Amend the Land Use Code to provide for an Affordable Housing Overlay District (AHOD) as a zoning map amendment that could lie upon any parcel located within the Urban Service Area. The AHOD would allow higher densities than the underlying zoning designation and may adjust development standards, where appropriate, for projects that include housing affordable to low-income households—Below Market Rate (BMR) units.

4.3 - IA3 Designate suitable land within one-quarter mile distance from public transit routes from Auke Bay to downtown Juneau as a Transit Oriented Corridor (TOC) overlay zoning district within which medium-to high-density housing in wholly residential or mixed use developments and with lesser parking requirements would be allowed.

4.3 - IA4 Encourage high-density Transit Oriented Developments and/or Mixed Use Developments in existing or new shopping centers and office parks.

#### **POLICY 4.4. TO FACILITATE THE PRESERVATION AND REHABILITATION OF EXISTING HOUSING, PARTICULARLY HOUSING AFFORDABLE TO LOW-INCOME RESIDENTS.**

#### **Implementing Actions**

4.4 - IA1 Report, on an annual basis, the inventory of housing stock and vacancy rates in the borough, new housing permit review and construction activity, and any loss of housing due to demolition, abandonment and conversion of dwelling units to non-residential use or, to the extent possible to track, to non-year-round occupancies.

4.4 - IA2 Adopt building and fire code standards for housing rehabilitation that are reasonable in cost and that continue to meet acceptable levels of public health and safety.

4.4 - IA3 The CBJ government should investigate ways to encourage property owners to maintain habitable rental dwelling units in residential use.

4.4 - IA4 Identify and inventory substandard housing, including pre-1976 mobile homes that do not comply with HUD standards of habitability, and pursue strategies to rehabilitate or replace these units with safe, sanitary, and HUD-compliant units.

4.4 - IA5 Improve the quality of housing and neighborhoods by educating landlords, tenants and property owners about health and safety code requirements, and property maintenance Best Management Practices, and by enforcing code compliance when necessary.

4.4 - IA6 Identify and zone appropriate land areas within the USAB for new and/or replacement manufactured home parks or subdivisions.

4.4 - IA7 Subsidize residential rehabilitation through State and Federal funds to conserve existing housing stock in established neighborhoods. When rehabilitating these units, incorporate appropriate features that address universal design/visitability principles. Depending upon the level of rehabilitation, these features could include wide doorways, at least a half bath on the main floor, accessible placement of electrical controls and at least one zero-step entrance to a building.

**POLICY 4.5. TO MAINTAIN THE LONG-TERM AFFORDABILITY OF DWELLING UNITS DESIGNATED AFFORDABLE AS A CONDITION OF APPROVAL FOR THE GRANTING OF A REZONING, INCREASED BUILDING HEIGHT, REDUCED PARKING, OR OTHER ECONOMIC BENEFIT TO THE DEVELOPMENT PROJECT.**

**Implementing Action**

4.5 - IA1 Pursue mechanisms for assuring affordability consistent with the findings associated with an inclusionary affordable housing study per 4.6 - IA3.

**POLICY 4.6. TO FACILITATE AND ASSIST IN THE DEVELOPMENT OF AFFORDABLE HOUSING.**

**Development Guideline**

4.6 - DG1 When designing a new affordable dwelling unit, take into consideration life cycle cost savings that consider the first costs of materials and equipment and the recurring operating costs related to home heating, energy consumption and the replacement of building elements such as siding, roofs and windows. Using quality materials and finishes will maximize performance and reduce replacement costs. Encourage compact development of multi-dwelling units to make extending utilities, roads and pathways less costly and to maximize the efficient use of buildable land. The location, orientation and design of each unit on the land should maximize daylight and privacy for occupants while facilitating a sense of community among all occupants of the development.

### **Implementing Actions**

4.6 - IA1 Inventory, assess, and make available suitable CBJ-owned lands within the Urban Service Area to transfer to for-profit and/or non-profit residential development corporations that would result in new construction of low- and moderate-income affordable housing. Strategies may include development of mixed income housing with higher priced homes subsidizing lower-priced homes set-aside for low and moderate-income households. Strategies may also include land trades and land trust agreements.

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

4.6 - IA3 The CBJ government should conduct an analysis of inclusionary affordable housing zoning standards and requirements that could be suitable for application in the borough.

4.6 - IA4 Streamline the residential development permitting process. Coordinate the review of residential developments and affordable housing projects and provide continuity and timeliness in their review by all affected CBJ departments and divisions.

4.6 - IA5 Investigate the feasibility of reducing permit fees for dwelling units designated as long-term affordable housing for low and moderate-income households.

### **POLICY 4.7. TO ENCOURAGE PRESERVATION OF RESIDENTIAL STRUCTURES THAT ARE ARCHITECTURALLY AND/OR HISTORICALLY SIGNIFICANT TO THE CBJ AND WHICH CONTRIBUTE TO THE HISTORIC AND VISUAL CHARACTER AND IDENTITY OF THE NEIGHBORHOOD.**

#### **Implementing Actions**

4.7 - IA1 Identify residential properties of historical significance, using the *Downtown Historic District Development Plan* and other sources, and seek public and private funding sources for rehabilitation of these properties, and assist owners in obtaining these funds.

4.7 - IA2 In developing new zoning or development standards in areas with concentrations of historic structures, ensure that relaxed standards, such as higher building heights, do not induce a property owner to demolish the historic structure in favor of a larger structure or development.

### **POLICY 4.8. TO BALANCE THE PROTECTION AND PRESERVATION OF THE CHARACTER AND QUALITY OF LIFE OF EXISTING NEIGHBORHOODS WITHIN THE URBAN SERVICE AREA WHILE PROVIDING OPPORTUNITIES FOR A MIXTURE OF NEW HOUSING TYPES.**

**Development Guideline**

4.8 - DG1 When reviewing rezoning applications within the Urban Service Area, higher densities than are found on adjacent or surrounding properties should be deemed consistent and harmonious with the character of the neighborhood, provided that the overall scale and massing of the new development is compatible with the neighborhood and the siting and/or design of the new structure(s) assures the privacy, light and air of its neighbors. [Please also see 10.4 - DG1 and Policy 10.6 in Chapter 10]