

# DOWNTOWN DOUGLAS / WEST JUNEAU AREA PLAN



**DRAFT 2025-04-28**



*Cover image: Douglas Boat Harbor (credit: Robert Sewell)*

**Land Acknowledgement:** The Downtown Douglas / West Juneau Steering Committee and the CBJ Community Development Department acknowledge that the planning area is located on Tlingit Aaní. The T'aaku Kwáan were the original owners and inhabitants and have lived here since time immemorial. We are grateful to be a part of the community and to honor the culture and traditions of the Tlingit people.

***Gunálchéesh.***

# ACKNOWLEDGMENTS

The City and Borough of Juneau acknowledges and thanks all participants for their contribution to the creation of the Downtown Douglas / West Juneau Area Plan.

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# INTRODUCTION

The Downtown Douglas / West Juneau Area Plan provides a vision, policy guidance, and recommended actions for the next 20 years.



Douglas Island is a 75 square mile island stretching about 17 miles along Gastineau Channel. Though largely undeveloped, Douglas Island boasts Juneau's only ski resort, a boat launch, and residential areas to the north, and a school, downtown area, Harbor, and residential areas to the south.

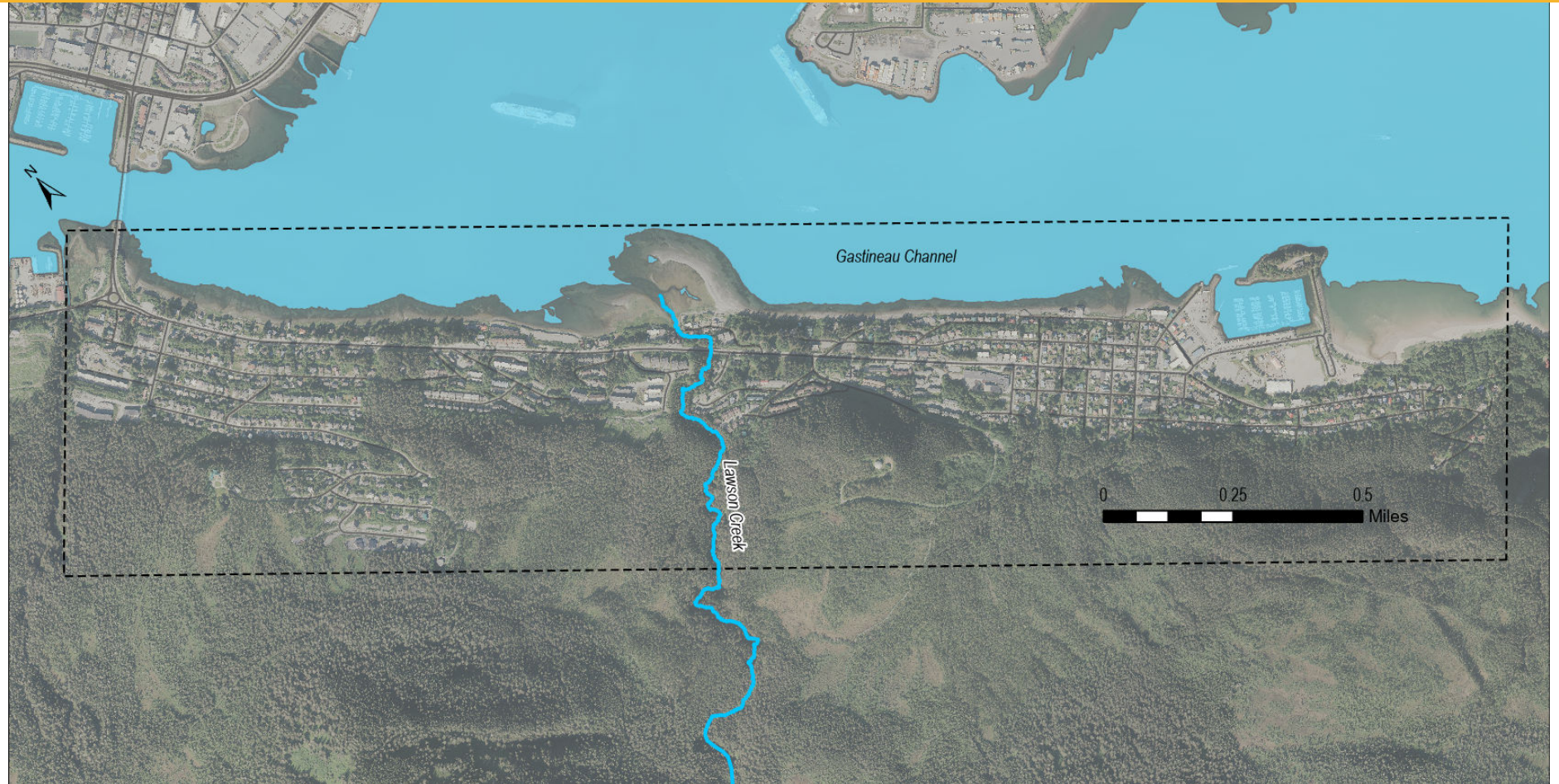
Douglas is informally divided by the Juneau-Douglas bridge, connecting the island to the mainland. Crossing from downtown Juneau, North Douglas is to the right, while West Juneau is to the left. Once you cross Lawson Creek, Downtown Douglas begins. Residents of this area generally call it simply "Douglas." Downtown Douglas / West Juneau (DD/WJ) is home to some of Juneau's oldest historical neighborhoods, including the Treadwell Mine, the former site of the Douglas Indian Village, and the original City of Douglas.

## Purpose of the Downtown Douglas / West Juneau Area Plan

The DD/WJ Area Plan is Juneau's subarea plan for the portion of Douglas Island extending south from the bridge to the Sandy Beach recreation area. The Plan provides long term guidance for decision-makers, such as the Planning Commission and Assembly, to better understand the vision, goals, and desired outcomes of the community. If adopted, the DD/WJ Area Plan will become part of the City and Borough of Juneau's (CBJ) Comprehensive Plan (Comp Plan). The Comp Plan is CBJ's overarching management tool for growth, development, and resource management. The DD/WJ plan is intended to provide information specific to the area.

*Image left: Soap box derby in Downtown Douglas.*

## MAP 1: PLANNING AREA





# THE PLANNING PROCESS



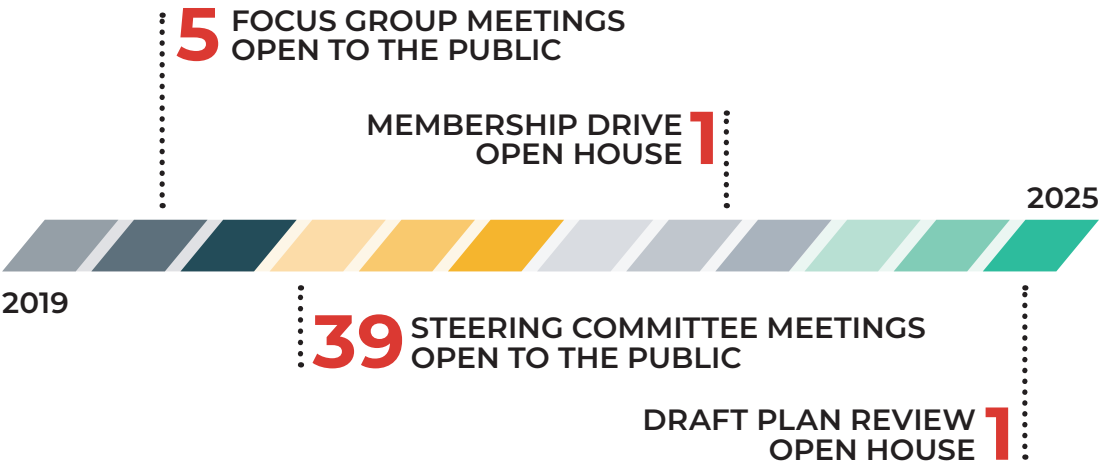
The Downtown Douglas / West Juneau planning process began with a public outreach effort that included public meetings focused on economic development, housing, transportation, and land use zoning.

## STEERING COMMITTEE

The Steering Committee was appointed by the Planning Commission in February of 2020 to guide and inform the Plan. Additional members were appointed when work on the plan resumed in 2024, after delays caused by the pandemic and staff shortages. The Steering Committee represents a variety of interests, including personal, business, and recreational.

Liaisons from Douglas Indian Association (DIA) and the CBJ Docks and Harbors Board and CBJ Planning Commission participated in Steering Committee meetings and plan development as non-voting members.

## COMMUNITY INPUT



Images left: Steering Committee workshop held in August 2023.



Image: Douglas Island Bridge

Equity is defined by the American Planning Association's Planning for Equity Policy as "just and fair inclusion into a society in which all can participate, prosper, and reach their full potential."

## EQUITY

The Downtown Douglas / West Juneau steering committee identified equity as a community value early in the process.

The committee utilized training materials by the American Planning Association's (APA) Planning for Equity Policy to learn about equity and ensure that committee discussions and decision-making happened through an equity lens. The committee took steps to create a more equitable planning process through invitations and outreach to under-represented groups to participate in public meetings and open houses and to serve as committee liaisons. The committee encourages CBJ staff to continue to find ways for inclusive comment through the public process and adoption of the Plan.

## APA'S THREE ESSENTIAL QUESTIONS:



Who is helped?



Who is harmed?



Who is missing?

## WHY IS EQUITY IMPORTANT?

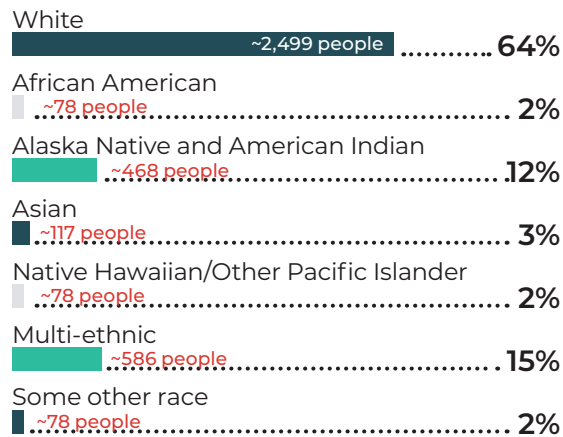
Equity means that everyone has the opportunity and access to participate, prosper and reach their full potential. Historically, discrimination and inequity have been ingrained into plans, policies and laws. The Downtown Douglas / West Juneau Area Plan seeks to ensure that the costs and benefits of change and growth are distributed equitably, the plan benefits as many as possible, harms as few as possible, and includes everyone possible.

# PLANNING AREA

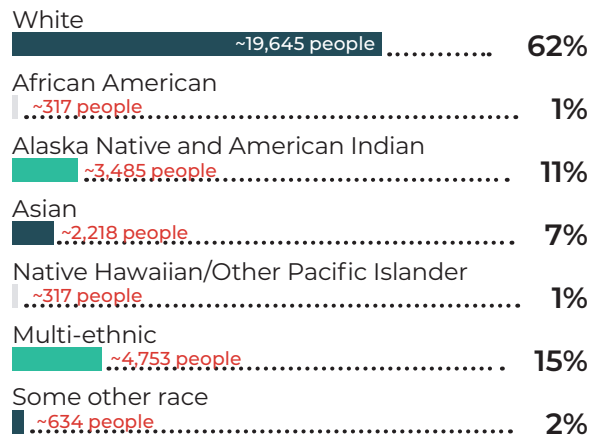
The presented data was derived from the 2022 American Community Survey (ACS). ACS helps local officials, community leaders, and businesses understand the changes taking place in their communities. It is the premier source for detailed population and housing information about our nation.

## RACIAL DISTRIBUTION

### DOWNTOWN DOUGLAS / WEST JUNEAU RACIAL MAKE-UP



### CITY AND BOROUGH OF JUNEAU RACIAL MAKE-UP



## MEDIAN INCOME

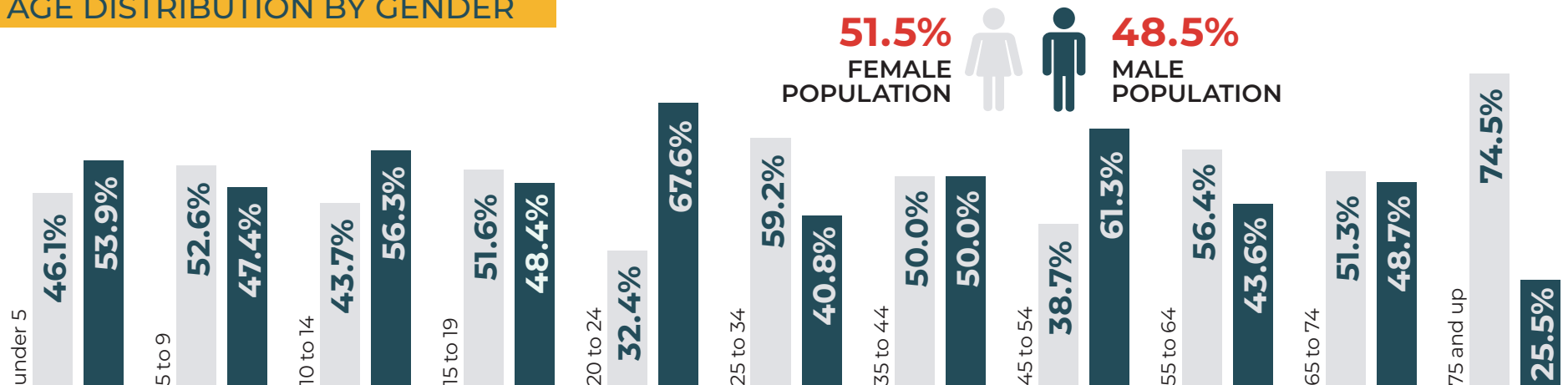


CITY AND BOROUGH OF JUNEAU  
**\$95,711**



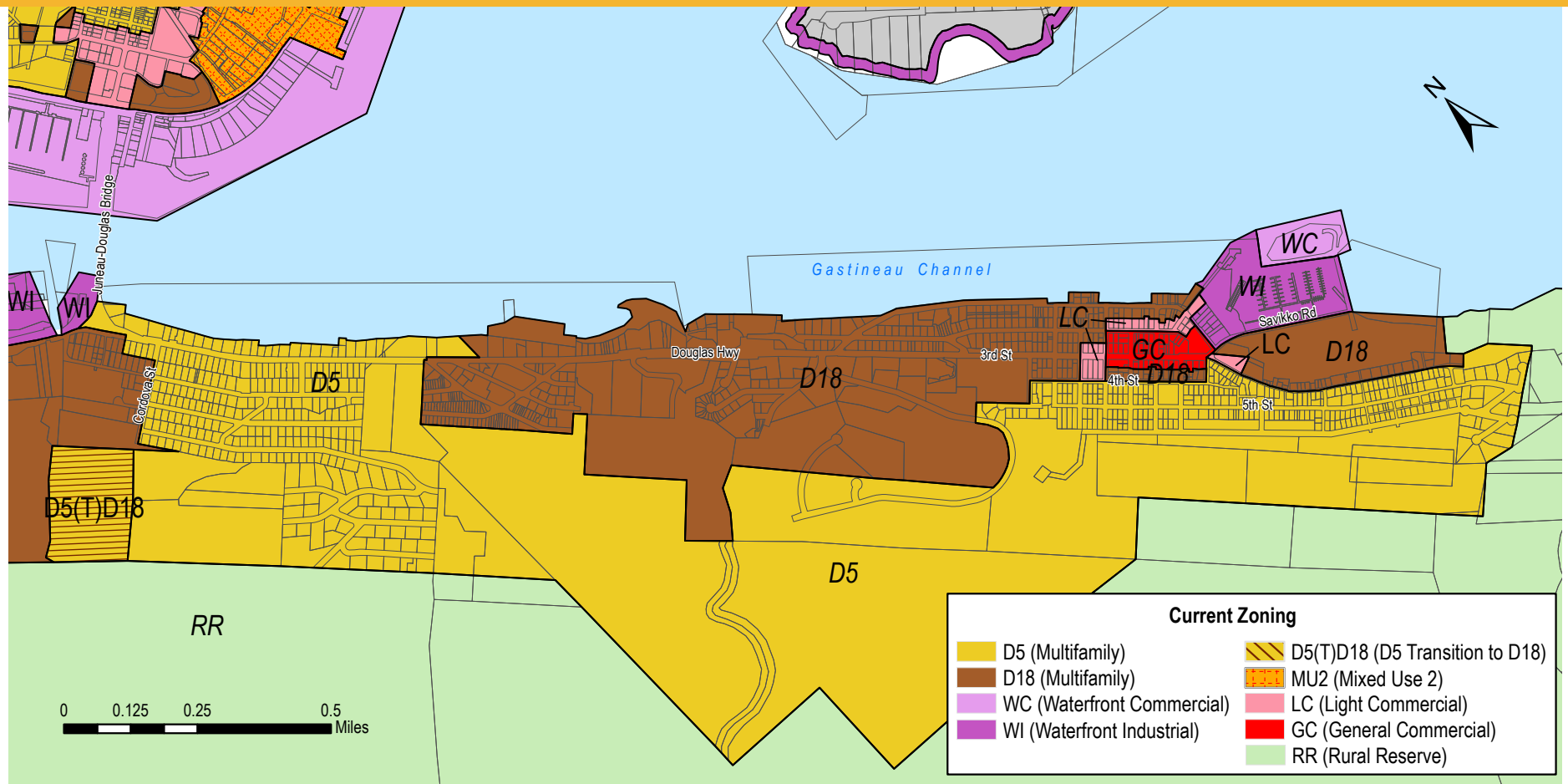
DOWNTOWN DOUGLAS / WEST JUNEAU  
**\$84,914**

## AGE DISTRIBUTION BY GENDER

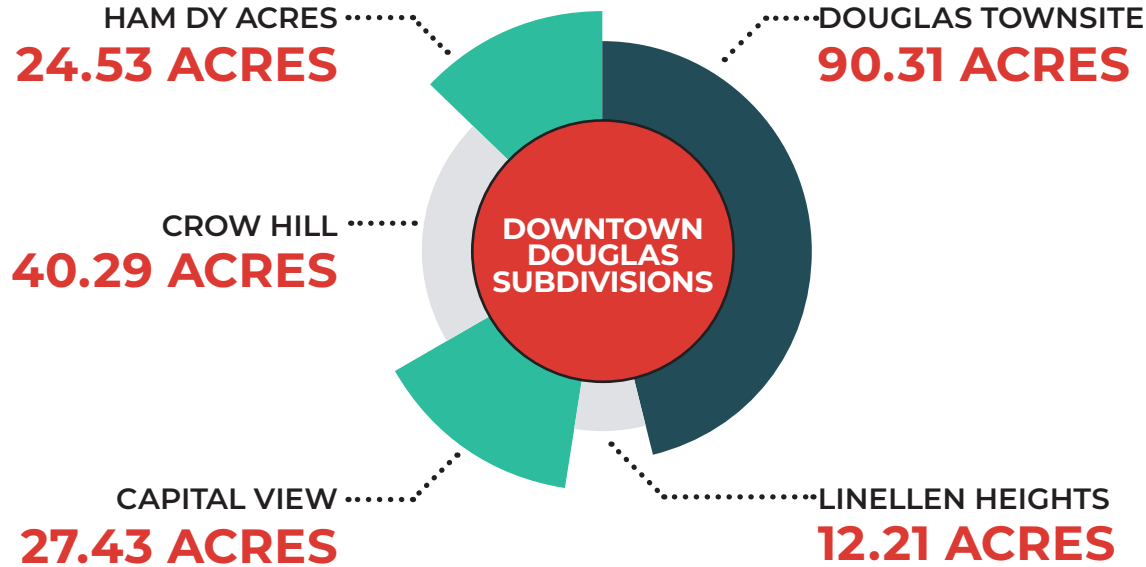




## MAP 2: ZONING



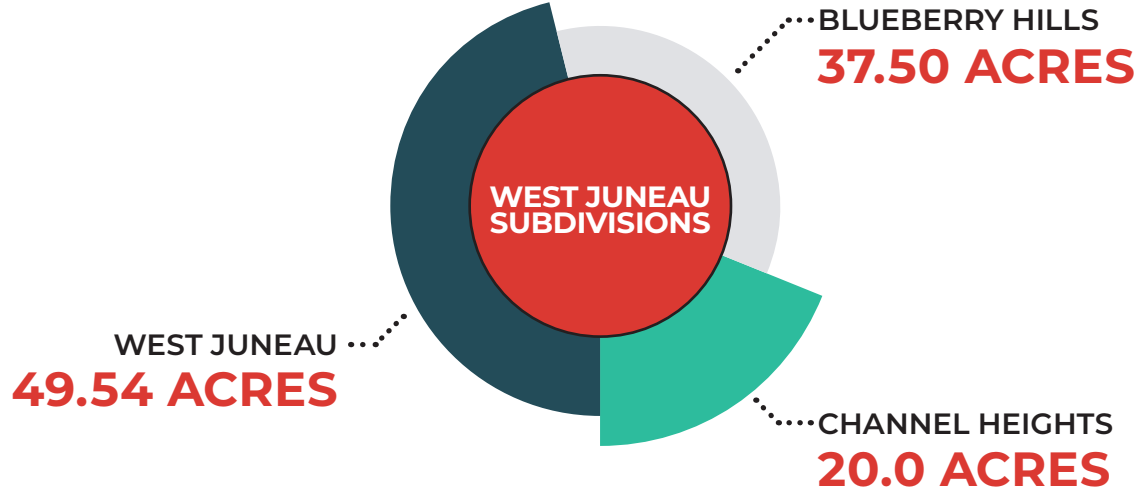
# PLANNING BOUNDARIES



## DOWNTOWN DOUGLAS

Originally established as Edwardsville in 1881, the town of Douglas was predominantly residential, with a small business district supporting nearly 2,000 Alaska Treadwell Gold Mining Company employees and their families. The City of Douglas was incorporated in 1902, then merged with the City of Juneau in 1970 to form the CBJ.

Downtown Douglas is situated on the Northeastern side of Douglas Island, across the Gastineau Channel from Juneau. The waterfront tidelands slope gradually upward to the base of Mount Bradly (Jumbo). At the turn of the 20th century, development was largely on the flatter land closer to the water. Due to the lack of flat and dry land, residential development in the 21st century has begun to creep into steeper terrain.



## WEST JUNEAU

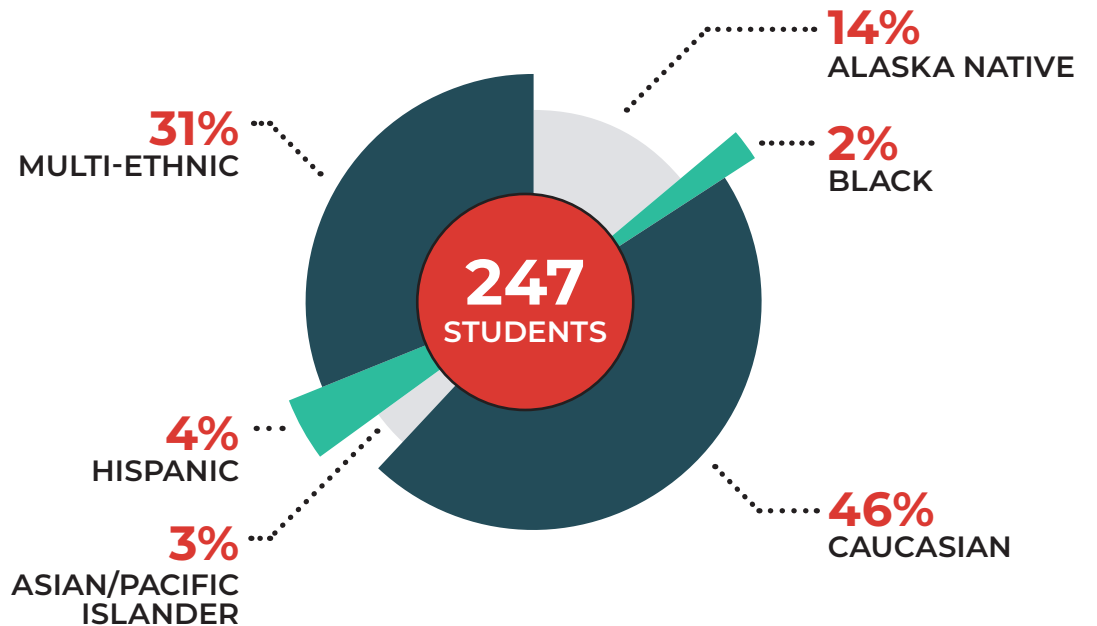
West Juneau is situated on the northeastern side of Douglas Island, across from Downtown Juneau. Development in West Juneau began in the 1940s following the construction of the Juneau-Douglas bridge in 1935. West Juneau is both a subdivision and the colloquial name for the area south of the Juneau-Douglas Bridge to Lawson Creek, the natural border of Downtown Douglas.



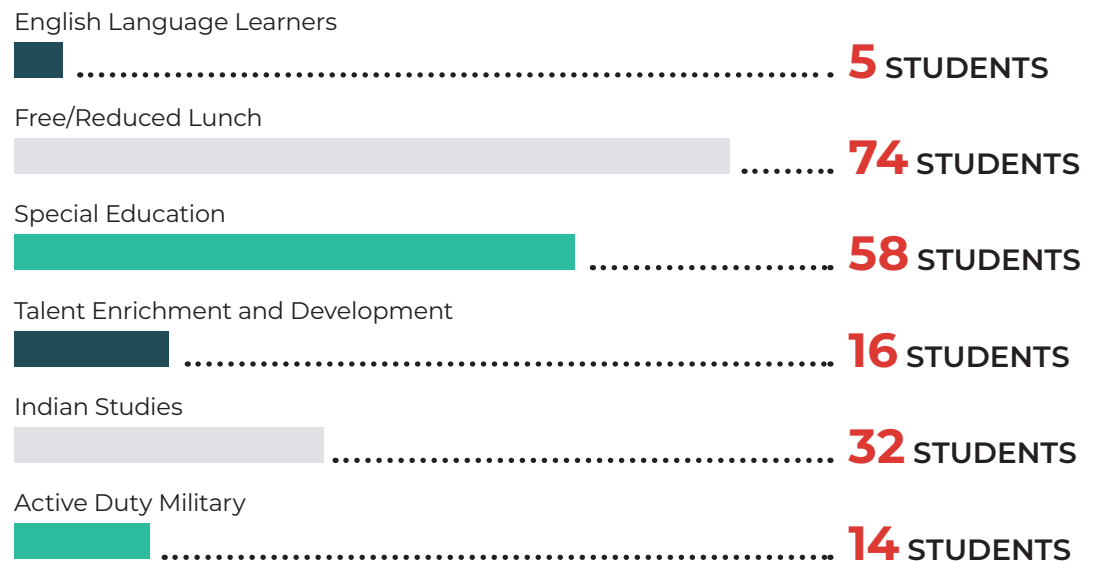
The heart of Douglas, Sayéik: Gastineau Community School serves elementary students from all over Douglas Island.



## STUDENT DEMOGRAPHICS



## SPECIAL PROGRAMS





# OUR VISION

Downtown Douglas / West Juneau is a distinctive, equitable, safe, prosperous, connected and artistic community. With access to abundant recreational opportunities, where neighbors interact and connect, it is a community that honors the island's rich and diverse history and culture while providing opportunities for sustainable, healthy and inclusive growth and restoration.



Downtown Douglas / West Juneau is, at its core, a vibrant residential community anchored by the elementary school, downtown area and harbor. Through the public process, it is apparent that residents love their community and are looking toward maintaining and enhancing the small town, connected atmosphere. The vision for Downtown Douglas / West Juneau is a statement of values that will guide the goals and actions of the plan elements. Future planning decisions should address the question “does this fit with our stated vision?”

## PLAN ELEMENTS

The following plan elements set forth the goals and actions to guide the community towards its vision. Each goal supports the vision, and the recommended actions seek to achieve the goals. Downtown Douglas / West Juneau plan elements are:



Connected Community



Cultural and Artistic Community



Prosperous Community



Sustainable and Green Community



Healthy and Active Community

*Image left: A group of people play bag pipes at the Fourth of July parade on Douglas Island.*



## CONNECTED COMMUNITY

A connected community means Downtown Douglas / West Juneau residents have a full range of safe, equitable and accessible opportunities to connect with each other and to places within and outside of the area boundaries.



A connected community links residents to their neighbors, the Juneau community, and beyond. Connections can be physical, such as bike paths and public transit, or virtual, through Wi-Fi and other information technology.

### TRANSPORTATION

Creating a connected community will positively impact the quality of life for residents. Well-maintained highway, bridge, and harbor connections to the rest of Juneau are necessary for access by Douglas Island residents to goods and services, economic supports such as jobs and commercial fishing grounds, and recreational opportunities. These connections are also essential for access to Douglas businesses and events by patrons living off-Island. A well-planned transportation network of hillside staircases, maintained sidewalks, and paved roads enhances safety and access for neighborhoods currently disconnected.

Connected communities improve the economic vitality of the area by ensuring access to public facilities, local amenities, and nature. The Douglas Harbor, Savikko Park and Sandy Beach, Perseverance Theatre, library, and downtown restaurants and retail shops are attractive destinations for both residents and visitors.

### TECHNOLOGY

Access to the Internet and online resources creates social and professional connections, supporting local businesses, organizations, and residents. Infrastructure like the Douglas Public Library and Sayéik: Gastineau Community School are important hubs, used by groups such as the Douglas Advisory Board to connect the community to the decision-making process.

*Image left: Douglas Public Library.*

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## GOAL 1.1:

Develop a well-maintained motorized transportation network that provides year-round access within Downtown Douglas / West Juneau and beyond to the greater Juneau community.

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## ACTIONS:

- A. Maintain and improve roadways and bridge connections to Juneau for access to goods and services and economic opportunities for Douglas residents, and for access to Douglas businesses and events by off-Island patrons.
- B. Maintain and improve the Douglas Harbor for access to commercial fishing and recreational activities.
- C. Develop an alternative route to improve emergency response and reduce congestion at stressed intersections.
- D. Encourage and participate in ongoing Juneau-wide discussions about a second crossing between Douglas and Juneau.
- E. Allocate appropriate funding for winter maintenance of streets.
- F. Include Capital Improvement Project (CIP) proposal to pave existing streets in Downtown Douglas / West Juneau to reduce maintenance costs and improve air quality.

A well-planned transportation system will provide opportunities and choices for all modes of travel that is safe and efficient, reduces ongoing maintenance costs, and improves the community's quality of life.

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## GOAL 1.2:

Develop a non-motorized transportation system that provides residents and wildlife safe travel corridors throughout Downtown Douglas / West Juneau.

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## ACTIONS:

- A. Build and maintain stair connections to provide pedestrian links between streets and access to properties where slopes make road or sidewalk connections impractical.
- B. Implement traffic calming measures along Douglas Highway / 3rd Street to improve pedestrian and non-motorized transportation safety.
- C. Invest in bicycle and pedestrian infrastructure.
- D. Allocate appropriate funding for proper winter maintenance of sidewalks and bike lanes.
- E. Add crossing lights to existing crosswalks at the Douglas Highway and Cordova Street intersection and 3rd Street and 1st Street by the Sayéik: Gastineau Community School.
- F. Preserve existing wildlife pathways or create alternative pathways to minimize human/wildlife interactions.



## MAP 3: CURRENT PUBLIC TRANSIT





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### GOAL 1.3:

Ensure that Downtown Douglas / West Juneau residents have access to year-round public transit that is safe, convenient, and reliable.

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### ACTIONS:

- A. Install covered bus stops with lighting at all Capital Transit Route 1 stops to increase the safety of riders.
- B. Allocate appropriate funding to Capital Transit to increase the efficiency and convenience of routes and expand the hours of operation, including holidays.



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### GOAL 1.4:

Foster community connections to the waterfront that are accessible to all residents and visitors of Downtown Douglas / West Juneau.

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### ACTIONS:

- A. Identify potential access points to the shoreline along Gastineau Channel and develop a waterfront trail linking West Juneau to Downtown Douglas.
- B. Develop a wayfinding plan to guide users to safe and appropriate routes to the waterfront.
- C. Improve connectivity from the downtown core and opportunities for usage of the Douglas Harbor, Treadwell Arena, Mayflower Island, and Savikko Park, encouraging visitors to stay in the area and visit local businesses.
- D. Designate waterfront land for use to enhance understanding of Alaska Native history in Douglas, in cooperation with the DIA and other organizations.

*Image left: Treadwell Historic Mine pumphouse at Sandy Beach.*

*Image below: View of Downtown Douglas down 2nd Street.*

*Image right: Student youth group protesting the state budget.*



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## GOAL 1.5:

Provide resources for the community to engage in development decisions through comprehensive public dialogue to reflect all community voices.

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## ACTIONS:

- A. Allocate appropriate funding to expand hours of operation and computer access at the Douglas Public Library.
- B. Expand the CBJ public Wi-Fi network to include additional hotspots and increase active hours across Douglas.
- C. Establish and maintain a Douglas Community website on the CBJ website to provide information about the community, including consultations prior to development decisions, activities and events, local businesses, and neighborhood groups.
- D. Develop CBJ policies to ensure the involvement of under-served and under-represented communities in the public process.
- E. Designate Douglas Advisory Board members as community liaisons to attend and report on Planning Commission meetings, Assembly meetings, and the Assembly Public Works and Facilities Committee meetings.
- F. Establish CBJ community-based youth and community outreach committees, as well as a dedicated public website.

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## GOAL 1.6:

Use facilities located at 4th and D Streets as a multi-purpose community hub.

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## ACTIONS:

- A. Relocate the Parks & Recreation Facilities Maintenance Shop to another location.
- B. Enhance existing facilities to maintain and expand public uses, including indoor and outdoor activities.







# PROSPEROUS COMMUNITY

A prosperous community means Downtown Douglas and West Juneau residents have a full range of services and economic opportunities.



West Juneau is primarily residential. The downtown Douglas area offers a post office, library, fire station, live theatre, restaurants, a gas station, and other commercial enterprises. These are within easy walking distance of parks and public amenities such as Savikko Park, Treadwell Arena and the Douglas Harbor. A Prosperous Community maximizes area assets to support a thriving, more self-sufficient local economy.

## EMPLOYMENT OPPORTUNITIES

Prosperous communities support a range of employment, including telecommuting, home businesses, and entrepreneurship. Supporting a diverse workforce benefits the entire CBJ.

## TOURISM

Small scale tourism provides an economic boost to the area, with opportunities for collaboration among local arts, cultural, historical, and recreational organizations and businesses.

## INFRASTRUCTURE

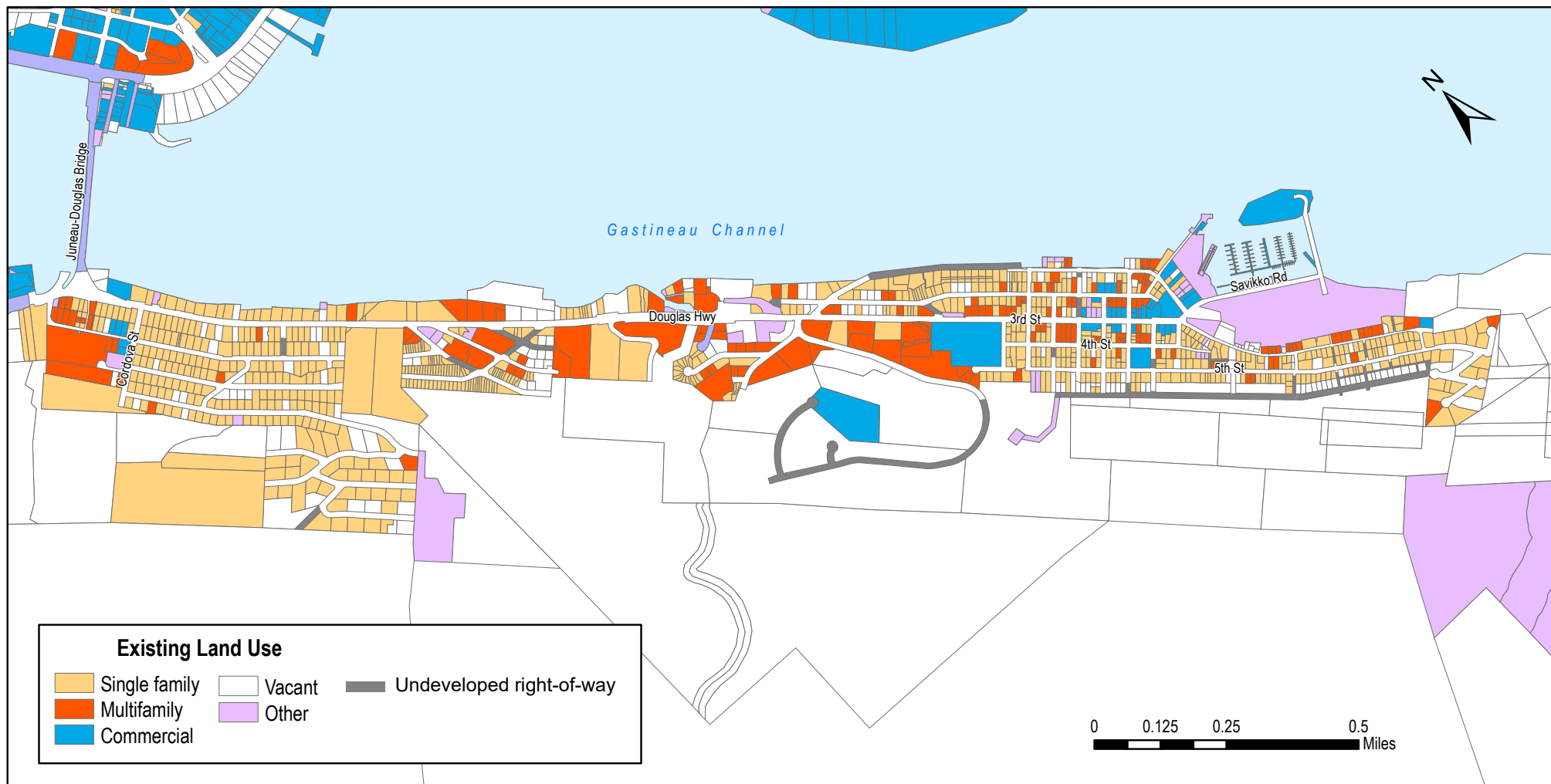
The infrastructure of Downtown Douglas and West Juneau is unique and should be preserved for current and future generations. Anchors like the Perseverance Theatre and Treadwell Arena contribute to a prosperous community. Housing will support employment and increase city tax revenue.

## TRANSPORTATION SYSTEM

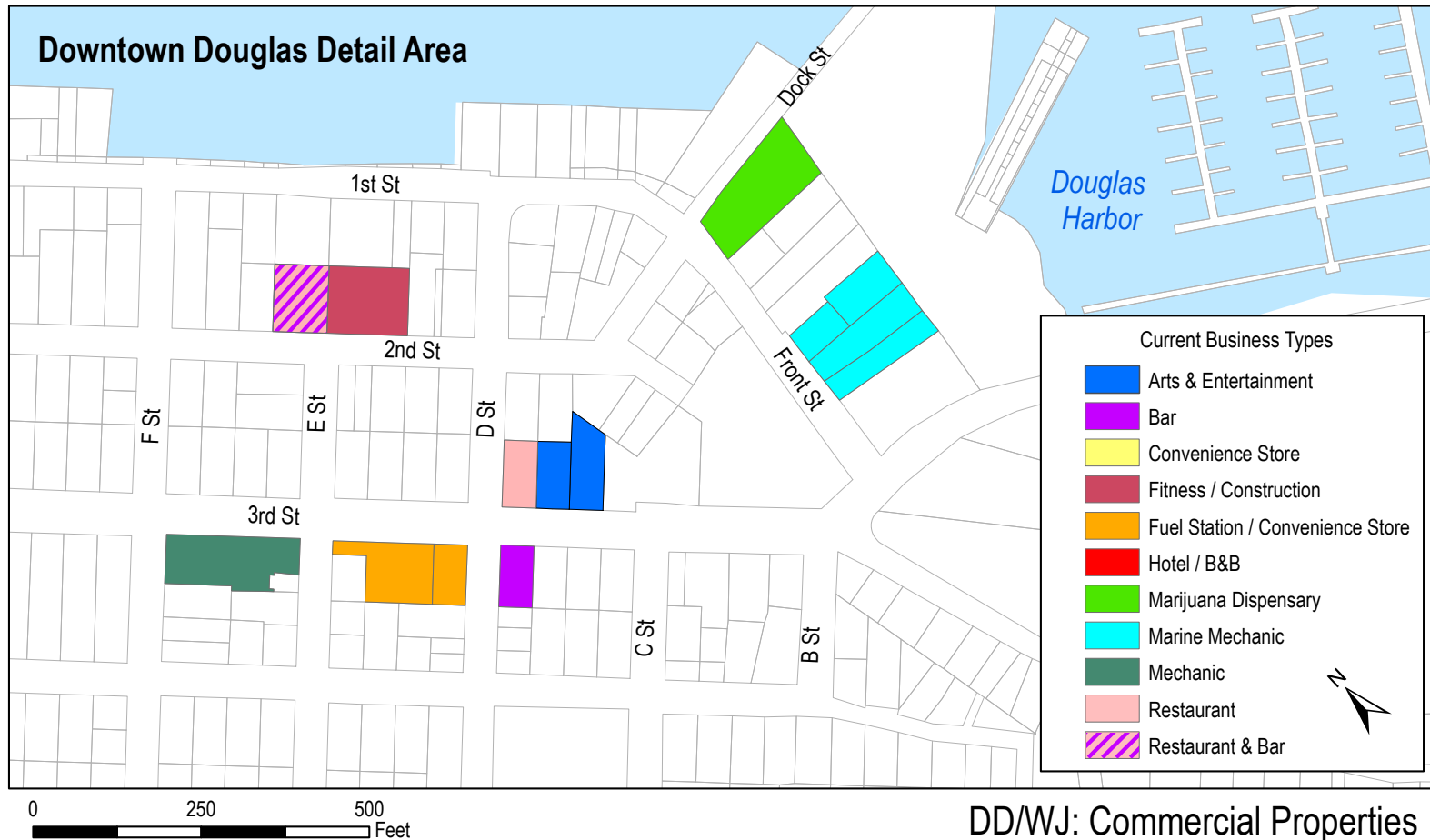
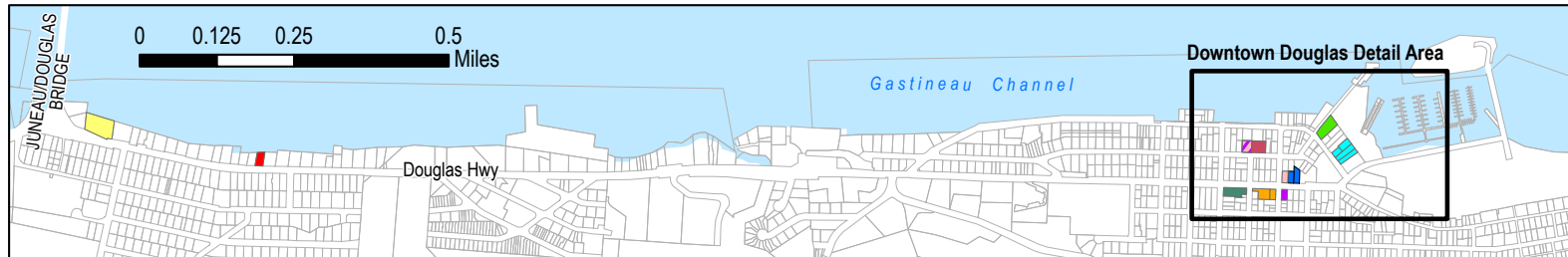
Downtown Douglas / West Juneau is located on an island, and transportation connections, such as highways, bridges, and harbors, to goods and services and economic opportunities off-island are essential for economic prosperity.

*Image left: Louie's Douglas Inn.*





## MAP 4: CURRENT LAND USE



## MAP 5: CURRENT COMMERCIAL PROPERTY

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### GOAL 2.1:

Identify needed services and areas for economic growth.

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#### ACTIONS:

- A. Use available local and state data to map existing services in the Plan area.
  - B. Conduct a community needs assessment to identify and prioritize missing services.
  - C. Survey existing commercial enterprises to identify what supports are needed to advance more commercial activities.
  - D. Survey for underused public properties that could be repurposed and identify potential uses.
  - E. Develop an action plan to address results of community surveys outlined in Goal. 2.1.
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### GOAL 2.2:

Support small scale tourism.

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#### ACTIONS:

- A. Market Douglas' natural environment, outdoor lifestyle, performing arts, culture, and history.
- B. Develop opportunities for cultural, historical, and eco-tourism.
- C. Develop and permit opportunities for small tour operators offering small group, low impact experiences

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### GOAL 2.3:

Support local entrepreneurs and employers that provide year-round services.

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#### ACTIONS:

- A. Promote opportunities for businesses and entrepreneurs to address service gaps.
- B. Encourage local employers to use the Douglas Community website to promote vacant year-round positions.
- C. Promote telecommuting opportunities to those who may consider relocating to Douglas for its small town qualities.
- D. Enhance telecommunications services to Downtown Douglas and West Juneau.
- E. Embark on a study to increase parking opportunities, such as cooperative agreements with owners of downtown parking lots to open spaces in off hours.
- F. Encourage businesses within residences by making the city code definition of "home occupation" less restrictive.



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## GOAL 2.4:

Enhance the Douglas Harbor and surrounding parkland as a community anchor for recreational and economic activity.

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### ACTIONS:

- A. Develop new and improve existing Douglas Harbor public amenities, such as paved parking, landscaping, restrooms, and period or artistic lighting improvements.
- B. Facilitate commercial activity designed to attract visitors and residents from other areas of Juneau, such as food trucks, and light, small scale tourism, by providing dedicated vendor space, access to potable water, and other amenities.
- C. Diversify public uses at Savikko Park to fully utilize space.
- D. Coordinate planning efforts for the Douglas Harbor and Savikko Park, recognizing their proximity and potential for collaboration.
- E. Support DIA's efforts to acquire Mayflower Island.
- F. Install a public use dock at the Douglas Harbor for recreational and potential commercial use.



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## GOAL 2.5:

Preserve and expand infrastructure and systems to grow and support economic activity.

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### ACTIONS:

- A. Maintain and improve existing and build new roadways and bridge connections to Juneau for access to goods and services and economic opportunities for Douglas residents, and for access to Douglas businesses and events.
- B. Maintain and improve community anchors such as theaters and sports arenas, and enhance their connections within the community,
- C. Actively support Juneau-wide hydroelectric development and other renewable energy projects to capitalize on clean and reasonably priced sources of electricity.

*Image above: Group of students near the Douglas Island Bridge on bike to school day.*

*Image right above: A decorated house to celebrate the Fourth of July.*

*Image right above: Island Hills Apartments, example of "Missing Middle" housing in Douglas. Photo credit: Casey Kelly, KTOO.*



Mixed-use developments support the economic vitality of a community by lowering infrastructure costs, promoting in-fill development, reducing auto dependence, offering a greater range of housing types, and creating diverse and safe neighborhoods.



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## GOAL 2.6:

Diversify housing options to support a broad range of current and future Douglas residents.

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## ACTIONS:

- A. Examine and eliminate barriers to partnerships, to support housing and economic development opportunities.
- B. Incorporate "Missing Middle" housing such as duplexes, triplexes, and rowhouses and innovative housing types such as co-housing.
- C. Maintain and enhance opportunities for liveaboards in the Douglas Harbor.
- D. Incentivize property owners of vacant lots or buildings to create housing.





# HEALTHY AND ACTIVE COMMUNITY

A healthy and active community means Downtown Douglas / West Juneau residents have access to food, healthcare, and recreational activities, in a safe environment.



Community can have a major impact on a person's health and well-being. Food insecurity, lack of health services, and unsafe neighborhoods negatively impact Juneau as a whole, potentially contributing to higher healthcare costs and increased crime. A healthy and active community provides opportunities for residents to take care of themselves and their neighbors.

## FOOD SECURITY

Food security is a measure of both food availability and an individual's ability to access it. Juneau's reliance on imported food creates borough-wide food insecurity. Downtown Douglas / West Juneau does not have a full service grocery store, potentially cutting residents off from food access, in the event of a bridge closure.

## HEALTHCARE AND RECREATIONAL ACTIVITIES

Juneau offers access to a wide variety of health services, but currently not on Douglas Island. Locally accessible healthcare and education would enhance the wellbeing of residents. Telehealth and home-based work initiatives described in "Prosperous Community" may be viable solutions.

## SAFETY

Safety is important to every community. Juneau Police Department (JPD) programs such as "Neighborhood Watch" and "Crime Prevention Through Environmental Design (CPTED)" use tools like safety ambassadors and physical design techniques to increase security.

*Image left: Fourth of July parade.*



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### GOAL 3.1:

Support and enhance access to healthy foods, including local and traditional foods.

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#### ACTIONS:

- A. Encourage community gardens in parks and neighborhoods.
- B. As part of a comprehensive plan for Savikko Park and the Douglas Harbor, develop a growing space in Savikko Park, such as a community garden or another type of managed garden space.
- C. Encourage Fruiting Forests.
- D. Include food bank information on the Douglas Community website.
- E. Encourage the development of a food co-op.
- F. Encourage the development of a “gleaning” program where excess fresh foods from gardens, farmers markets, grocers, restaurants, events or any other sources in are collected and provided to those in need.
- G. Develop an emergency plan for supply of food and necessities if Douglas is cut off from the mainland in the future.

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### GOAL 3.2:

Promote and enhance access to community health and wellness.

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#### ACTIONS:

- A. Work with health care providers to hold health fairs and offer “pop up” clinics to provide access to primary care, dental, behavioral health, emergency, and other public health services.
- B. Develop a mapping and signage system for recreational programming, community activities and infrastructure. Consider implementing Quick Response (QR) codes and utilizing apps and mobile friendly websites to take advantage of changing technologies.
- C. Use the Douglas Community website to advertise and inform the community about recreational choices, programming and activities, and community initiatives such as walking groups and community bike rides and hikes in Downtown Douglas / West Juneau.
- D. Enhance the CBJ’s Homestead Park to include access to the water and off-street parking.

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### GOAL 3.3:

Create a multi-use pathway connecting West Juneau and Downtown Douglas.

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### ACTIONS:

- A. Collaborate with private landowners to develop a public park and community garden connecting Foster Avenue and Simpson Avenue.
- B. Collaborate with private landowners to develop a pathway across Lawson Creek and private property connecting Raven Road with John Street.



Access to local health care could be enhanced with health fairs and pop up clinics.

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### GOAL 3.4:

Promote a community where people of all backgrounds and identities feel safe and respected.

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### ACTIONS

- A. Expand community access to programs and activities that improve safety such as JPD's CPTED consultations.
- B. Actively recruit and encourage participation from individuals who belong to underserved communities to participate in groups and committees.
- C. Provide public trashcans and pickup to shoreline areas, bus stops, and other high use areas.
- D. Add outdoor or covered seating adjacent to the post office, library, and other community anchors to encourage community dialog.
- E. Ensure that snow management plans remove snow berms in a timely manner, prioritizing sidewalks, bus stops, and wheelchair accessible spaces.
- F. Provide a wheel-chair accessible ramp or boardwalk to the Sandy Beach shore.
- G. Provide a hose bib in or near the restrooms or shelters at Sandy Beach.

*Image left: Mountain biking trail by Simpson Avenue. Photo credit: Forrest Courtney.*

*Image right: Cast members of "Indecent" rehearse at Perseverance Theatre in preparation for the play. Photo credit: Mark Sabbatini / Juneau Empire.*



# CULTURAL AND ARTISTIC COMMUNITY

A cultural and artistic community means residents and visitors have opportunities to learn, create, and thrive together, advancing economic prosperity, social equity, and cultural vitality.



Arts and culture bring people together, strengthen a community's sense of place, offer opportunities for learning and entertainment, and build both social and economic capital. Downtown Douglas / West Juneau is rich in culture, arts and history.

## HERITAGE

The social and cultural life of a community thrives when all members contribute their knowledge, experience, skills and talents as volunteers, artists, participants and customers. Acknowledging the unique and complex history of this area will foster a respectful and connected community.

## ECONOMIC GROWTH

Bringing together the artists, organizations, cultural and artistic programs and supporting partnerships will leverage the power of arts and culture as an economic stimulator. Historic preservation can attract tourists, shoppers, businesses and residents.

## SOCIAL CONNECTIONS

Community events bring people together, boosting both social and economic capital. Douglas has a long tradition of hosting community events such as Gold Rush Days, Douglas Fourth of July, and the Christmas Tree Lighting.



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## GOAL 4.1:

Honor, preserve, and promote the heritage of Downtown Douglas / West Juneau.

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## ACTIONS:

- A. Develop educational displays/materials about the Douglas Indian Village that was located at Savikko Park.
- B. Partner with tribal, governmental and other organizations on projects that highlight the area's unique cultural and natural history.
- C. Expand the historic districts and use the designation to preserve the character of an individual structure or neighborhood where there is historic, architectural, cultural, and/or geographical significance to Douglas.
- D. Encourage the maintenance of and public informational signs about the cemeteries along Douglas Highway.



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## GOAL 4.2:

Foster economic growth through arts, culture, creative industries and integrated art that celebrates the diversity of our community and our cultural heritage.

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## ACTIONS:

- A. Promote and grow local events such as Gold Rush Days, Douglas Fourth of July and the Christmas Tree Lighting, and create additional events such as "A Taste of Douglas" that appeal to visitors and residents.
- B. Develop and advertise historic preservation opportunities.
- C. If Mayflower Island is transferred from the federal government, subsequent development should be encouraged to be small scale.
- D. Provide information on how to incorporate local arts into site development and building design and encourage new developments and substantial renovations to do so.
- E. Develop a mapping and signage system for arts, creative, cultural and historic resources. Consider implementing QR codes and utilizing apps and mobile friendly websites to take advantage of changing technologies.

*Image left: Band playing at Gold Rush Days.*

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### GOAL 4.3:

Support community well-being through cultural and artistic activities that celebrate diversity and promote inclusivity.

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### ACTIONS:

- A. Use public forums and outreach, including the Douglas Community website, to advertise and educate the community about art, music and cultural activities.
- B. Support partnerships between artists, artistic programs, and cultural organizations.



*Image top right: Douglas Indian Village. Photo credit: Alaska State Library, Delbert Replogle Photo Collection, ASL-P169-05).*

*Image below right: Conceptual rendering by NorthWind Architects of the "Anax Yaa Andagan Ye Daakahidi: Cultural, Historic, Education, and Language Preservation Center." Photo credit: NorthWind Architects.*

The DIA is constructing the "Anax Yaa Andagan Ye Daakahidi: Where the Sun Rays Touch First" Cultural, Historic, Education, and Language Preservation Center. The Center will support cultural and language preservation and provide a venue for Elders, Family, and Youth programs.







*Image above top: Douglas townsite 1939*

*Image above bottom: Douglas graveyard*

*Image right: Douglas Indian Village & Railroad To Treadwell 1900s.*



The Tlingit T'aa u Kwáan and A'akw Kwáan clans have inhabited Anax YaatAndagan Yé (Douglas) and Dzantik'i Héeni (Juneau) since time immemorial. In 1962, the Douglas Indian Village was burned down by the City of Douglas, claiming it was abandoned. Village residents maintained it was known they away were at fish camps.

CBJ issued a formal apology on October 21, 2024, for its role in the 1962 burning of the Douglas Indian Village, home to many Tlingit families, which caused irreparable harm to the Tlingit people, their heritage, and their government.



# SUSTAINABLE AND GREEN COMMUNITY

A sustainable and green community is economically viable, environmentally sound, and socially responsible.



All five of the Area Plan Elements support a sustainable future for Downtown Douglas / West Juneau. Continuing and expanding sustainable practices will help maintain the area's inherent beauty and unique character, while creating a resilient, sustainable community poised to meet future challenges.

## ECONOMIC VIABILITY

Construction costs in Juneau are high due to the difficulty of obtaining supplies, limited availability of developable land, challenging building conditions and a short construction season. Using previously developed land and existing infrastructure more efficiently reduces these costs. Reusing existing buildings also avoids carbon emissions inherent in new construction, helping to combat climate change.

## HOUSING

Creating and sustaining quality neighborhoods by developing affordable housing through a diversity of housing types and densities is necessary to be a community where people live, work and thrive throughout their lives. Historic preservation is a smart, efficient way to reuse a community's resources and keep its character at the same time.

## ENERGY

Energy and technology are key factors in a community's ability to be sustainable. Energy efficient buildings and energy conservation reduce consumption, carbon footprint and operational costs, while improving both indoor and outdoor environments.

*Image left: Example of Adaptive Reuse, former Treadwell Office Building adapted for use as part of a historic trail and public events, such as charter school graduation. Photo credit: Forrest Courtney.*



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### GOAL 5.1:

Sustain economic viability and growth by promoting rehabilitation and reinvestment in existing infrastructure and buildings.

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#### ACTIONS:

- A. Support preservation and re-use of existing housing to improve and expand the housing supply.
- B. Incentivize redevelopment and renovation of aging properties through tax abatement and revolving loans.
- C. Expand existing or create a new locally funded program for rehabilitation and restoration of housing units within historic buildings.



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### GOAL 5.2:

Promote access to renewable energy sources, efficiency and new technology that is reliable and affordable to all people.

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#### ACTIONS:

- A. Implement an electric vehicle (EV) charging permit program and provide EV charging facilities at CBJ facilities, Heritage Park, and the top of Cordova Street. Encourage or require EV charging facilities in commercial and multi-family developments.
- B. Promote the Douglas Public Library as an information and technology hub of Douglas.
- C. Work with business owners on practical recycling and packaging practices.
- D. Develop incentives and programs to encourage energy efficiency and conservation in both new construction and renovations.

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### GOAL 5.3:

Preserve the natural, undeveloped area above 5th Street.

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#### ACTIONS

- A. Re-designate the Land Use category of approximately 17 acres of CBJ-owned parcels abutting the 6th Street right of way from Ultra-low Density Residential to Conservation Area or Natural Area Park.

*Image left: Rehabilitation project. Photo credit: Forrest Courtney*

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## GOAL 5.4:

Identify, promote, and encourage proactive solutions and innovations to address the effects of climate change on Infrastructure and life in Douglas.

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## ACTIONS:

- A. Encourage solutions to minimize/address water runoff in major rain events.
- B. Study, plan and implement measures to mitigate the impact of landslides, mudslides, and avalanches in Douglas.
- C. Research, promote and incentivize the use of climate change mitigation ideas such as light colored roofs that reflect heat back out to space.
- D. Encourage and incentivize energy efficient construction such as Leadership in Energy and Environmental Design (LEED) certified buildings.
- E. Encourage recycling and composting by facilitating drop-off points in Douglas.
- F. Explore and encourage the feasibility of wind, tidal, solar, and other non-polluting technologies in Douglas.

*Image right: View of Downtown Juneau from Mount Bradley (Jumbo). Photo credit: Forrest Courtney*





# IMPLEMENTATION



## MEASURING OUR SUCCESS

Tracking a few choice metrics will help us measure our success moving forward and putting the plan into action. CBJ will need to annually measure and highlight progress towards achieving the Plan's goals and policies, publish reports and recognize community partners who contribute towards achieving the vision. The following indicators are recommended as initial measures:

- Number of Actions included in CBJ Community Improvement Projects
- Number of Actions reflected in CBJ annual budgets
- Number of housing units added per year
- Number of commercial businesses added per year
- Number of home based businesses added per year
- Annual Community Tourism Survey results

*Image left: Dog friend at Sandy Beach. Photo credit: Forrest Courtney*





## CONNECTED COMMUNITY

**Goal 1.1:** Develop a well-maintained motorized transportation network that provides year-round access within Downtown Douglas / West Juneau and beyond to the greater Juneau community.

ACTIONS	IMPLEMENTING PARTNERS	TIMEFRAME	RESOURCES
A. Maintain and improve roadways and bridge connections to Juneau for access to goods and services and economic opportunities for Douglas residents, and for access to Douglas businesses and events by off-Island patrons.			
B. Maintain and improve the Douglas Harbor for access to commercial fishing and recreational activities.			
C. Develop an alternative route to improve emergency response and reduce congestion at stressed intersections.			
D. Encourage and participate in ongoing Juneau-wide discussions about a second crossing between Douglas and Juneau.			
E. Allocate appropriate funding for winter maintenance of streets.			
F. Include CIP proposal to pave existing streets in Downtown Douglas / West Juneau to reduce maintenance costs and improve air quality.			

**Goal 1.2:** Develop a non-motorized transportation system that provides residents and wildlife safe travel corridors throughout Downtown Douglas / West Juneau.

ACTIONS	IMPLEMENTING PARTNERS	TIMEFRAME	RESOURCES
A. Build and maintain stair connections to provide pedestrian links between streets and access to properties where slopes make road or sidewalk connections impractical.			
B. Implement traffic calming measures along Douglas Hwy / 3rd Street to improve pedestrian and non-motorized transportation safety.			
C. Invest in bicycle and pedestrian infrastructure.			
D. Allocate appropriate funding for proper winter maintenance of sidewalks and bike lanes.			
E. Add crossing lights to existing crosswalks at the Douglas Hwy and Cordova Street intersection and 3rd Street and 1st Street by the Sayéik: Gastineau Community School.			
F. Preserve existing wildlife pathways or create alternative pathways to minimize human/wildlife interactions.			

**Goal 1.3:** Ensure that Downtown Douglas / West Juneau residents have access to year-round public transit that is safe, convenient, and reliable.

ACTIONS	IMPLEMENTING PARTNERS	TIMEFRAME	RESOURCES
A. Install covered bus stops with lighting at all Capital Transit Route 1 stops to increase the safety of riders.			
B. Allocate appropriate funding to Capital Transit to increase the efficiency and convenience of routes and expand the hours of operation, including holidays.			

**Goal 1.4:** Foster community connections to the waterfront that are accessible to all residents and visitors of Downtown Douglas / West Juneau.

ACTIONS	IMPLEMENTING PARTNERS	TIMEFRAME	RESOURCES
A. Identify potential access points to the shoreline along Gastineau Channel and develop a waterfront trail linking West Juneau to Downtown Douglas.			
B. Develop a wayfinding plan to guide users to safe and appropriate routes to the waterfront.			
C. Improve connectivity from the downtown core and opportunities for usage of the Douglas Harbor, Treadwell Arena, Mayflower Island, and Savikko Park, encouraging visitors to stay in the area and visit local businesses.			
D. Designate waterfront land for use to enhance understanding of Alaska Native history in Douglas, in cooperation with the DIA and other organizations.			

**Goal 1.5:** Provide resources for the community to engage in development decisions through comprehensive public dialogue to reflect all community voices.

ACTIONS	IMPLEMENTING PARTNERS	TIMEFRAME	RESOURCES
A. Allocate appropriate funding to expand hours of operation and computer access at the Douglas Public Library.			
B. Expand the CBJ public Wi-Fi network to include additional hotspots and increase active hours across Douglas.			



ACTIONS	IMPLEMENTING PARTNERS	TIMEFRAME	RESOURCES
C. Establish and maintain a Douglas Community website on the CBJ website to provide information about the community, including consultations prior to development decisions, activities and events, local businesses, and neighborhood groups.			
D. Develop CBJ policies to ensure the involvement of under-served and under-represented communities in the public process.			
E. Designate Douglas Advisory Board members as community liaisons to attend and report on Planning Commission meetings, Assembly meetings, and the Assembly Public Works and Facilities Committee meetings.			
F. Establish CBJ community-based youth and community outreach committees, as well as a dedicated public website.			

**Goal 1.6:** Use facilities located at 4th and D Streets as a multi-purpose community hub.

ACTIONS	IMPLEMENTING PARTNERS	TIMEFRAME	RESOURCES
A. Relocate the Parks & Recreation Facilities Maintenance Shop to another location.			
B. Enhance existing facilities to maintain and expand public uses, including indoor and outdoor activities.			



## PROSPEROUS COMMUNITY

### Goal 2.1: Identify needed services and areas for economic growth.

ACTIONS	IMPLEMENTING PARTNERS	TIMEFRAME	RESOURCES
A. Use available local and state data to map existing services in the Plan area.			
B. Conduct a community needs assessment to identify and prioritize missing services.			
C. Survey existing commercial enterprises to identify what supports are needed to advance more commercial activities.			
D. Survey for underused public properties that could be repurposed and identify potential uses.			
E. Develop an action plan to address results of community surveys outlined in Goal. 2.1.			

### Goal 2.2: Support small scale tourism.

ACTIONS	IMPLEMENTING PARTNERS	TIMEFRAME	RESOURCES
A. Market Douglas' natural environment, outdoor lifestyle, performing arts, culture, and history.			
B. Develop opportunities for cultural, historical, and eco-tourism.			
C. Develop and permit opportunities for small tour operators offering small group, low impact experiences			

**Goal 2.3:** Support local entrepreneurs and employers that provide year-round services.

ACTIONS	IMPLEMENTING PARTNERS	TIMEFRAME	RESOURCES
A. Promote opportunities for businesses and entrepreneurs to address service gaps.			
B. Encourage local employers to use the Douglas Community website to promote vacant year-round positions.			
C. Promote telecommuting opportunities to those who may consider relocating to Douglas for its small town qualities.			
D. Enhance telecommunications services to Downtown Douglas / West Juneau.			
E. Embark on a study to increase parking opportunities, such as cooperative agreements with owners of downtown parking lots to open spaces in off hours.			
F. Encourage businesses within residences by making the city code definition of “home occupation” less restrictive.			



**Goal 2.4:** Enhance the Douglas Harbor and surrounding parkland as a community anchor for recreational and economic activity.

ACTIONS	IMPLEMENTING PARTNERS	TIMEFRAME	RESOURCES
A. Develop new and improve existing Douglas Harbor public amenities, such as paved parking, landscaping, restrooms, and period or artistic lighting improvements.			
B. Facilitate commercial activity designed to attract visitors and residents from other areas of Juneau, such as food trucks, and light, small scale tourism, by providing dedicated vendor space, access to potable water, and other amenities.			
C. Diversify public uses at Savikko Park to fully utilize space.			
D. Coordinate planning efforts for the Douglas Harbor and Savikko Park, recognizing their proximity and potential for collaboration.			
E. Support DIA's efforts to acquire Mayflower Island.			
F. Install a public use dock at the Douglas Harbor for recreational and potential commercial use.			

**Goal 2.5:** Preserve and expand infrastructure and systems to grow and support economic activity.

ACTIONS	IMPLEMENTING PARTNERS	TIMEFRAME	RESOURCES
A. Maintain and improve existing and build new roadways and bridge connections to Juneau for access to goods and services and economic opportunities for Douglas residents, and for access to Douglas businesses and events.			
B. Maintain and improve community anchors such as theaters and sports arenas, and enhance their connections within the community,			
C. Actively support Juneau-wide hydroelectric development and other renewable energy projects to capitalize on clean and reasonably priced sources of electricity.			

**Goal 2.6:** Diversify housing options to support a broad range of current and future Douglas residents.

ACTIONS	IMPLEMENTING PARTNERS	TIMEFRAME	RESOURCES
A. Examine and eliminate barriers to partnerships, to support housing and economic development opportunities.			
B. Incorporate “Missing Middle” housing such as duplexes, triplexes, and rowhouses and innovative housing types such as co-housing.			
C. Maintain and enhance opportunities for liveaboards in the Douglas Harbor.			
D. Incentivize property owners of vacant lots or buildings to create housing.			



## HEALTHY AND ACTIVE COMMUNITY

**Goal 3.1:** Support and enhance access to healthy foods, including local and traditional foods.

ACTIONS	IMPLEMENTING PARTNERS	TIMEFRAME	RESOURCES
A. Encourage community gardens in parks and neighborhoods.			
B. As part of a comprehensive plan for Savikko Park and the Douglas Harbor, develop a growing space in Savikko Park, such as a community garden or another type of managed garden space.			
C. Encourage Fruiting Forests.			
D. Include food bank information on the Douglas Community website.			
E. Encourage the development of a food co-op.			
F. Encourage the development of a “gleaning” program where excess fresh foods from gardens, farmers markets, grocers, restaurants, events or any other sources in are collected and provided to those in need.			
G. Develop an emergency plan for supply of food and necessities if Douglas is cut off from the mainland in the future.			



### Goal 3.2: Promote and enhance access to community health and wellness.

ACTIONS	IMPLEMENTING PARTNERS	TIMEFRAME	RESOURCES
A. Work with health care providers to hold health fairs and offer “pop up” clinics to provide access to primary care, dental, behavioral health, emergency, and other public health services.			
B. Develop a mapping and signage system for recreational programming, community activities and infrastructure. Consider implementing QR codes and utilizing apps and mobile friendly websites to take advantage of changing technologies.			
C. Use the Douglas Community website to advertise and inform the community about recreational choices, programming and activities, and community initiatives such as walking groups and community bike rides and hikes in Downtown Douglas / West Juneau.			
D. Enhance the CBJ’s Homestead Park to include access to the water and off-street parking.			

### Goal 3.3: Create a multi-use pathway connecting West Juneau and Downtown Douglas.

ACTIONS	IMPLEMENTING PARTNERS	TIMEFRAME	RESOURCES
A. Collaborate with private landowners to develop a public park and community garden connecting Foster Avenue and Simpson Avenue.			
B. Collaborate with private landowners to develop a pathway across Lawson Creek and private property connecting Raven Road with John Street.			

**Goal 3.4:** Promote a community where people of all backgrounds and identities feel safe and respected.

ACTIONS	IMPLEMENTING PARTNERS	TIMEFRAME	RESOURCES
A. Expand community access to programs and activities that improve safety such as JPD's CPTED consultations.			
B. Actively recruit and encourage participation from individuals who belong to underserved communities to participate in groups and committees.			
C. Provide public trashcans and pickup to shoreline areas, bus stops, and other high use areas.			
D. Add outdoor or covered seating adjacent to the post office, library, and other community anchors to encourage community dialog.			
E. Ensure that snow management plans remove snow berms in a timely manner, prioritizing sidewalks, bus stops, and wheelchair accessible spaces.			
F. Provide a wheel-chair accessible ramp or boardwalk to the Sandy Beach shore.			
G. Provide a hose bib in or near the restrooms or shelters at Sandy Beach.			



## CULTURAL AND ARTISTIC COMMUNITY

**Goal 4.1:** Honor, preserve, and promote the heritage of Downtown Douglas / West Juneau.

ACTIONS	IMPLEMENTING PARTNERS	TIMEFRAME	RESOURCES
A. Develop educational displays/materials about the Douglas Indian Village that was located at Savikko Park.			
B. Partner with tribal, governmental and other organizations on projects that highlight the area's unique cultural and natural history.			
C. Expand the historic districts and use the designation to preserve the character of an individual structure or neighborhood where there is historic, architectural, cultural, and/or geographical significance to Douglas.			
D. Encourage the maintenance of and public informational signs about the cemeteries along Douglas Highway.			



**Goal 4.2:** Foster economic growth through arts, culture, creative industries and integrated art that celebrates the diversity of our community and our cultural heritage.

ACTIONS	IMPLEMENTING PARTNERS	TIMEFRAME	RESOURCES
A. Promote and grow local events such as Gold Rush Days, Douglas Fourth of July and the Christmas Tree Lighting, and create additional events such as “A Taste of Douglas” that appeal to visitors and residents.			
B. Develop and advertise historic preservation opportunities.			
C. If Mayflower Island is transferred from the federal government, subsequent development should be encouraged to be small scale.			
D. Provide information on how to incorporate local arts into site development and building design and encourage new developments and substantial renovations to do so.			
E. Develop a mapping and signage system for arts, creative, cultural and historic resources. Consider implementing QR codes and utilizing apps and mobile friendly websites to take advantage of changing technologies.			

**Goal 4.3:** Support community well-being through cultural and artistic activities that celebrate diversity and promote inclusivity.

ACTIONS	IMPLEMENTING PARTNERS	TIMEFRAME	RESOURCES
A. Use public forums and outreach, including the Douglas Community website, to advertise and educate the community about art, music and cultural activities.			
B. Support partnerships between artists, artistic programs, and cultural organizations.			



## SUSTAINABLE AND GREEN COMMUNITY

**Goal 5.1:** Sustain economic viability and growth by promoting rehabilitation and reinvestment in existing infrastructure and buildings.

ACTIONS	IMPLEMENTING PARTNERS	TIMEFRAME	RESOURCES
A. Support preservation and re-use of existing housing to improve and expand the housing supply.			
B. Incentivize redevelopment and renovation of aging properties through tax abatement and revolving loans.			
C. Expand existing or create a new locally funded program for rehabilitation and restoration of housing units within historic buildings.			

**Goal 5.2:** Promote access to renewable energy sources, efficiency and new technology that is reliable and affordable to all people.

ACTIONS	IMPLEMENTING PARTNERS	TIMEFRAME	RESOURCES
A. Implement an EV charging permit program and provide EV charging facilities at CBJ facilities, Heritage Park, and the top of Cordova Street. Encourage or require EV charging facilities in commercial and multi-family developments.			
B. Promote the Douglas Public Library as an information and technology hub of Douglas.			
C. Work with business owners on practical recycling and packaging practices.			
D. Develop incentives and programs to encourage energy efficiency and conservation in both new construction and renovations.			

**Goal 5.3:** Preserve the natural, undeveloped area above 5th Street.

ACTIONS	IMPLEMENTING PARTNERS	TIMEFRAME	RESOURCES
A. Re-designate the Land Use category of approximately 17 acres of CBJ-owned parcels abutting the 6th Street right of way from Ultra-low Density Residential to Conservation Area or Natural Area Park.			



**Goal 5.4:** Identify, promote, and encourage proactive solutions and innovations to address the effects of climate change on Infrastructure and life in Douglas.

ACTIONS	IMPLEMENTING PARTNERS	TIMEFRAME	RESOURCES
A. Encourage solutions to minimize/address water runoff in major rain events.			
B. Study, plan and implement measures to mitigate the impact of landslides, mudslides, and avalanches in Douglas.			
C. Research, promote and incentivize the use of climate change mitigation ideas such as light colored roofs that reflect heat back out to space.			
D. Encourage and incentivize energy efficient construction such as LEED certified buildings.			
E. Encourage recycling and composting by facilitating drop-off points in Douglas.			
F. Explore and encourage the feasibility of wind, tidal, solar and other non-polluting technologies in Douglas.			



# APPENDICES

- Acronyms
- Maps
- Steering Committee Mapping Exercise
- Traffic Calming
- Glossary
- Public Comments
- Adopting Ordinance



## ACRONYMS

DD/WJ	Downtown Douglas / West Juneau
CBJ	City and Borough of Juneau
Comp Plan	Comprehensive Plan
DIA	Douglas Indian Association
APA	American Planning Association
ACS	American Community Survey
CIP	Capital Improvement Project
CPTED	Crime Prevention Through Environmental Design
JPD	Juneau Police Department
QR	Quick Response
EV	Electric Vehicle
LEED	Leadership in Energy and Environmental Design

## MAP 6: DOWNTOWN DOUGLAS/WEST JUNEAU NEIGHBORHOODS



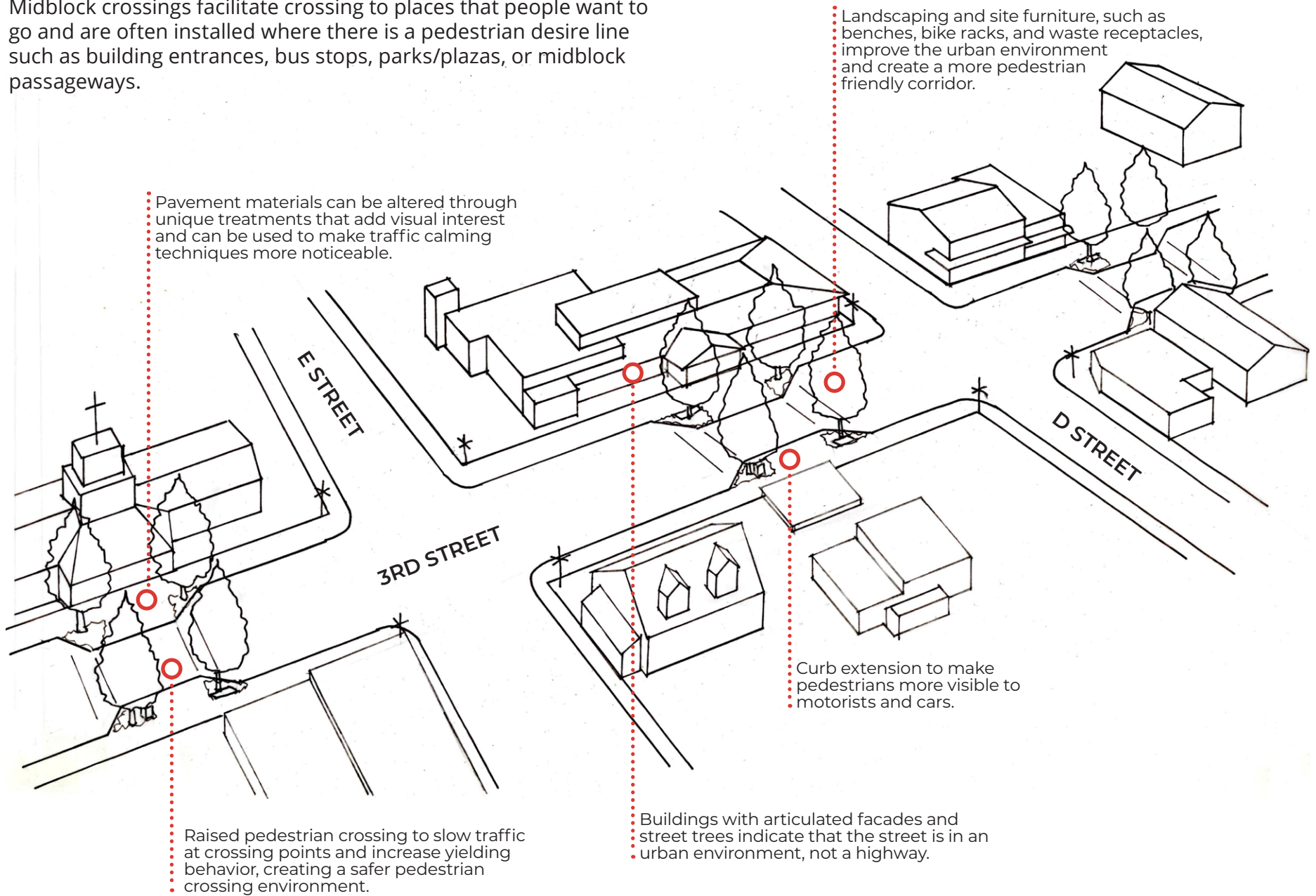
## MAP 7: CURRENT TRAIL MAP





## TRAFFIC CALMING: EXAMPLE OF MIDBLOCK CROSSINGS

Midblock crossings facilitate crossing to places that people want to go and are often installed where there is a pedestrian desire line such as building entrances, bus stops, parks/plazas, or midblock passageways.





## TRAFFIC CALMING: EXAMPLE OF CONVENTIONAL CROSSINGS

Conventional crossings are crosswalks at intersections. These should be designed to offer as much comfort and protection to pedestrians as possible. Best practices include keeping them as compact as possible and facilitating eye contact by moving pedestrians directly into the driver's field of vision.

