

ASSEMBLY COMMITTEE OF THE WHOLE AGENDA

August 28, 2023 at 6:00 PM

Assembly Chambers/Zoom Webinar

Assembly Committee of the Whole Worksession - No Public Testimony will be taken.

https://juneau.zoom.us/j/95424544691 or 1-253-215-8782 Webinar ID: 954 2454 4691

A. CALL TO ORDER

B. LAND ACKNOWLEDGEMENT

We would like to acknowledge that the City and Borough of Juneau is on Tlingit land, and wish to honor the indigenous people of this land. For more than ten thousand years, Alaska Native people have been and continue to be integral to the well-being of our community. We are grateful to be in this place, a part of this community, and to honor the culture, traditions, and resilience of the Tlingit people. *Gunalchéesh!*

C. ROLL CALL

- D. APPROVAL OF AGENDA
- E. APPROVAL OF MINUTES
 - 1. December 19, 2022 Assembly Committee of the Whole DRAFT Minutes

F. AGENDA TOPICS

- 2. Science of a Jokulhaup Mendenhall River Flooding Event 8/5/23 (No packet materials but a presentation will be given at the meeting.)
- 3. Telephone Hill Planning Process
- <u>4.</u> Hazard Mapping Update <u>Click Here for a link to the online webpage for the Landslide & Avalanche Map materials.</u>

5. AEL&P Update

(Clerk's Note: Due to travel schedules, AEL&P will provide paper copies of their presentation to the Assembly and the public at the COW meeting. Electronic copies will be posted to the online agenda packet under "Supplemental Materials" by Monday, August 28.)

G. NEW BUSINESS

- H. UNFINISHED BUSINESS
- I. STAFF REPORTS
- J. NEXT MEETING DATE September 18, 2023; 6:00p.m.
- K. SUPPLEMENTAL MATERIALS
 - 6. RED FOLDER Suicide Basin Brief
 - 7. RED FOLDER Suicide Basin Presentation to Assembly COW
 - 8. RED FOLDER Science Panel Drainage Ideas
 - 9. RED FOLDER AEL&P Energy Update
- L. ADJOURNMENT

August 28, 2023 Assembly Committee of the Whole

ADA accommodations available upon request: Please contact the Clerk's office 36 hours prior to any meeting so arrangements can be made for closed captioning or sign language interpreter services depending on the meeting format. The Clerk's office telephone number is 586-5278, TDD 586-5351, e-mail: <u>city.clerk@juneau.gov</u>.

ASSEMBLY COMMITTEE OF THE WHOLE WORKSESSION DRAFT MINUTES



December 19, 2022 at 6:00 PM

Assembly Chambers/Zoom Webinar/YouTube Livestream

https://juneau.zoom.us/j/95424544691 or 1-253-215-8782 Webinar ID: 954 2454 4691

Assembly Committee of the Whole Worksession-no public testimony will be taken.

A. CALL TO ORDER

Deputy Mayor Maria Gladziszewski called the meeting to order at 6:05p.m. following the brief resolution of some technical difficulties.

B. LAND ACKNOWLEDGEMENT

Mayor Beth Weldon provided the following land acknowledgment: We would like to acknowledge that the City and Borough of Juneau is on Tlingit land and wish to honor the indigenous people of this land. For more than ten thousand years, Alaska Native people have been and continue to be integral to the well-being of our community. We are grateful to be a part of this community, and to honor the culture, traditions, and resilience of the Tlingit people. *Gunalchéesh*!

C. ROLL CALL

Assemblymembers Present: Maria Gladziszewski, Michelle Hale, Greg Smith, Christine Woll, Carole Triem, Alicia Hughes-Skandijs, Wade Bryson, and Mayor Beth Weldon.

Assemblymembers Absent: 'Wáahlaal Gíidaak

Staff Present: City Manager Rorie Watt, Deputy City Manager Robert Barr, Municipal Attorney Robert Palmer, Municipal Clerk Beth McEwen, Deputy City Clerk Andi Hirsh, Port Director Carl Uchytil, Eaglecrest Manager Dave Scanlan, and Tourism Manager Alexandra Pierce

- D. APPROVAL OF AGENDA approved as presented.
- E. APPROVAL OF MINUTES
- 1. May 2, 2022 Assembly COW Draft Minutes
- 2. December 11, 2022 Assembly Retreat Draft Minutes

Ms. Hale said that she has minor edits to the minutes of both the May 2, 2022 COW Meeting and the December 11, 2022 Assembly Retreat and she will share those with the Clerk for correction. *Hearing no objection, the minutes of as corrected by Ms. Hale were approved by unanimous consent.*

F. AGENDA TOPICS

3. Gondola Revenue Sharing Agreement

Ms. Gladziszewski noted that this was introduced at the last Assembly meeting and it was referred to COW and is scheduled for public hearing at the January 9, 2023 Assembly meeting. The Eaglecrest Board has not yet had a chance to review the final agreement but has approved the general framework. She noted that the critical pieces are found on page 6 of the contract with respect to the Revenue Sharing Agreement.

Mr. Watt explained the process that has happened so far. He noted that Eaglecrest Board Chair Mike Satre was present if they have questions of staff, the Eaglecrest Manager or the Eaglecrest Board before this matter goes to public hearing.

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Section E, Item 1.

Ms. Gladziszewski said that she discussed this with Mr. Satre earlier and he had said that the Eaglecrest Board conceptually agreed to this but they had not seen the draft agreement until this packet came out. She invited Mr. Satre to come forward to provide any additional information and answer questions from the Assembly.

Eaglecrest Board Chair Mike Satre stated that they did in fact only get to see this document when the COW packet was published. They have seen the back-end information prior to that and Mr. Scanlan has been providing the board with information along the way throughout the process. He said that the next Eaglecrest Board meeting is the first Thursday in the new year on January 5, 2023 and they will be reviewing and acting on the ordinance and agreement at that meeting since it is in alignment with the Assembly meeting scheduled on January 9.

Staff and Mr. Satre answered a number of questions posed by Assemblymembers about the summer operations at Eaglecrest in general, the proposed agreement specifically with respect to revenue sharing, public records procedures regarding confidential documents, as well as which entities would be in control of pricing and the business model, especially with respect to preferential hiring practices of tribal members vs. federal, state, and CBJ Charter and Code prohibitions for discrimination of particular classes of individuals.

<u>Amendment #1</u> by Carole Triem to strike Section #13 on packet pg. 30, pg. 11 of the agreement **Equal Employment Opportunity** and asked for unanimous consent.

Ms. Triem said that she discussed this with Mr. Palmer earlier in the day and was informed that this is standard boiler plate for many contracts on federal grants. She said that removing this would not change anything in the outcome of how this works so she recommends they strike the language from paragraph #13 to ensure there is no confusion.

Ms. Hale objected for purposes of a question. She asked Mr. Palmer if there were transgender applicants and Goldbelt was in charge of hiring and didn't want to hire that individual, she asked if removing this paragraph would remove protections for those sorts of employment decisions.

Mr. Palmer noted that they should look at the framework in which this agreement is being made. If this agreement is adopted by both parties, Goldbelt and the Assembly, they should consider it as Goldbelt would be loaning \$10,000,000 to CBJ and CBJ would be the one hiring people or not.

Additional discussion took place on why the language was included in the first place and why it may need to be removed from the document.

Mr. Palmer stated that the Alaska Supreme Court has had a chance to rule on the question of municipal hiring preferences, specifically to Alaskan Natives and the Alaska Supreme Court concluded that hiring preference violated the Alaska Constitution and thus it is illegal for governments to do in Alaska. We, as the municipality, would be prohibited from having a hiring practice for Alaskan Natives.

Roll Call Vote on Amendment #1

Yeas: Ms. Triem, Ms. Hughes-Skandijs, Ms. Woll, Mayor Weldon Nays: Mr. Bryson, Mr. Smith, Ms. Hale, and Ms. Gladziszewski

Motion failed 4 Yeas : 4 Nays

<u>Amendment #2</u> by Ms. Hughes-Skandijs to strike from the first Whereas clause on page 1 of the Ordinance 2022-63 the following language: "and other associated amenities, facilities, and visitor attractions; and" so that the first Whereas clause ends on line 10 after the words "gondola system."

Ms. Hughes-Skandijs then spoke to her motion. As an Assembly, they have voiced concerns about having a more thorough public process before making assumptions with respect to Eaglecrest Summer Operations and it is disingenuous to have language in this ordinance that expects a lot more amenities without first have a more thorough public process related to those plans.

Objection by Mr. Smith. He said that while he understands Ms. Hughes-Skandijs point, to make a business case for the gondola, you need to have some things for people to be able to in conjunction with that.

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Additional comments were provided by Assemblymembers in favor of and against the amendment.

Mr. Palmer noted that nearly identical language is included on page 2 of the proposed agreement in the whereas clause under section B.

Mr. Bryson objected to the amendment.

Ms. Woll spoke to the need to continue to engage with the public in significant ways as they move forward with making plans towards summer operations at Eaglecrest.

Ms. Hughes-Skandijs said that she does not want to derail the process for the gondola, nor this agreement and even though she was on the losing side of the initial vote to purchase the gondola, she is in support of it since that was the will of the body. However, she spoke to the rush of the process in the early stages and the fact that there were comments made at that time that once the purchase had gone through, more public process would occur in the future. She is just asking the Assembly to slow down and ensuring that public process actually occurs.

Mr. Smith said that as the former Chair of Eaglecrest Summer Operations Task Force (ESOTF) they discussed with staff when that process would take place. It was decided that it would happen once an agreement with Goldbelt was in place. The ESOTF was not extended but he would like staff to let the Assembly know when, where, and how the public process will be happening once the agreement is approved and signed.

Roll Call Vote on Amendment #2

Yeas: Ms. Triem, Ms. Hughes-Skandijs Nays: Ms. Woll, Mayor Weldon, Mr. Bryson, Mr. Smith, Ms. Hale, and Ms. Gladziszewski

Motion failed 2 Yeas : 6 Nays

Mayor Weldon said that she believes that she just heard Mr. Smith volunteer to serve as the chair of a new Eaglecrest Summer Operations Task Force.

MOTION by Mayor Weldon to forward Ordinance 2022-63 to the Assembly for public hearing and asked for unanimous consent. *Hearing no objections, the motion carried.*

4. Docks & Harbors Land Management Code Update

Mr. Uchytil spoke to the Docks & Harbors Land Management code and that they struggled with issues related to retaining or selling tidelands. He spoke to the process that this went through both at the Docks & Harbors (D&H Board) meetings but also with the Assembly Lands, Housing, and Economic Development (LHED) Committee. Mr. Uchytil noted that this past summer D&H had several requests for land action. The D&H board then dove into Title 85 to see what the board was supposed to be doing and executing on behalf of the Assembly.

Mr. Uchytil said that they found out that they were deficient in that they did not have a Docks & Harbors Land Management Plan. To cure that, they have been working with the Law Department on this. One of the options that was proposed was to include the D&H Land Management Plan in the overall CBJ Land Management Plan which seemed like a good compromise. They worked with Law on that and struggled with some of the language with respect to the mission of the board in retaining or selling tidelands. The language that the board fell on was the same language that was already in Title 85. He said that what the board has struggled with was being guided by these principals and whether it is a recommendation or absolute. He noted that packet page 40, the language that was drafted by the Law Department was accepted by the board and the board wanted to make the following change as follows:

(4) Tidelands Property under the jurisdiction of docks and harbors should be leased only for specific waterdependent and water-related uses and not sold;.

Mr. Uchytil said that was brought to the LHED Committee and that committee in September or October and LHEDC referred the matter to the COW.

He then proceeded to answer questions from Assemblymembers about this proposed change.

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Mr. Smith asked about that subsection change that was requested by the Docks & Harbors Board. He asked if there were any non-tideland properties under the jurisdiction of the D&H Board that shouldn't be leased for specific water dependent and water related uses? Should the general guiding principal to the D&H Board be that all the properties under D&H jurisdiction should not be sold?

Mr. Uchytil said that language was put in the ordinance by the board and he's not sure if he should be weighing in on their policy decisions. He did comment that the vast majority of property managed by D&H does adjoin tidelands. He said that are some odd cats and dogs parcels away from the water that D&H manages.

Mayor Weldon asked if it would make sense for those odd cats/dogs parcels to come back to being managed by the Lands Division instead of D&H or if it makes sense for them to maintain jurisdiction.

He said there are some oddity areas such as uplands in Tee Harbor. He said it would be wise to look at all the properties in totality during the next review of the CBJ Lands Management Plan and he would question why they need to be under D&H management.

Assemblymembers asked Mr. Palmer about the language use and asked about the "should sell" or should not be sold language and how the language in the draft ordinance gives policy direction on retaining or disposing of tidelands.

Mr. Palmer said that this draft would outline the guidelines for retain or dispose of tidelands or uplands. He said that if Assembly wants more discretion in the future, he would recommend they may wish to strike the last few words on page 4 of the ordinance under line 17 "and not sold;." He said that if the Assembly wants to make other changes to the Land Management Plan designation for D&H parcels from "retain" to "retain/dispose." That would give the Assembly the maximum discretion if that is a goal that they want to have. If they don't want that goal, this language is fine and the Land Management Plan can be adjusted if/when a request comes in. He noted that all land sales are required to be done by ordinance so they can weave their way through the different pieces of code as needed.

Ms. Gladziszewski said that she would be included to leave it as is. It doesn't say "shall" but rather "should" which gives them general guidance. If they are concerned that something will never be able to be sold, this shouldn't be a concern.

Mr. Smith expressed his concerns.

MOTION by Mayor Weldon to move Ordinance 2022-48 to the full Assembly (including the highlighted changes by the Docks & Harbors Board) and asked for unanimous consent. *Hearing no objection, the motion carried.*

5. Assembly Goals

Mayor Weldon thanked Assemblymember Woll for her work on this project.

MOTION by Mayor Weldon to approve the draft 2023 Goals to the Assembly for adoption.

Ms. Hughes-Skandijs asked about the differences under the Housing Goal between D & A and whether or not those are iterative of each other or if they see a big difference there.

Ms. Woll said that in her mind, she made them separate because "A" was about improving the code and "D" was about how we manage the land.

Mayor suggested any changes could be discussed amongst those two and brought back for amendment at the Assembly. Ms. Hughes-Skandijs said that she was satisfied with Ms. Woll's response.

<u>AMENDMENT #1</u> by Mr. Smith under Economic Development Goal 2, Item G to include "commercial downtown property" rather than just "downtown property." He said that he wants to focus on things such as apartments vs. just the single-family types of residences.

Objection by Mr. Bryson who spoke to his objection.

Mayor Weldon asked if Mr. Smith is referring just to commercial downtown properties or if this is solely for commercial downtown residential properties. Mr. Smith clarified that it is all commercial downtown properties.

Roll Call Vote on Amendment #1

Yeas: Mr. Smith, Ms. Woll, and Mayor Weldon Nays: Ms. Hughes-Skandijs Ms. Triem, Mr. Bryson, Ms. Hale, and Ms. Gladziszewski

Motion failed 3 Yeas : 5 Nays

MOTION by Ms. Woll to strike Goal 2.G as she doesn't know what that meant without Mr. Smith's amendment.

Objection by Ms. Hale and Ms. Hughes-Skandijs. Additional discussion took place and Ms. Woll removed her motion.

There being no further amendments or objection, the draft 2023 goals were referred to the Assembly for public comment and adoption.

6. Cruise Ship Dock Waterfront Planning

Mr. Watt explained that the memo in the packet is recommending that the COW forward an appropriation of \$200,000 of Port Development Fees to the full Assembly for the purpose of planning the optimal location of a cruise ship dock at the subport. He said that he firmly believes that CBJ taking the planning lead is in the best interests of the port, Juneau and the cruise ship industry. He noted that the USCG is working on a plan to homeport an icebreaker in Juneau.

He went for a trip down memory lane and found a memo that he wrote in 2019 when the mental health trust put the subport property up for sale. They had many conversations with cruise ship industry via CLIAA collectively and CLIAA supported CBJ taking the lead in the port planning activity. He said they all know what happened after that. They were competing against all private businesses and CBJ came in dead last in the competitive bid process. The fact that we came in that far behind explains the value of a cruise ship dock to the industry. He said the public will have a lot of questions about a 5th dock and whether a 5th dock is good for the community. He said it is in the public's interest that CBJ take the lead in planning for that dock and for the USCG. The \$200,000 will be a start but it will be more expensive than that and he suggested the Port Director put in a request for Passenger Fees to be used for additional costs associated with that. He said there are a lot of motivated people who want to be involved with this.

Mr. Smith asked what would happen to the uplands vs. what happens with respect to the 5th cruise ship dock. Mr. Watt said he is just speaking to the tidelands portion and not the uplands. He said that CBJ is uniquely situated to work/collaborate with the USCG and Huna Totem and that should be done in a coordinated way within the public eye.

Mayor Weldon asked if the funding amount needs to be more. Mr. Watt said that it will be a large amount of money but that \$200,000 is a good start on the process. He noted they will have a better understanding of the amounts needed as they get into it further. He spoke to the public process when CBJ built its cruise ship docks and thinks a similar thing will continue on in this location.

Ms. Triem asked about the USCG and how we ended up with the 16b project, she asked if they have signed onto this with Huna Totem.

Mr. Watt said no, the USCG has not signed onto anything yet. There are a lot of port security and navigation issues, efficiency uses of the waterfront and anticipates they will likely be working closely with Senator Sullivan's office to make sure the community is heard.

Mr. Bryson asked if what he is doing is to try to figure out where "a" cruise ship dock would go, not necessarily that CBJ will build the dock in a particular area. Mr. Watt said the reason for this is if a dock is built, this process will help determine the best location for a potential cruise ship dock.

Ms. Hale asked about the communications with the USCG.

Mr. Watt explained the process that has occurred with the USCG. They had been speaking with NCL but when things transferred to Huna Totem, USCG stopped working with Huna Totem. CBJ has not had discussions with USCG but Sen. Sullivan is keenly involved with bringing an ice breaker to AK and conversations with the USCG will likely happen but he also anticipates they will be fairly complicated.

Additional discussion took place regarding the USCG ice breaker and the complexities of what that might look like and how planning might take place.

Ms. Hughes-Skandijs said that she appreciates that Mr. Watt dug out the 2019 memo that he included in the packet. With respect to discussion re: public process, she said they should talk about the Long-Range Waterfront Plan (LRWP) and they need to discuss if there 'should' be a dock in that location. In speaking of accelerated efforts, she noted that it is not a done deal as to whether there will or will not be a dock in that location and she agreed that there are good reasons for CBJ to get involved. She spoke to the role of CBJ in weighing public process vs. approving this appropriation. Line from his 2019 memo that "the community should not be put in the position of reacting to an investor."

Ms. Woll said that since the USCG is not at the table yet, but maybe Huna Totem can speak to their interest in this.

Mr. Watt said that Huna Totem is keenly interested in what we are doing and interested in how long a process this might take and how long it might take.

Ms. Woll said that she asked her question wrong. She asked if Huna Totem is supportive of CBJ taking on this role? Mr. Watt we would need to ask them that question but they are probably a little uncomfortable.

Ms. Gladziszewski said that we have been hearing from NCL for two years. She said that she believes the city should be involved in the process of waterfront planning. Her questions were: 1) Why we are just now doing this now and not 2 years ago? And 2) What does the timeline affect what Huna Totem expected to do?

Mr. Watt said that when we lost the bid for the property, we laid out the process of and defined what we would do. CBJ did everything it said it would do:

- 1) The Assembly decided that it would sit in decision making role rather than in the role of hearing any appeals if appeals were filed;
- 2) They decided to amend the LRWP so that Title 49 would not be a vehicle for any decisions so that rather than having this dock at the subport go to the Planning Commission with a question of "Is a dock permittable" but rather the question would be "Is a dock good for the community"
- 3) As a community, we did the Visitor Industry Task Force (VITF) and set out a road map to come up with what the community wants and needs on visitor industry management.

He said that he would strongly assert that CBJ did everything that it said it would do in a timely manner and were not delayed by the pandemic. He said that whether NCL was delayed due to the pandemic is a fair question and in the time that NCL has had the property, they have been difficult to pin down. They told CBJ for years that they had an agreement with the USCG but nothing in writing. He noted that NCL had a lot of staff turnover during this time. They conveyed the property to Huna Totem this fall. He said that he doesn't know what NCL or Huna Totem's intentions have been but CBJ has consistently been part of this process.

Additional discussion took place regarding the timing and the roles of the entities involved. Mr. Watt said that all along NCL asserted that they were in communication with USCG and that wasn't the case. He said CBJ now has to look at the USCG now planning to homeport an icebreaker in Juneau and those are big game changers.

He continued to answer questions from the Assembly about the roles of the entities involved and next steps for the whole waterfront/port planning process.

December 19, 2022 Assembly Committee of the Whole Worksession - DRAFT Minutes Page 7 of 7

MOTION by Mayor that they forward an appropriation ordinance, up to \$300,000 of the port development fees to the Assembly for the purpose of planning an optimal location of a cruise ship dock at the subport.

Ms. Woll said is supportive of the motion but only in the circumstance that the parties we are talking about are willing to work with us, otherwise, this is not useful. She said that while she supports moving this to the Assembly, she will want some additional communications from staff that the USCG and Huna Totem are willing to work with us on this.

Ms. Hughes-Skandijs said that she is fine sending this to the Assembly but will have conversations with staff as she is not sure she will support the ordinance when it comes before the Assembly.

Other members expressed wanting to hear more information about this from staff as it goes through the Assembly process.

Hearing no objections, the motion passed by unanimous consent.

7. Hazard Mapping - Information Item

Mr. Watt said that there was a substantial information session at the November 7, 2022 COW and asked a number of questions but also passed a motion to send it on to the Planning Commission. The answers to the questions are included in the memo in the packet and since they already passed a motion at the November 7 meeting, there was no action needed at this time.

8. Additional Item from Mr. Bryson

Mr. Bryson said he was invited by the Downtown Business Association (DBA) to attend the Main Street USA Conference. He said that DBA has offered to pay for his lodging and the course and he will take care of any other expenses, but he was asking for the Assembly's approval for his attending and letting DBA pay for those expenses.

He noted that one of the responsibilities would be that he provides a report back to the Assembly on the conference. Hearing no objection, the Assembly approved Mr. Bryson's attendance and DBA's financial support.

Mayor Weldon recommended that Mr. Bryson also check with APOC before he proceeds.

G. NEXT MEETING DATE

8. Next Meeting Date-January 23, 2023

H. SUPPLEMENTAL MATERIALS

I. ADJOURNMENT

ADA accommodations available upon request: Please contact the Clerk's office 36 hours prior to any meeting so arrangements can be made for closed captioning or sign language interpreter services depending on the meeting format. The Clerk's office telephone number is 586-5278, TDD 586-5351, e-mail: city.clerk@juneau.org.



Engineering and Public Works Department 155 South Seward Street Juneau, Alaska 99801 Telephone: 586-0800 Fax: 586-4565

August 24, 2023

<u>MEMO</u>

- To: Maria Gladziszewski, Chair, Committee of the Whole and Members
- CC: Rorie Watt, City Manager
- From: Nick Druyvestein, Project Manager

RE: Telephone Hill: Phase 1 Update

Telephone Hill was conveyed from the State of Alaska to The CBJ on March 21, 2023. The site consists of 1.73 Acres as the Transit Center, Park, Garage, & Shoppers Lot all located on one property and also 2.47 Acres as 13 Residential units on 3 ROWs and 19 properties. On June 12, 2023, the CBJ contracted with First Forty Feet for planning and design services for Phase 1 of a Telephone Hill Redevelopment Study.

In the first phase of the project, the primary focus was in project orientation, records research, and initial public outreach. CBJ and First Forty Feet identified existing site conditions such as utilities, accessibility, current uses, and historic significance which are key pieces of information in crafting a development plan. Initial public outreach included Stakeholder meetings and a Public Open House which were held on July 26th. The objective of these outreach meetings was to determine public needs that could be satisfied by future development of Telephone Hill. The following slides provide additional information regarding public feedback received as part of the Phase I public outreach.

Section F, Item 3.



CITY OF JUNEAU Telephone Hill: Phase I Update









Telephone Hill Update

Topics:

- Project Introduction (Nick D)
- Project Scope & Timeline
- Existing Conditions Summary
- Stakeholder and public meetings(James B)
- Consultant presentation public meeting results
- Next Steps (Nick D)

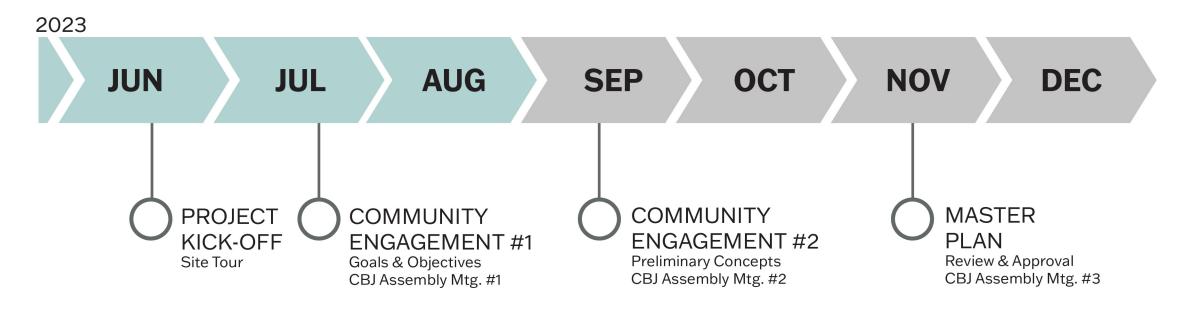




Project Timeline

Phase 1:Phase 2:Project OrientationMaster Plan and Concept Engineering

Research | Existing Conditions | Opps & Cons Survey | Project Vision | Programming | Design Concepts | Master Plan | Infrastructure Design | Cost Estimate







Phase I: Project Orientation Tasks

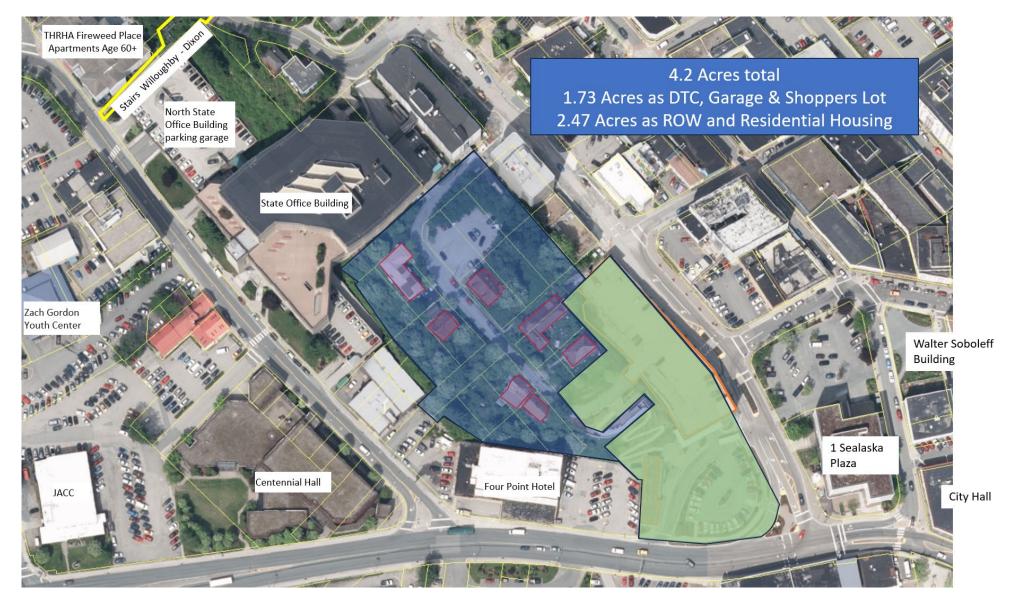
Tasks

- Kick-off & Site Visit Mtg. (date) Complete
- Engagement Plan Complete
- Background Data Analysis In Process
- Survey (complete) & Basemapping (draft)
- Community Engagement #1 complete
- Section 106: Desktop Analysis in process
- Building & Hazardous Materials Survey in process
- Historic Resource Survey in process



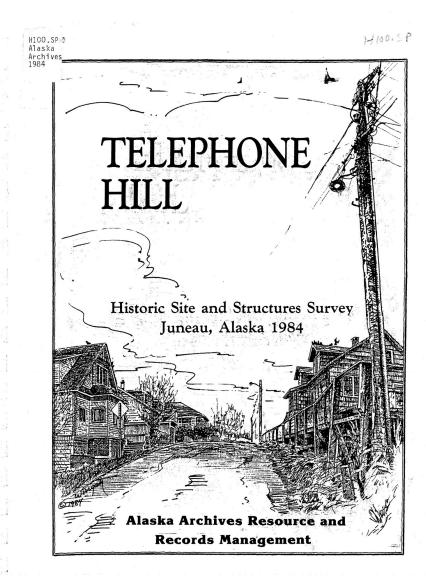


Existing Conditions Summary



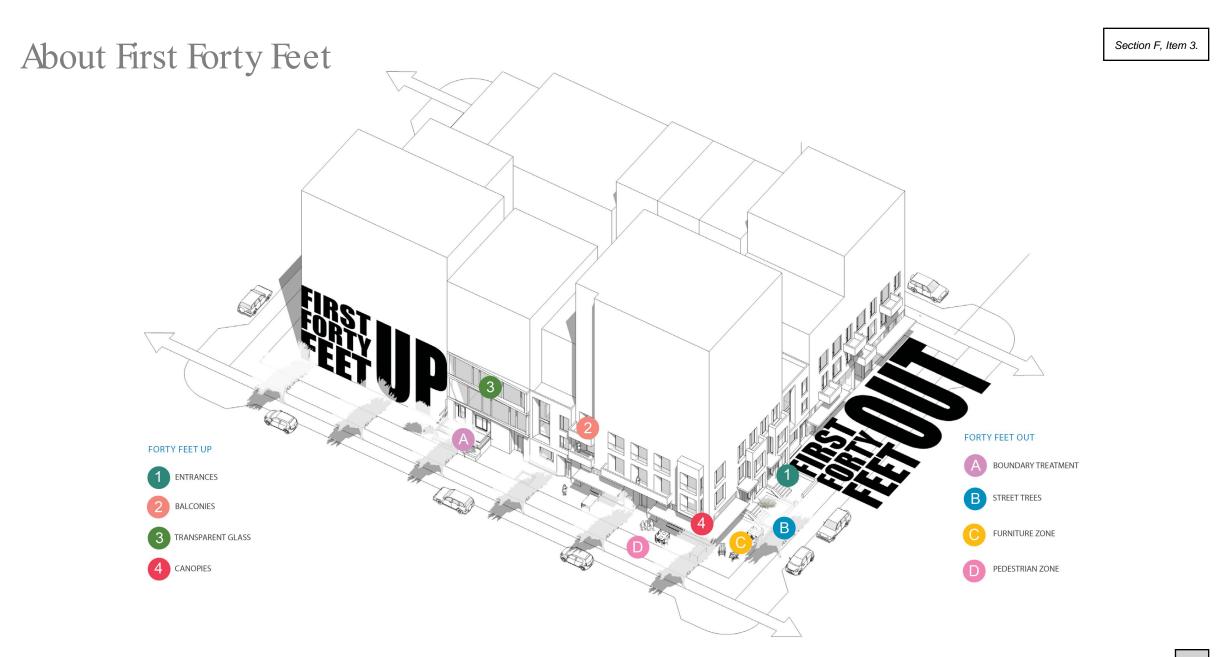
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Historic Section 106 Review



- Project sub consultant, Northern Land Use Research Alaska, is completing Section 106 desktop analysis.
- Futuresite prep or development using state or federal funds requires Section 106 compliance.
- Theredoes not appear to be a federal requirement for Section 106 compliance.

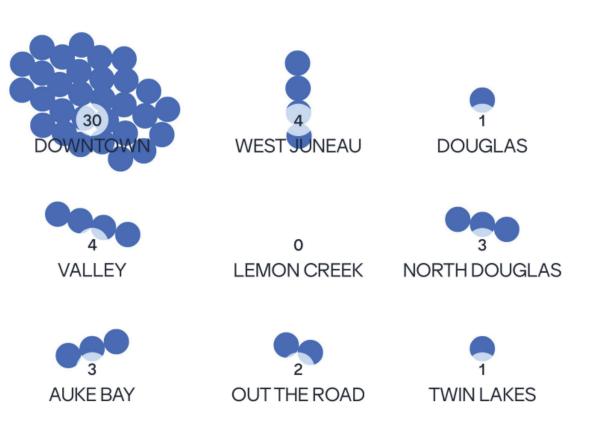






Survey Results

Where do you live?



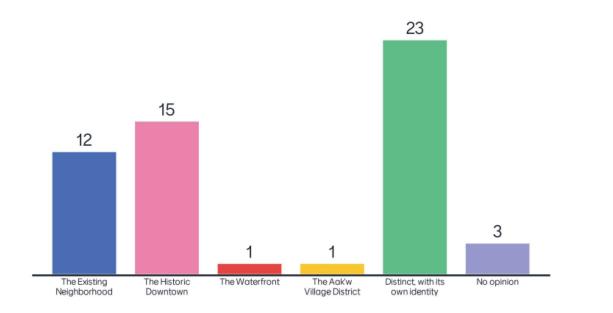
TAKEAWAY

The majority of respondents reside in Downtown Juneau. West Juneau, Valley, and Auke Bay also have notable representation. Other areas like North Douglas, Twin Lakes, and out the road have smaller participant counts, while Douglas and Lemon Creek had limited to no responses.





What would you like to see Telephone Hill as an extension of?



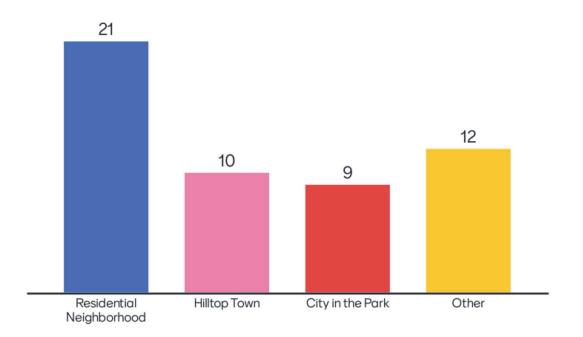
TAKEAWAY

A substantial number of respondents are in favor of Telephone Hill being a distinct place with its own unique identity. Additionally, there is a notable interest in aligning the area with the existing neighborhood and the historic downtown. These results underscore the importance of maintaining a balance between preserving existing elements and fostering new, distinct qualities in the evolution of Telephone Hill's extension.





If Telephone Hill were to have a distinct identity, would it be:



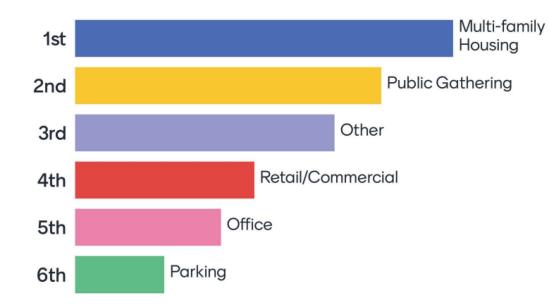
TAKEAWAY

A significant portion of participants envision Telephone Hill as a residential neighborhood, suggesting a focus on maintaining its residential character while potentially enhancing its community feel and adding more housing options. Notably, a number of participants provided alternative ideas, showcasing the breadth of creative possibilities.





Of the following uses the project is considering, please rank in order your preferences:



TAKEAWAY

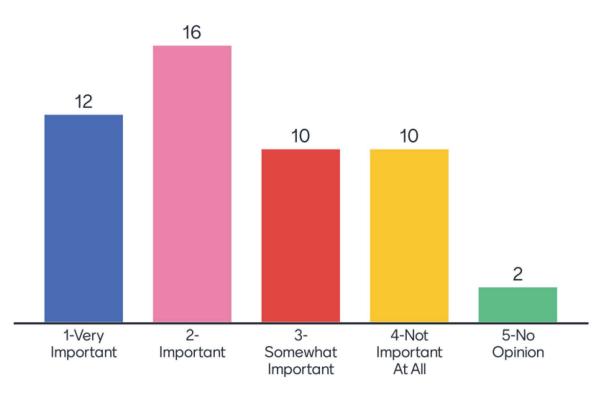
Multi-family housing emerges as the top preference, indicating a strong demand for residential options. Public gathering spaces also garner substantial support, suggesting a desire for communal areas. Notably, office and retail/commercial spaces hold lower rankings, signaling a greater emphasis on residential and communal aspects rather than work or shopping environments.





Section F, Item 3.

How important is it to have Telephone Hill physically connected to other districts?





The findings reveal there is not a consensus about physical connectivity to other districts, but over half do lean towards its importance.







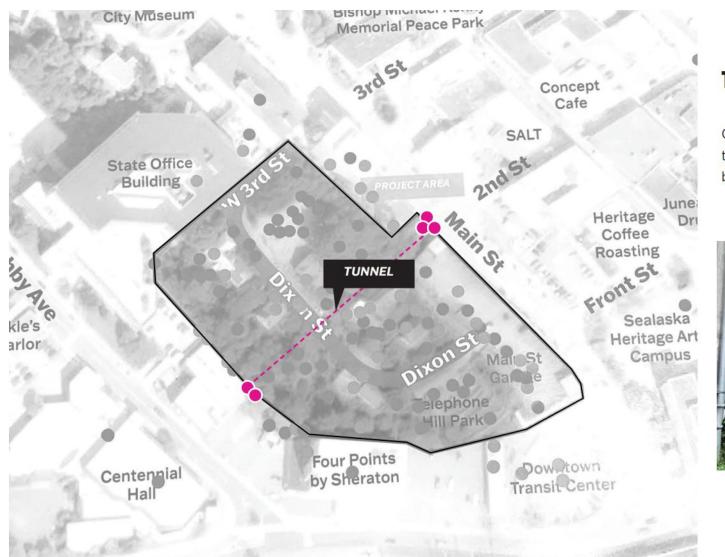
GREEN SPACE

The preservation and enhancement of greenery, trees, and open spaces is a priority for many respondents.









TUNNEL

Community members showed interest in reviving the tunnel as a means of access and connection between districts.









ACCESS

Many participants pointed out access issues to Telephone Hill, particularly from Willoughby Avenue.









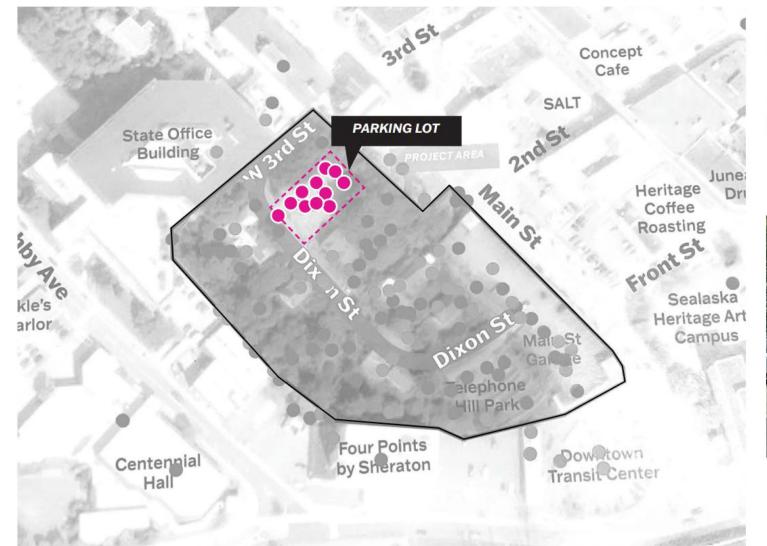
PARKING GARAGE

The parking garage drew in many dots for opportunities and challenges. Some wonder if there is possibility to build housing on top, others are satisfied with the parking it will provide to the redevelopment area.









PARKING LOT

Respondents see this parking lot as an opportunity for more housing or park space.









HISTORIC HOMES

The historic homes are a point of contention, as many see their historic significance as important to preserve, and others see this as a challenge to the City's goal of providing more housing on the site.







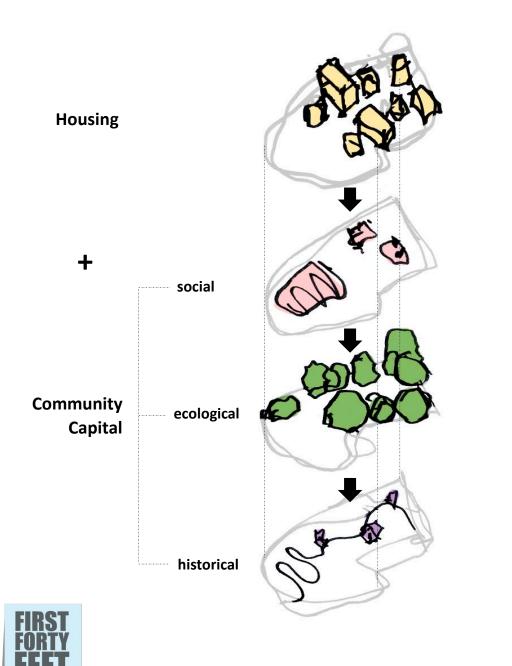
RESULTS SUMMARIZED

- Establishing a **distinct identity** for Telephone Hill gains significant support.
- A residential neighborhood is desired with more housing options.
- Specifcally, **multi-family housing** garned the top response for uses on Telephone Hill.
- The participants prioritize the creation of more green spaces and public gathering areas.
- Active transportation methods such as walking and biking are highly valued.
- A notable issue is **access** to Telephone Hill and connection to other districts, with some bringing back the idea of the tunnel.
- A community-focused approach to redevelopment is requested, which may elevate the challenges around resistance.
- The participants see a need for a long-term vision to strike a balance between preserving historical charm and future development.





Section F, Item 3.



The aspiration for Telephone Hill is to forge an exceptional, vibrant new neighborhood dedicated to housing the people of Juneau; where the fusion of social, ecological, and historical treasures will amplify its character and provide a tapestry of experiences for public enjoyment.

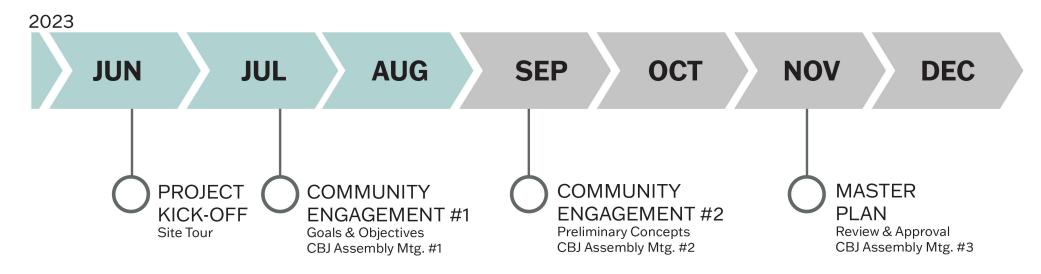


Schedule & Complete Building & Historic Surveys

Scope & Contract Phase II

Phase 1:Phase 2:Project OrientationMaster Plan and Concept Engineering

Research | Existing Conditions | Opps & Cons Survey | Project Vision | Programming | Design Concepts | Master Plan | Infrastructure Design | Cost Estimate







NEXT STEPS



(907) 586-0757 Jill.Maclean@juneau.org www.juneau.org/CDD 155 S. Seward Street • Juneau, AK 99801

August 25, 2023

MEMO

To: Maria Gladziszewski, Chair, Committee of the Whole and Members

CC: Rorie Watt, City Manager

From: Jill Maclean, Director, AICP

RE: An Ordinance Amending the Sensitive Areas Requirements of the Land Use Code Related to Landslide and Avalanche Areas

Helpful Tip

<u>Tetra Tech Technical Memo No. 4</u> provides a "*Guide to Avalanche and Landslide Hazard Designations*". In other words, this memo provides the reader with a foundation towards understanding hazard mapping and its impacts. Staff strongly encourages all interested parties to read it prior to discussion. (Click link above and scroll down to Final Hazard Assessment to find Tech Memo No. 4)

Background

The downtown Juneau avalanche and landslide areas (also referred to as hazard areas) have been studied multiple times since the maps were first adopted in 1987. Over the decades, several attempts were undertaken to update the avalanche and landslide maps to no avail.

The adopted avalanche and landslide maps for downtown Juneau, dated September 9, 1987, are based on maps developed in the 1970s. These low-resolution maps <u>combine landslide and avalanche areas into</u> <u>a single map</u>, which identifies moderate and severe hazard areas. The avalanche and landslide areas cannot be distinguished, resulting in challenges for property owners to obtain property insurance. This lack of distinction also creates challenges for property owners seeking detailed safety information and mitigation options, because avalanche and landslide impacts are different. How and when to update the adopted landslide and hazard maps has been problematic for several decades, it is staff's firm recommendation that the status quo should not be maintained.

With Assembly approval (Resolution Serial No. 2813), staff applied for FEMA grant funding to undertake an update and review of the adopted maps. During the FEMA grant application process, CDD consulted with CBJ Emergency Services, CBJ Lands Division, and the CBJ Engineering and Public Works to determine the highest priority areas for updated hazard assessment based on known threats, critical infrastructure, housing density, and future development needs. Other priority areas not funded include the remaining stretch of Thane Road, Blackerby Ridge to Thunder Mountain, and the western side of Thunder Mountain. If the Assembly chooses, it may direct the City Manager to direct staff to apply for future grant funding for further hazard area assessments.

In 2018, CDD was awarded a grant from the Federal Emergency Management Agency (FEMA) to update these maps with current scientific analysis, and to evaluate avalanche and landslide areas separately. Following a competitive bid process, Tetra Tech Inc. was hired as the contractor.

The project area covered by Tetra Tech Inc. is larger than the currently adopted 1987 maps. Due to the increase in the scope area, approximately 42 properties have been evaluated for the first time, while the remaining properties have been updated. The following chart provides approximate figures on the changes between the adopted and proposed maps for severe areas.

	1987 Adopted Maps	2022 Proposed Maps
Number of properties within the mapped study area	1108	1150
Number of properties within high/severe landslide and	173	381*
avalanche zones		
Number of properties within the 1987 adopted severe	16	N/A
zone, but out of the 2021 proposed high/severe zone		
Number of properties within the proposed 2021	N/A	217
high/severe zone, but out of the 1987 adopted severe		
zone		

* In the previous memo to LHEDC, the number stated was 374. With additional properties on Calhoun Ave., the number is 381.

In August 2021, the Planning Commission (Commission) held a public hearing on the proposed Tetra Tech Inc. avalanche and landslide maps; a draft ordinance and regulations were not proposed at that time, as it was not part of the scope of the project and grant funding. At that time, the Commission forwarded the proposed map with a recommendation to the Assembly for direction on next steps for an appropriate community review and adoption process, including funding for steps which are deemed necessary. The Commission further recommended that new landslide and avalanche hazard mapping and study results should be held without adoption, pending development of associated hazard zone policies and regulations. The Commission also asked for preliminary direction from the Assembly.

In the fall and winter of 2021 to 2022, the Assembly reviewed the Commission's Recommendation, and directed staff to further pursue FEMA grant funding to conduct public outreach, and to work with the contractor to develop additional technical memorandums to address public concerns and consult local avalanche experts.

CDD successfully procured additional FEMA grant funds which resulted in: updates to the avalanche maps; seven technical memorandums to address areas of concern and a user-friendly guide to the hazard designations; and website updates and a mailing to inform the public about the final report and memos. In December of 2022, the Manager presented a preliminary recommendation that was forwarded to the Planning Commission.

On May 23, 2023, the Commission held a public hearing on the proposed maps, and the revised draft ordinance that developed out of the Title 49 Subcommittee and was further reviewed by the

Commission's COW and forwarded to the full Commission for approval (**Attachment A**). At the hearing, the Commission heard concerns from the public, and voiced its own concerns. In the Notice of Recommendation, the Commission recommended the following:

Do not adopt the director's analysis and findings, and do not adopt the proposed ordinance amending the code related to landslide and avalanche areas, and do not adopt the landslide and avalanche area maps. Consider a method of public notification based on the 2022 avalanche and landslide area maps for affected property owners.

The Assembly should note that this recommendation is rather different than what was contemplated at the COW December 19, 2022. Staff reports, minutes, and contractor presentations are available on the CDD Special Projects website at <u>CDD – Project – Landslide and Avalanche Assessment – City and Borough of Juneau</u>. Links to the Commission hearings for August 21, 2021, and May 23, 2023, are available on the city website at: <u>https://juneau-ak.municodemeetings.com</u>. Meeting packets, including agendas, staff reports, and public comments; and a link to watch the meeting via Zoom are available via Municode. For additional information on the public process see **Attachment B**.

Discussion

The Assembly has a difficult decision in determining how best to mitigate hazard areas in Juneau. Recognizing the difficulty in balancing the rights of property owners, the housing crisis, insurance challenges, and public health, safety, and welfare, staff has identified five potential options for the Assembly to consider. The Assembly should take time with this decision and strive to understand why the Commission made its recommendation and the abundant subtlety of the issues.

At the LHEDC meeting on July 17, 2023, the committee voted to eliminate Options 1 and 2; and move forward Options 3, 4, and 5 to the full Assembly for consideration with an additional new Option 6 listed below. The six options have been included so that the full Assembly has context of the Options proposed to date.

Option 1 maintains the status quo. Current, combined avalanche and landslide maps remain in effect, and the current land use code ordinance and regulations remain in effect. Insurance continues to be a challenge to property owners and interested buyers.

Option 2 is the adoption of the Planning Commission recommendation, stated above (Attachment C).

Option 3 repeals the current hazard maps and ordinance, and adopts the Tetra Tech maps and the CDD staff drafted ordinance that was presented to the Commission and not recommended by the Commission. The Commission and the public have voiced concern about this option.

Option 4 repeals the current hazard maps and ordinance, and adopts the Tetra Tech maps and studies as public information only (not adopted into the Land Use Code). No other requirements are included. (Note that this is a variant of the Commission's recommendation).

Option 5 adopts a path developed by staff in response to the concerns raised by the Commission and the public. This option repeals the current maps and current ordinance; and adopts the moderate and severe avalanche areas, and the moderate, severe and high landslide areas developed by Tetra Tech for public information purposes only. Additionally, the CBJ would annually notify the property owners in the moderate and severe avalanche areas and in the moderate, severe, and high landslide areas, and

properties within 500 ft. of these mapped areas for awareness purposes; and requires property owners in the hazard areas to notify renters of the hazards (**Attachment D**). With the addition of a CUP requirement for development greater than a single dwelling unit, this option would be similar to the COW discussion from 12/2022.

Option 6 repeals the adopted maps and ordinance and does not adopt the Tetra Tech maps and study; and does not conduct any public informational outreach.

In closing, we strongly encourage interested parties to read <u>Tetra Tech Technical Memo No. 4</u>.

Attachments

Attachment A: Revised Notice of Decision Planning Commission Dated June 27, 2023

Attachment B: Table of Public Process

Attachment C: Draft Ordinance April 2023 Avalanche and Landslide Areas and Hazard Maps T49 Subcommittee Version

Attachment D: Draft Ordinance June 2023 Avalanche Landslide Areas Staff Version

ATTACHMENT A

Planning Commission

(907) 586-0715 PC_Comments@juneau.org www.juneau.org/community-development/planning-commission 155 S. Seward Street • Juneau, AK 99801



PLANNING COMMISSION NOTICE OF RECOMMENDATION

REVISED

Date: June 27, 2023 Case No.: AME2021 0008

City and Borough of Juneau City and Borough Assembly 155 South Seward Street Juneau, AK 99801

Proposal: Planning Commission Recommendation to the City and Borough Assembly regarding an ordinance amending the land use code related to avalanche and landslide areas, and replacing the avalanche and landslide area maps.

Hearing Date: May 23, 2023

The Planning Commission, at its regular public meeting, amended the analysis and findings listed in the attached memorandum dated May 8, 2023 and recommended the following to the City and Borough Assembly:

Do not adopt the director's analysis and findings, and do not adopt the proposed ordinance amending the code related to landslide and avalanche areas, and do not adopt the landslide and avalanche area maps. Consider a method of public notification based on the <u>1987 adopted hazard</u> maps for affected property owners.

Attachments: March 8, 2023 memorandum from Teri Camery, Community Development, to the CBJ Planning Commission regarding AME20210008.

This Notice of Recommendation constitutes a recommendation of the CBJ Planning Commission to the City and Borough Assembly. Decisions to recommend an action are not appealable, even if the recommendation is procedurally required as a prerequisite to some other decision, according to the provisions of CBJ 01.50.020 (b).

City and Borough Assembly Case No.: AME20210001 June 27, 2023 Page 2 of 2

mandy_cols Mandy Cole, Acting Chair **Planning Commission**

6/27/2023

Date

Alsa Lund

Filed With City Clerk

6/27/2023

Date

Plan Review cc:

NOTE: The Americans with Disabilities Act (ADA) is a federal civil rights law that may affect this recommended text amendment. ADA regulations have access requirements above and beyond CBJ - adopted regulations. Contact an ADA - trained architect or other ADA trained personnel with questions about the ADA: Department of Justice (202) 272-5434, or fax (202) 272-5447, NW Disability Business Technical Center (800) 949-4232, or fax (360) 438-3208.

ATTACHMENT B

Table of Public Process to Date: Hazards Mapping and Ordinance

July 17, 2023	Assembly Lands, Housing, and Economic Development Committee
	Final hazard assessment discussion
June 26, 2023	Assembly Lands, Housing, and Economic Development Committee
	Final hazard assessment discussion
May 23, 2023	Planning Commission regular meeting
	Public hearing on final hazard assessment
April 20, 2023	Planning Commission Title 49 Committee
	Final hazard assessment discussion
April 11, 2023	Planning Commission Committee of the Whole
	Final hazard assessment discussion
March 14, 2023	Planning Commission Committee of the Whole
	Final hazard assessment discussion
November 7, 2022	Assembly Committee of the Whole
	Final hazard assessment discussion
February 14, 2022	Assembly Committee of the Whole
	Draft hazard assessment discussion
September 20, 2021	Assembly Committee of the Whole
	Draft hazard assessment discussion with Tetra Tech Inc.
August 10, 2021	Regular Planning Commission meeting
	Public hearing and presentation of draft hazard assessment with Tetra Tech Inc.
July 21, 2021	Community Development Department Public Meeting
	Presentation of draft hazard assessment with Tetra Tech Inc.
April 12, 2021	Assembly Lands Committee
	Hazard assessment update
September 16, 2019	Regular Assembly Meeting
	Hazard assessment update
August 27, 2019	Planning Commission Regular Meeting
	Hazard assessment update
December 17, 2018	Regular Assembly Meeting
	Appropriation for \$205,000 hazard assessment grant
December 12, 2018	Planning Commission Regular Meeting
	Staff update on hazard assessment grant
December 18, 2017	Regular Assembly Meeting
	Resolution Approved for hazard assessment grant funding
December 4, 2017	Assembly Public Works and Facilities Committee Meeting
	Resolution Recommendation for FEMA hazard assessment grant funding

ATTACHME	ENT C
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Presented by: The Manager Presented: 2023 Drafted by:

ORDINANCE OF THE CITY AND BOROUGH OF JUNEAU, ALASKA

Serial No. 2023 XX

An Ordinance Amending the code related to avalanche and landslide areas and replacing the avalanche and landslide areas maps

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BE IT ENACTED BY THE ASSEMBLY OF THE CITY AND BOROUGH OF JUNEAU, ALASKA:

12 Section 1. Classification. This ordinance is of a general and permanent nature and shall become a part of the City and Borough of Juneau Municipal Code.

Section 2. Amendment of Section. CBJC49.70.300 Avalanche and landslide areas is amended to read:

17 (a) *Generally*.

(1) Development in mapped moderate and severe avalanche and severe landslide areas shall 18 minimize the risk of loss of life or property due to landslides and avalanches. 19

(2) Boundaries of severe avalanche areas will be as shown on the avalanche area maps dated <u>April 27, 2022</u>, as the same may be amended from time to time by the assembly by ordinance.

(3) Boundaries of severe landslide areas will be as shown on the landslide area maps dated 24 25 April 27, 2022, as the same may be amended from time to time by the assembly by ordinance.

(4) Owners and developers shall provide written notice to potential buyers or renters that the property is located in a moderate or severe avalanche area, or a severe landslide area, or both.

(b) Moderate and Severe avalanche areas.

- (1) Notwithstanding any other provision, subdivision other than <u>a lot line adjustment</u>, or a <u>lot consolidation</u>, or development greater than a single-family dwelling within severe avalanche areas shall require a conditional use permit. Lots platted as Public Use Lot(s) must comply with 49.15.422.
- (2) Notwithstanding any other provision, development greater than a single-family dwelling, within the moderate or severe avalanche areas shall require a conditional use permit with site specific engineering for the following: peak drainage, special foundation or high back wall engineering, and debris flow diversion mechanisms. For the purposes of this section, accessory dwelling units are considered development greater than a single-family dwelling.

(3) If a developer disagrees with the boundaries shown on the severe avalanche map, the developer may seek departmental relocation of the boundaries by submitting a site specific study prepared and stamped by a civil engineer licensed in the State of Alaska. Such studies shall include detailed analyses of topography, vegetation, potential snow accumulation, and other factors. The results should indicate actual hazard area boundaries and potential debris flow direction, time, distance and mass. If, in the

opinion of the <u>Director of Engineering & Public Works</u>, the studies clearly establish that the map boundaries are inaccurate and the proposed development is outside a moderate or severe avalanche area, the department shall proceed accordingly.

(4) The commission may require mitigating measures certified as effective by a civil engineer licensed in the State of Alaska for development in moderate or severe avalanche areas. Such measures may include dissipating structures or dams, special structural engineering, or other techniques designed for the site. Mitigating measures may also include reduction in the proposed density, <u>occupancy</u>, or development.

(c) Severe landslide areas.

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- (1) Notwithstanding any other provision, no subdivision other than a boundary line relocation, a lot line adjustment, or a lot consolidation, shall be approved in a severe landslide area. Applications for all other subdivision types shall not be accepted for filing or shall be rejected by the director.
- (2) Notwithstanding any other provision, no development, which is within a severe landslide area shall increase the density of the lot <u>or increase the occupancy of the building</u>; provided, that a single-family dwelling may be constructed on a vacant lot. <u>Accessory</u> <u>dwelling units are not permissible on lots located in a severe landslide area</u>.
- (3) Notwithstanding any other provision, development including a single-family dwelling
 within the severe landslide areas shall require a conditional use permit with site specific
 engineering for the following: peak drainage, special foundation or high back wall
 engineering, and debris flow diversion mechanisms.

(4) The commission may require mitigating measures certified as effective by a civil engineer licensed in the State of Alaska for development in severe landslide areas. Such measures may include dissipating structures or dams, special structural engineering, or other techniques designed for the site. Mitigating measures may also include reduction in the proposed density, occupancy, or development.

(5) If a developer disagrees with the boundaries shown on the severe landslide map, the developer may seek departmental relocation of the boundaries by submitting a site specific study prepared and stamped by a civil engineer licensed in the State of Alaska. Such studies shall include detailed analyses of topography, vegetation, potential snow accumulation, and other factors. The results should indicate actual hazard area boundaries and potential debris flow direction, time, distance and mass. If, in the opinion of the <u>Director of Engineering & Public Works</u>, the studies clearly establish that the map boundaries are inaccurate and the proposed development is outside a severe landslide area, the department shall proceed accordingly.

18 _(d) Warning and disclaimer of liability. Avalanches and landslides may occur outside hazard
19 areas in excess of engineering expectations. The location and severity of the event may be
20 increased by manmade or natural causes. This article does not imply that land outside of
21 designated hazard areas, or uses permitted within such areas, will be free from danger or
22 damage. This article shall not create liability on the part of the City and Borough of Juneau
23 or any officer or employee thereof for any damages that result from reliance of this article or
24 any administrative decision lawfully made under this article.

Section 4. Amendment of Section. CBJC 19.04.R301.9 Geophysical hazards is amended to read:

4 "301.9 Geophysical hazards. In Severe geophysical hazard zones as shown in 5 "Downtown Juneau Landslide and Avalanche Hazard Assessment" dated April 27, 2022, and 6 on the "Moderate and Severe Avalanche Maps and Severe Landslide Area Map", both adopted 7 by ordinance serial no. 87-49, adopted 2023 or when the building official 8 determines that development is proposed in an area similar in nature to those studied in the 9 above referenced documents, and is located outside of the study area, an engineered 10 structural analysis shall be submitted with the permit application. The building official may 11 12 waive this requirement upon presentation of more specific studies prepared and stamped by a 13 civil engineer licensed in the State of Alaska showing the proposed site is not likely to be 14 affected by geophysical hazards."

Section 5. Amendment of Section. Hillside Development CBJ 49.70.210(a)(4) is amended to read:

Any hazard area identified on the avalanche and landslide area maps dated September 9, 1987, <u>April 27, 2022</u> consisting of sheets 1—8, as the same may be amended from time to time by the assembly by ordinance or any other areas determined to be susceptible to geophysical hazards.

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Section 6. Amendment of Section. Definitions CBJ 49.80.120 is amended to read: <u>Accessory dwelling unit (ADU) means a subordinate dwelling unit added to, created</u> within, or detached from a single-family residence, which provides basic requirements for living, sleeping, cooking, and sanitation. The unit may have a separate exterior entrance or an

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2	entrance to an internal common area accessible to the outside. ADUs are not included in the
3	density calculation for a site.
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5	<u>Dens</u> ity means the amount of development per acre permissible on a parcel under the
6	applicable zoning, measured as dwelling units per acre (du/ac).
7	applicable Johnig, measured as awening diffes per dere (da/de).
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10	Section 7. Effective Date. This ordinance shall be effective 30 days after its adoption.
11	Adopted this day of, 2023.
12	
13	Beth A. Weldon, Mayor
14	Attest:
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16	Elizabeth J. McEwen, Municipal Clerk
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ATTACHMENT D

49.70.300 Avalanche and Landslide areas.

(a) Warning and disclaimer of liability. Avalanches and landslides may occur outside mapped hazard areas. The location and severity of the event may be increased by manmade or natural causes. This article does not imply that land outside of mapped hazard areas will be free from danger or damage. This article shall not create liability on the part of the City and Borough of Juneau or any officer or employee thereof for damages that result from reliance on this article or any administrative decision lawfully made under this article.

(b) Generally.

- (1) Boundaries of potential landslide areas are shown on maps dated April 27, 2022.
- (2) Boundaries of potential avalanche areas are shown on maps dated April 27, 2022.
- (3) For the purposes of this article, "hazard" refers to avalanche or landslide.

(c) Public Notice. The purpose of public notice is to reasonably inform interested parties that resources are available for review.

(1) A link to hazard maps and reports will be clearly posted on the City and Borough of Juneau's Community Development Department web site, and remain posted year-round.

(2) In (insert month) of each year, notice of the maps and their links will be:

(A) Mailed to properties within:

(i) Moderate and severe mapped avalanche zones,

- (ii) Moderate, high and severe mapped landslide zones,
- (iii) Properties within 500 feet of these zones, AND

(iv) Post office boxes hosted by the Federal Station post office, located in the Federal Building at 709 West 9th Street as of this regulation.

Failure to mail notice to a person as provided in this section does not invalidate an action taken by an agency under this chapter.

- (B) Published in a newspaper of general circulation.
- (C) Distributed to the municipal clerk and each municipal library.

(d) Recorded documents. The City and Borough of Juneau will record a notice that a property is in a hazard zone with the Alaska Department of Natural Resources Recorder's Office. The notice will include:

- (1) The nature of the hazard (avalanche or landslide)
- (2) The designation of the hazard
 - (A) Moderate and severe for avalanche
 - (B) Moderate, high and severe for landslide

(3) A copy of the hazard map, legible in black and white print.

(4) Notice that owners are obligated to notify renters of the hazard, and a form for doing so.

(e) Owner obligation. Owners of properties in the hazard zone must:

(1) Notify tenants of the hazard in writing on a form acceptable to the City and Borough of Juneau.



DATE:	July 14, 2023
TO:	Alicia Hughes-Skandijs, Chair LHED Committee
FROM:	Sherri Layne and Robert Palmer, CBJ Law Department
SUBJECT:	Ord. 2023-18: Landslide and Avalanche maps and regulations

On June 26, 2023, the Lands, Housing, and Economic Development (LHED) Committee posed legal questions about potential changes to the avalanche and/or landslide maps and associated Title 49 regulations.

City and Borough of Juneau as a Regulator

In 2020, the City & Borough of Juneau (CBJ) contracted with Tetra Tech to update the landslide and avalanche maps. The CBJ currently regulates development in landslide and avalanche areas in CBJC 49.70.300 based on 1987 landslide and avalanche area maps. The CBJ also regulates hillside developments, which occasionally overlap with the landslide and avalanche regulations. CBJC 49.70.200-270. While the LHED Committee considers the various policy options, the following is a primer on the basic questions of government liability related to regulating landslides and avalanches risks (i.e. Title 49).

(1) CBJ cannot be liable for money damages for failure to protect private property

owners/occupants from hazards on private property: The CBJ—as a regulator—is immune from tort liability for failure to inspect, discover, or abate a hazard to health or safety on private property. A.S. 9.65.070(d)(1). Thus, a private property owner cannot successfully sue the CBJ for money damages for adopting the Tetra Tech maps *or* failing to adopt the maps under a theory that the CBJ knew of potential hazards but failed to discover or abate the hazards on the private property. While the government has an interest to keep residents informed about risks, it does not have a legal duty to do so, nor does it have liability for actually holding public meetings or providing information about those risks.

- (2) CBJ cannot be liable for money damages for publishing the Tetra Tech maps for legislative policy discussions. Similar to the above provision, the CBJ—as a regulator—is immune from tort liability for performing or the failure to perform a discretionary function. A.S. 9.65.070(d)(2). Thus, a private property owner cannot successfully sue the CBJ for money damages for publishing the Tetra Tech maps for legislative policy discussions.
- (3) CBJ cannot be liable for money damages for approving a development permit in a landslide or avalanche area. The CBJ—as a regulator—is immune from tort liability for approving a development permit. A.S. 9.65.070(d)(3). Thus, a private property owner cannot successfully sue the CBJ for money damages for approving a building permit, a variance, conditional use permit, or rezoning in a landslide or avalanche area.



- (4) Regulatory "takings." The regulatory takings analysis is more complex and usually arises due to an alleged substantial decrease in private property value or a substantial increase in costs to develop. As the CBJ considers whether to adopt the Tetra Tech maps and keep the associated development regulations, CBJC 49.70.300, the CBJ should explain why it is choosing one policy option instead of another (i.e. no action, just adopt the Tetra Tech maps for informational purposes, amend CBJC 49.70.300, or repeal CBJC 49.70.300).
 - 100% Deprivation of property value. If the CBJ has landslide or avalanche regulations (based on hazard areas defined on maps) that deprive the property owner of <u>all economic valuable</u> <u>use</u> of private property, then the CBJ could be liable for taking that private property, but it depends on the facts.
 - **Diminished property value.** If the CBJ has landslide or avalanche regulations (based on hazard areas defined on maps) that deprive the property owner of <u>some economic valuable</u> <u>use</u> of the property, a case-specific analysis is necessary based on the following factors:
 - (1) character of the government [CBJ] action;
 - (2) economic impact of CBJ action;
 - (3) the private property owner's economic expectations; and
 - (4) legitimacy of the CBJ's interest.
- (5) Tetra Tech limitations. The Tetra Tech maps include boundary line limitations,¹ and require parcel specific mitigation analysis:

The level of assessment prepared for this project is suitable for determining whether land areas could be affected by [avalanches or landslides]. A more detailed site-specific investigation and evaluation would be required to determine appropriate mitigations for specific properties.

While the maps have some limitations, the limitations do not prevent the CBJ from adopting them for informational purposes or making them a basis for some development regulations.

In summary, Alaska law provides immunity to the CBJ for most regulatory claims. However, to avert a takings claim, the Assembly should consider the limitations of the Tetra Tech maps and explain why it is choosing one policy option over the others.

¹ Downtown Juneau Landslide and Avalanche Hazard Assessment, Tetra Tech, at 20 (PDF 41) (April 27, 2022) (1.5.2 Landslide Limitations) and at 39 (PDF 59) (2.5.2 Avalanche Limitations).

Improving hazard prediction for glacier lake outpurst floods from Suicide Basin near Juneau, Alaska

Eran Hood, Jason Amundson, Gabriel Wolken - University of Alaska



Suicide Basin after water drained during the August 2023 flood.

The Issue

Suicide Basin holds a glacier-fed lake along the margin of the Mendenhall Glacier in Juneau, Alaska. Each summer since 2011, Suicide Basin has collected melt and rainwater, creating a temporary glacier-dammed lake (image above). Water that accumulates in the basin is typically released through channels that run beneath the glacier. These lake drainage events start slowly and then rapidly accelerate as the flowing water widens the drainage channels beneath the ice, resulting in a glacier lake outburst flood. Between 2011 and 2022, these annual outburst events led to minor to moderate flooding along Mendenhall Lake and Mendenhall River, which flows through the most heavily populated neighborhood in Juneau. In August 2023, the outburst flood from Suicide Basin created the largest flood event ever measured on the Mendenhall River resulting in extensive damage to structures located along the river from both bank erosion and inundation (image right). In

the aftermath of the flood, 9 structures were condemned, displacing multiple families, and more than 30 structures were damaged.

The Needs

Because of the threats to people and infrastructure in the Mendenhall Valley, it is critical that we improve our knowledge of the glacier-dammed lake system at Suicide Basin and enhance our ability to monitor and forecast outburst flood events from Mendenhall Glacier. From a hazard and risk perspective, there are two primary research objectives that will enhance our ability to forecast future glacier outburst floods: (1) Develop an operational outburst flood model that will allow us to more accurately model outburst floods in real time, and (2) Evaluate how future melt-driven changes in the geometry of Mendenhall Glacier and Suicide Basin will alter water storage in the basin over decadal timescales. To date, we have made significant progress in quantifying changes in the storage capacity of Suicide Basin, which factors into both of those research avenues, using repeat drone-based aerial photographic surveys to create digital maps of the basin (image bottom left). These efforts should be continued in order to monitor the basin evolution.



Damage to houses and properties along the Mendenhall River in Juneau during the August 2023 flood event.

The threat of glacier lake outburst floods at Mendenhall Glacier is likely to persist, but the magnitude of the floods and the exact lifespan of this hazard from Suicide Basin is difficult to predict. Our current ability to predict outburst floods in real time is clearly insufficient, but we have worked with our federal and state agency partners to identify several tractable research objectives that will enhance our ability to forecast future outburst floods at Mendenhall Glacier. More accurate flood forecasts will improve the process of initiating and implementing closures and evacuations in the Mendenhall Valley. In addition, the monitoring and modeling tools and techniques we develop at Mendenhall Glacier will be transferrable to other locations in Alaska such as Snow Glacier and Valdez Glacier where outburst floods similarly pose significant threats to human health and safety and critical infrastructure.

Left: Digital elevation model of Suicide Basin following the August, 2023 glacier outburst flood.

Images courtesy of the University of Alaska Southeast

Monitoring, measuring, and modeling^{section K, Item 7.} the Suicide Basin outburst flood



Jamie Pierce, Aaron Jacobs, and Eran Hood/Jason Amundson

Suicide Basin outburst floods

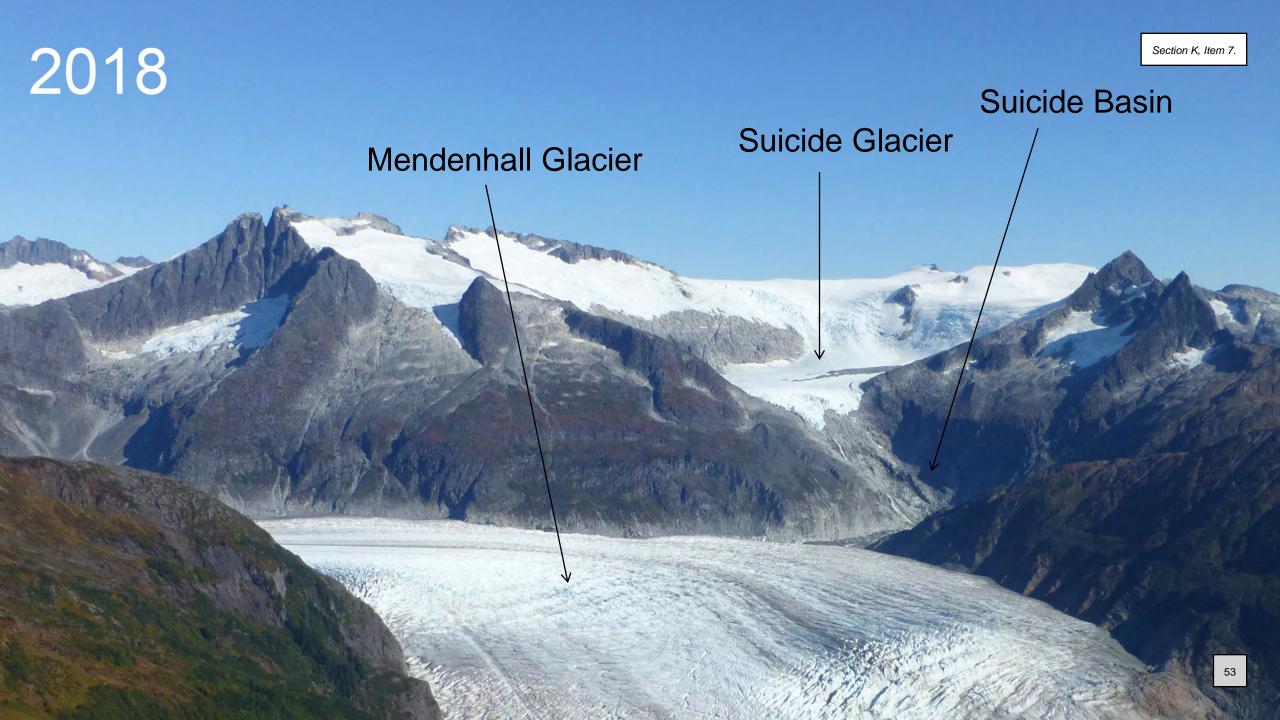
Mendenhall ⁻ Glacier

Mendenhall Valley

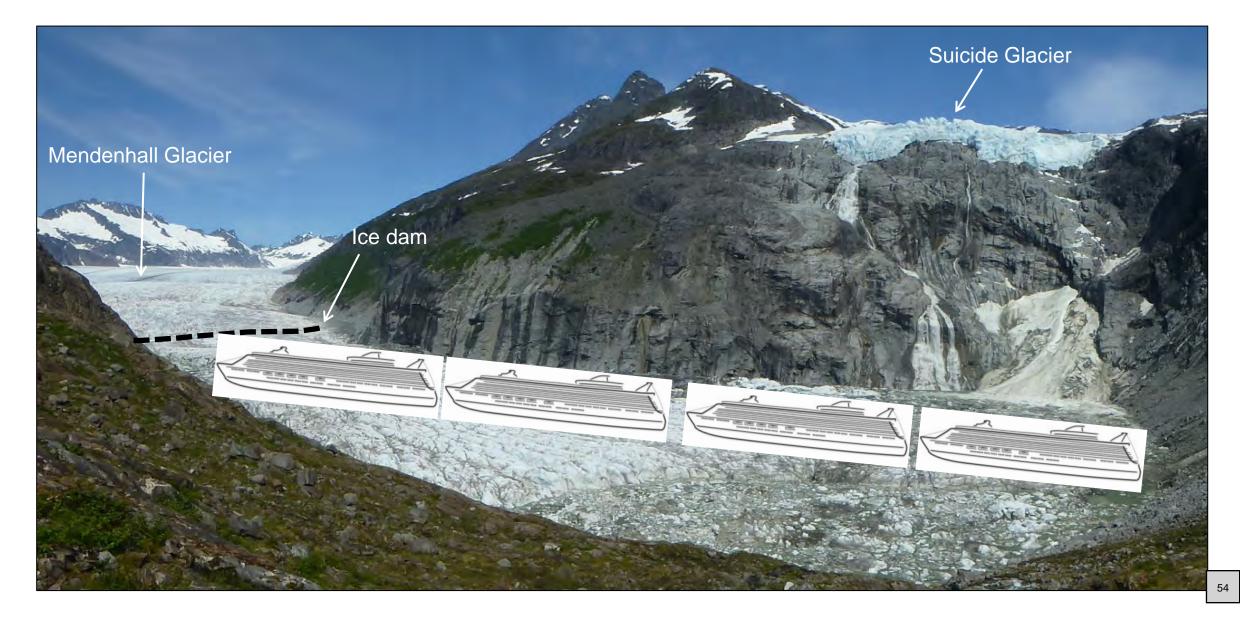
Suicide Basin

Suicide Glacier

Mendenhall Glacier Visitor Center Section K, Item 7.







Section K, Item 7.

Monitoring Efforts





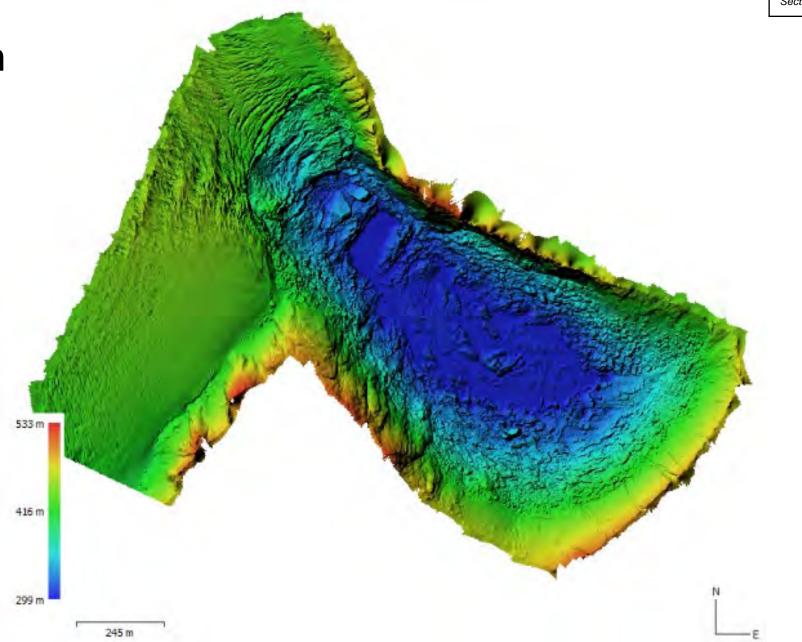


Time Lapse Cameras

Drones

Laser Range Finder

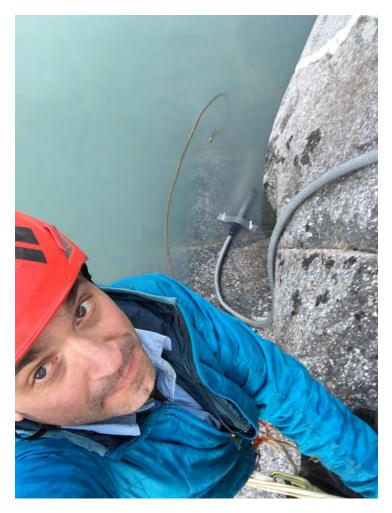
Mapping the Basin



Section K, Item 7.

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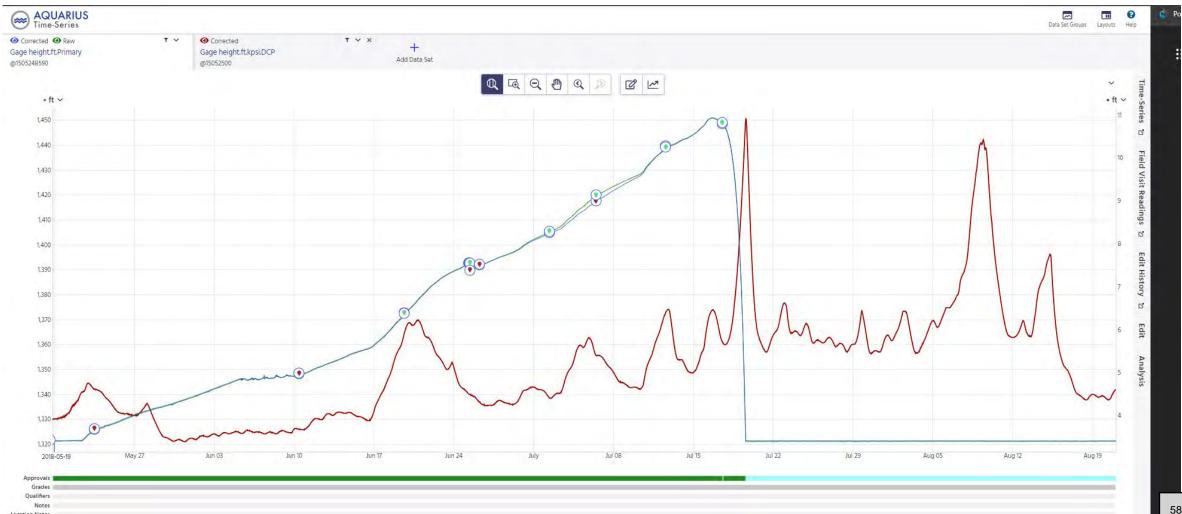
Challenges



Access

Instrument damage

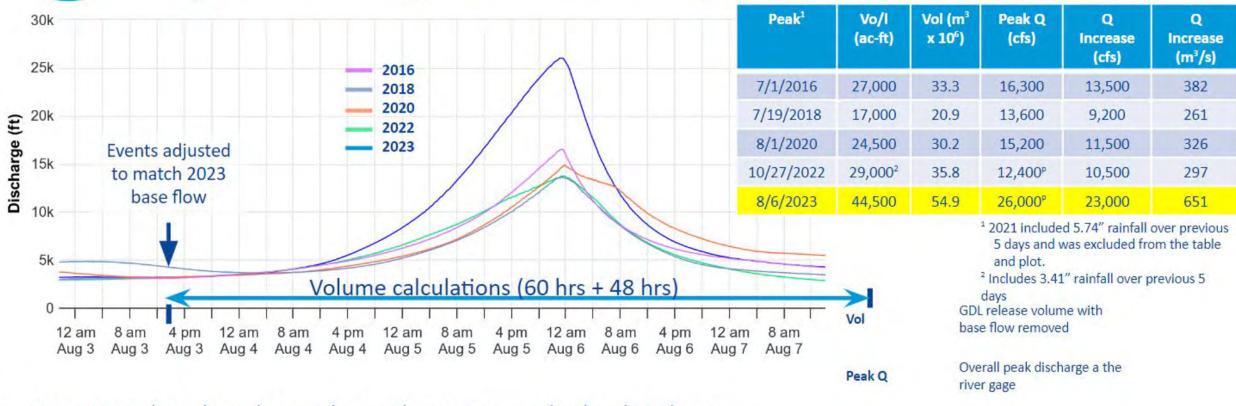
Basin water level and the onset of the flood





NATIONAL WEATHER SERVICE Building a Weather-Ready Nation

Section K, Item 7.



- Since 2016 there have been 6 large Glacier Dammed Lakes (GDL) events.
- Four events 2016, 2018, 2020 and 2022 were shifted in time to match the peak date/time of the 2023 event.
 These events were also adjusted to match the pre-event baseflow of the 2023 event.
- Volume calculations and discharge (Q) increase constrained to 60 hours prior to peak and 48 hours after peak.

Increase in discharge at the

river gage over base flow

Q increase







Duck Bills

Slide Gates

60

Section K, Item 8.

р. <u>М</u> [М. р' Ь Siphon System Components 6"-12" schedule 43 pipe. Grade should fall minimum Vent Support 37 or 47 tee. of one pipe size. Post with plug WATERLETTL VentScreen 22.5 degree Ell. & Vent Tee Trash Goard

IMPORTANT: Discharge chait be at least 4 favor than intake (Trach Grand)

45 nr (2) 22.5 degree ICB (Irag Tunction) Bombs

Ditches & Tunnels



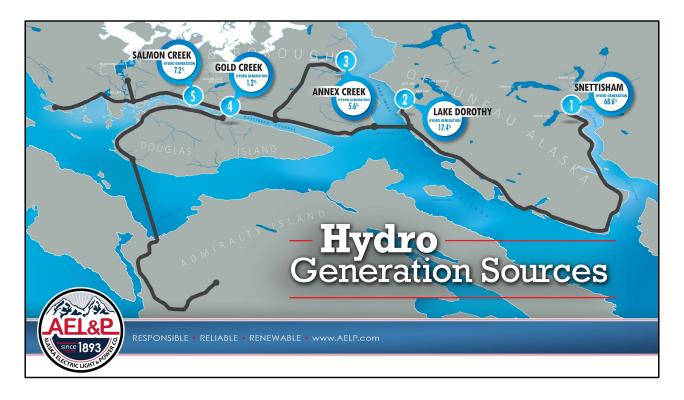




12.5 degree H.H



AEL&P last presented to the Assembly in June of 2021, and we are happy to be back to provide another update.



This graphic indicates where we get our hydropower in Juneau. About two-thirds of Juneau's hydroelectric energy comes from the Snettisham project. The low-cost energy from Snettisham plays a significant role in keeping AEL&P's rates lower than the national average since 2014.

Bill Corbus and AEL&P staff devoted a lot of time and expense to helping secure the output of Snettisham for Juneau via the acquisition of the project by the Alaska Industrial Development and Export Authority (AIDEA). AEL&P started operating the Snettisham project in 1996, and in 1998 AIDEA purchased the project from the federal government. AEL&P continues to operate the project under agreements with AIDEA.

The other one-third of Juneau's hydroelectric energy comes from projects owned by AEL&P: Gold Creek (1893), Salmon Creek (1914), Annex Creek (1915), and Lake Dorothy (2009).



CURRENT OPERATIONS AND UPDATES

AEL&P Management

- Alec Mesdag President and Chief Executive Officer
- Darrell Wetherall VP and Transmission and Distribution Engineer
- Bryan Farrell VP and Generation Engineer
- Debbie Driscoll VP and Director of Consumer Affairs and HR
- Brandon Cullum VP and Chief Financial Officer
- Ron Duvall VP and Director of Information Technology
- Lori Sowa VP and Director of Energy Services and Metering

Since the last update AEL&P gave in 2021, we have had three retirements in our management team.

Alec Mesdag took over as CEO at the start of this year following Connie Hulbert's retirement at the end of 2022. Connie spent most of her 26 years at AEL&P as the chief financial officer, and she was promoted to president in 2017 as only the second woman to serve in the role in the company's 130-year history. Connie's dedication to her job and the community are a big part of why AEL&P is able to serve Juneau with nearly 100% renewable electricity at a rate lower than the national average.

We had two other retirements in early 2022. Christy Yearous, VP and generation engineer, and Rod Ahlbrandt, VP and director of IT, both retired after 20 years with the company. Bryan Farrell, who has been with AEL&P for 15 years, now leads AEL&P's generation department, and Ron Duvall, who came to AEL&P after working for the State of Alaska, now leads the IT department.



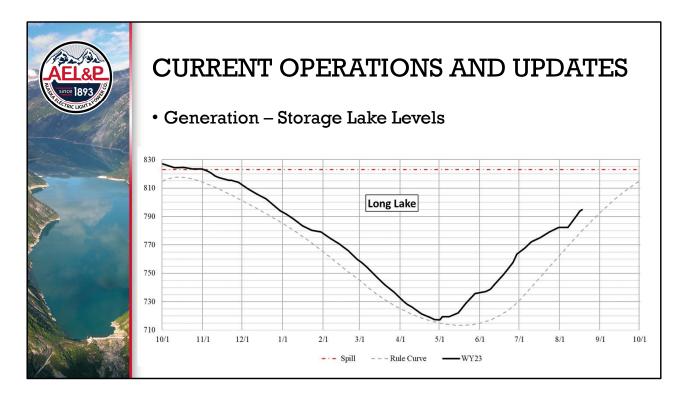
CURRENT OPERATIONS AND UPDATES

• AEL&P Corporate Goals:

- To provide reliable and safe service from electric energy generated from renewable resources.
- To provide among the lowest average electric rates of major regulated utilities within Alaska over the long run while maintaining financial integrity.
- To utilize electric resources efficiently.

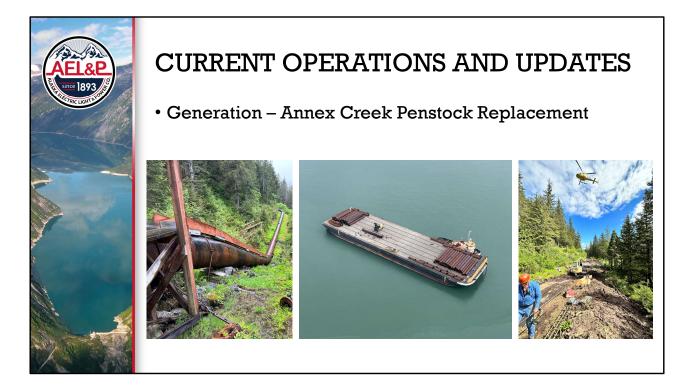
While AEL&P has lost three people who made substantial contributions to the company over the course of their careers, we have great confidence in our management team, and our corporate goals remain unchanged.

Δ



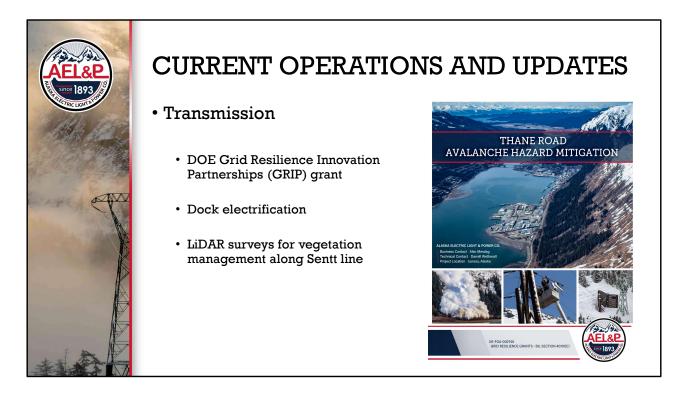
This graph shows the rule curve for Long Lake, the larger of two lakes serving Snettisham. The rule curve shows the operating guidelines for maximum firm flow – how to get the most energy out of the reservoir – over the "water year," which runs from October 1st to September 30th. From June to August, lakes are generally filling due to snow melt in the early spring and summer. From August to November, lakes are filling due to rain in the late summer and fall. AEL&P manages reservoirs using tools like the rule curves to maximize energy production.

One aspect of lake levels that is important to understand is that reservoirs only receive about one-quarter of annual inflows from November through May, when nearly two-thirds of annual electricity is consumed. The seasonal nature of inflows is one reason why AEL&P encourages a thoughtful approach to electrification of space heating loads.



The Annex Creek project was constructed by the Alaska Gastineau Mining Company between 1913-1916. The original penstock – the penstock is the steel pipe that carries water from the reservoir to the powerplant – operated until this year, when AEL&P removed the upper half of the original penstock so it could be replaced.

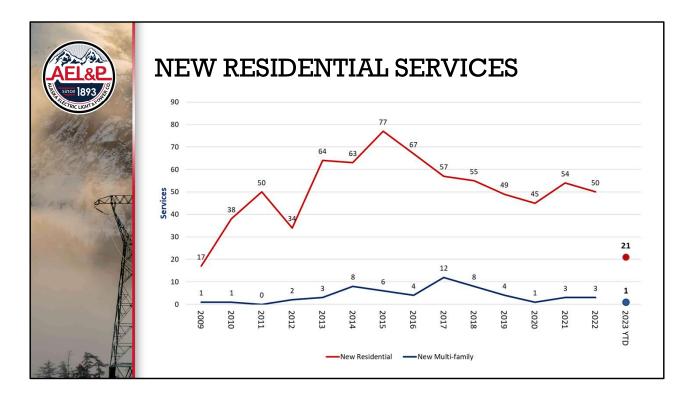
A heavy lift helicopter arrived last week to begin moving new sections of pipe to the project for installation. AEL&P intends to have the new pipe installed to allow us to put the plant back in service through the winter, and then we will replace the lower half of the penstock in 2024.



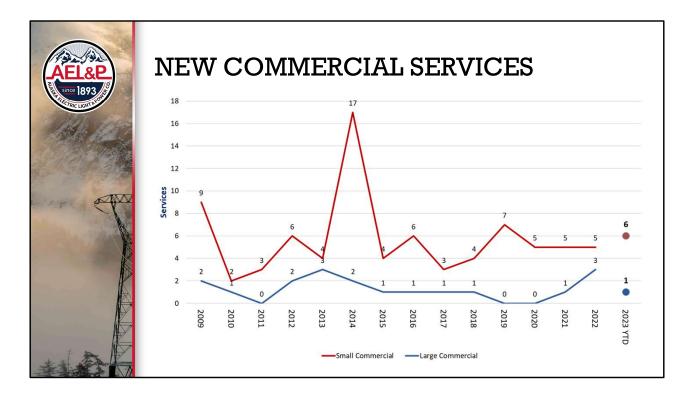
AEL&P intends to prepare a grant application for a project to underground additional sections of the parallel transmission lines that run along Thane Road. Currently only one section of the uphill line is underground, and burying the lines in additional slide paths would provide additional resilience in the transmission system.

A new transformer, funded through a CBJ marine passenger fee grant, is on order to replace the existing transformer that supplies the South Franklin Dock. This transformer upgrade is a necessary step to enabling service to additional cruise ship docks. AEL&P is working with Docks and Harbors to identify the right path forward to electrify the city-owned docks.

Another project aimed at improved transmission reliability is LiDAR surveys of vegetation on the Snettisham transmission line. This project will help inform AEL&P's tree-clearing program to protect the line that carries the large majority of Juneau's electricity supply.

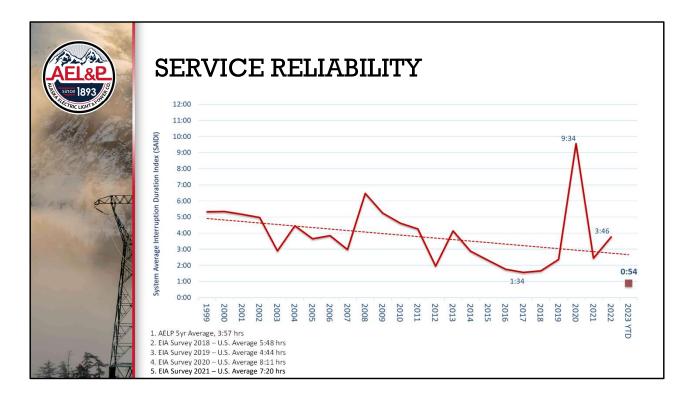


AEL&P tracks the number of new services installed each year. We have had fairly steady new home construction over the last five years. Each multifamily project noted here represents the entire complex, so the number of individual housing units associated with each cannot be discerned from this graph.



Commercial services are those operated for business, and Small Commercial services are those less than 50 kilowatts – the vast majority of commercial services classify as Small Commercial.

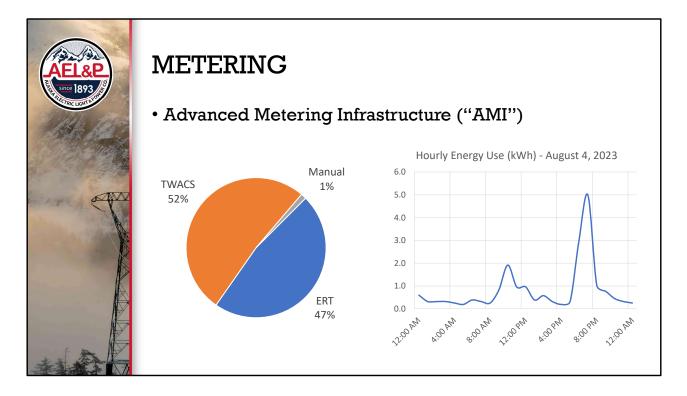
Large Commercial services are those with demand greater than 50 kilowatts, and a number of the new large commercial services installed in recent years are associated with healthcare facilities.



Utilities keep reliability statistics, including the System Average Interruption Duration Index (SAIDI), shown here, which uses the number of customers and duration of every individual outage to calculate how long a single areawide outage would have been to create an equivalent impact. Here's how our 5-year average compares to the most recent data available for the US.

- AEL&P 5-year average 3:57 hours/customer/year
- EIA Survey 2021 US average 7:20 hours/customer/year

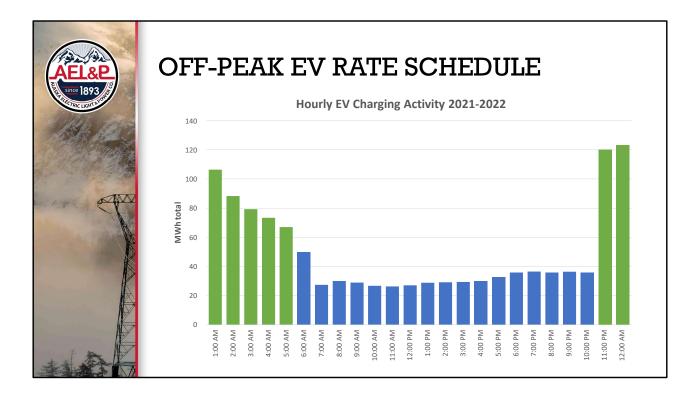
Tree clearing activities as well as other improvements to the system have reduced the duration of outages in recent years, with 2017 being the year with the lowest outage hours in the last two decades, but outages caused by storm damage toward the end of 2020 were the most significant in years. Certain things will always be outside of our control when it comes to power outages, but if we continue our extensive tree clearing activities, investments to improve system protection, and quick response times when outages occur, we hope to continue the downward trend in outage hours.



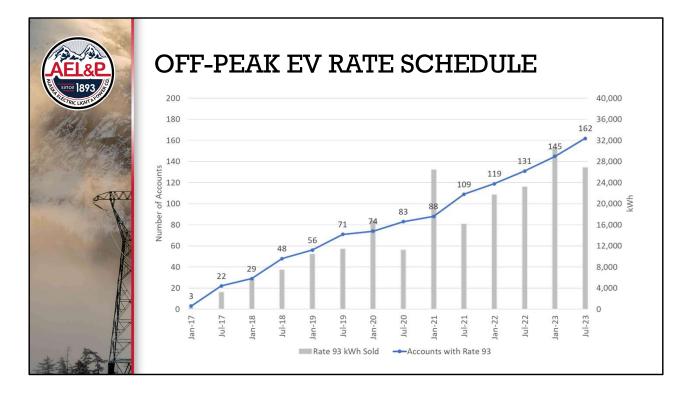
In 2021, AEL&P removed the last of the "Turtle" meters, and we continue to replace the remaining Encoder Receiver Transmitter ("ERT") meters. ERT meters use a weak radio signal to communicate reads from a handheld device that a meterman takes on a route. Turtle meters used powerline carrier communication, which is a highfrequency signal that travels on existing powerlines.

In place of these older meter technologies, AEL&P is installing TWACS meters, which use powerline carrier communication, instead of radio signals. TWACS meters transfer data much more quickly than the old Turtle meters, and they provide interval data, which can be useful to homeowners who want to diagnose issues with their electricity use.

The graph on the right shows a typical single-family home's energy use throughout the day. Energy use is concentrated in the morning and evening, with the higher of the two peaks occurring in the evening. In the example shown on this slide, adding an EV charger to the evening peak would double the home's power usage during that period.



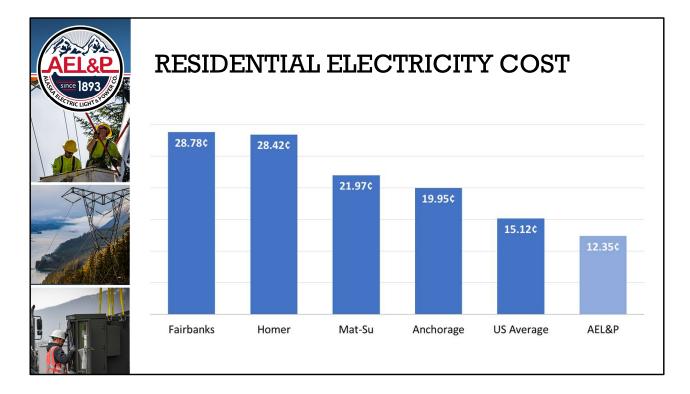
To help alleviate the potential issues created by too many EVs charging during the evening peak, AEL&P created an Off-Peak Electric Vehicle Rate Schedule in 2017. The graph here shows the total charging done by participants in AEL&P's off-peak EV charging rate over 2021-2022. The program shifts a significant amount of charging away from the evening period, when we typically see our highest loads.



Since the off-peak charging rate became available to all customers in early 2017, AEL&P has seen growth in participation in the rate that corresponds to the growth in EVs in Juneau overall. Along with the off-peak rate schedule, AEL&P has charging equipment available for rent for a monthly fee of \$10.59. This continues to be a popular choice for customers, especially those who are looking for a simple solution to participating in the off-peak charging rate.

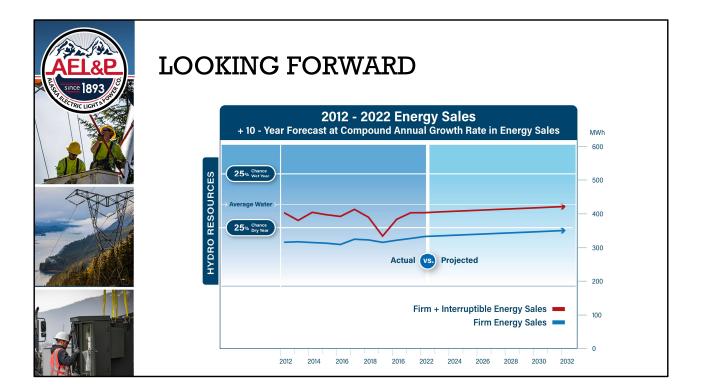
The energy sales shown here are the monthly totals for charging done by participating EVs from 10PM-5AM only – this does not include the charging done during other times of day. Given what AEL&P understands about the total number of EVs in Juneau and the energy use information we collect through our EV rate, we estimate that energy sales to EVs make up less than 1% of AEL&P's total energy sales to firm customers.

In 2022, AEL&P also received RCA approval for a high-power EV charging rate that will allow services dedicated to EV charging to choose an alternative to being billed under one of AEL&P's demand rate schedules. This provides certainty about the cost to provide charging for DC fast chargers or large banks of Level II chargers.



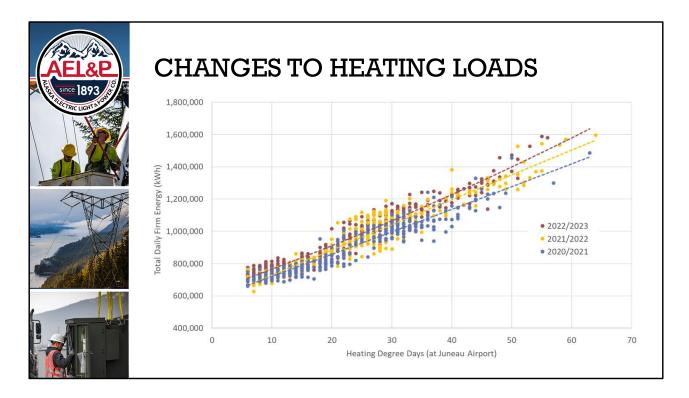
AEL&P's rates remain the lowest among the large, regulated utilities in Alaska. Our rates are also comparable to the national average, which is due in large part to our ability to sell surplus energy to interruptible customers. The average electric cost for residential customers of Alaska utilities comes from each respective utilities' annual report filed with the Regulatory Commission of Alaska. The US Average electric cost for residential customers is from Table 5.3 of Electric Power Monthly with Annual Totals for 2022 published May 2023 by the US Energy Information Administration.

AEL&P's rates shown in this chart are an average for all of 2022, including a 4.5% interim rate that went into effect in September 2022, following AEL&P's July 2022 request to increase rates by 9%. AEL&P's rate cases are adjudicated by the Regulatory Commission of Alaska ("RCA") and have a 15-month timeline. The Office of Regulatory Affairs and Public Advocacy ("RAPA") represents AEL&P's customers in the proceedings, and a hearing was held in Anchorage in July 2023 to argue issues related to AEL&P's request. A final order is expected to be issued by the RCA in October 2023.



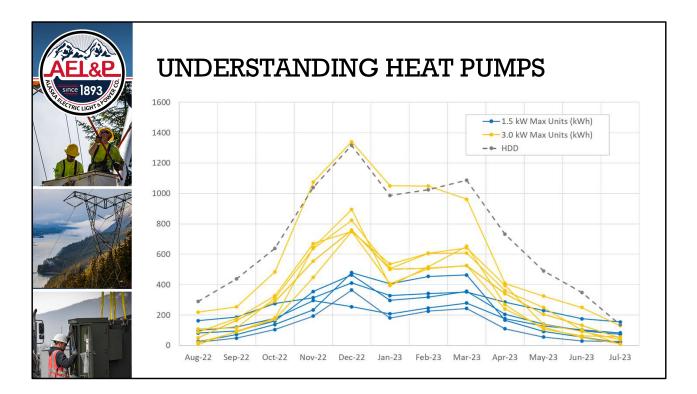
Over the past 10 years, the compound annual growth rate in energy sales is about 0.5%. If that rate of growth in energy sales continues for the next 10 years, AEL&P expects that we will continue to have enough water to serve all customers – firm and interruptible – in an average water year.

Factors that tend to increase sales of electric energy are things like new construction, moving from oil to electric heat, and increasing adoption of EVs. Factors that tend to decrease sales of energy are efficiency improvements like replacing electric resistance heat with heat pumps, or upgrades to ventilation and refrigeration equipment.



The growth in energy sales that AEL&P sees occurring appears in part to be connected to growth in the use of electricity for space heating. The graph on this slide shows the amount of energy consumed each day over the past few years compared with the Heating Degree Days (HDD), which represents the magnitude of the heating load. In each of the past few years, the amount of energy used as the weather gets colder, represented by higher values of HDD, increases. This likely indicates that we are seeing more energy used for heating.

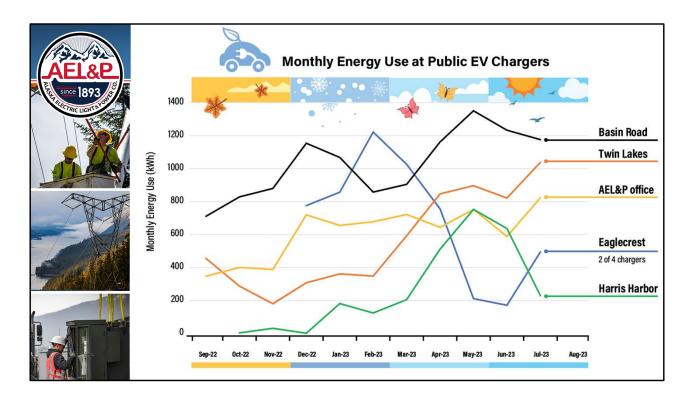
The increasing use of electricity for space heating will, more than any other single change in how the community uses electricity, cause a need for investment in new infrastructure that will need to be incorporated into rates.



Because of the potential for the electrification of space heating to impact AEL&P's need to respond with new infrastructure, AEL&P is involved with efforts to better understand how heat pumps use energy. This graph shows monthly electricity consumption for 11 heat pumps that were installed as part of the Thermalize Juneau program.

This data is useful for both customers and for the utility to understand the costs and electricity demands associated with heat pumps. While there is manufacturer data and estimates that can be calculated, this operational data shows the variability and influence of other factors, such as home size and insulation, supplemental heat sources, unit placement, and customer preferences.

AEL&P is also performing a study to measure the electricity used for heating in residential apartments with electric baseboards. After collecting baseline data in these apartments, AEL&P will install heat pumps in the main living area of each and continue to measure the energy used for heating after the heat pump is installed. This will help the utility understand what reductions in energy and power requirements occur when an apartment is converted from solely being heated with resistance baseboards to receiving much of its heat from a heat pump.



The use of public EV charging stations throughout Juneau is increasing. The graph on this slide shows the monthly energy used at a handful of charging locations around town where the chargers are metered separately. No surprise here that the Eaglecrest stations have usage that peaks during the ski season, and the chargers at Basin Road have not taken long to become the most heavily utilized of the locations where their usage can be separately identified.

AEL&P is working with its meter manufacturer to develop an EV charging station that will allow for metering individual charging sessions using AEL&P's existing meter collection system. If a suitable product is developed, we hope to create a public charging network that will make EVs accessible to a larger share of Juneau's population by making reliable charging more accessible at an affordable rate.



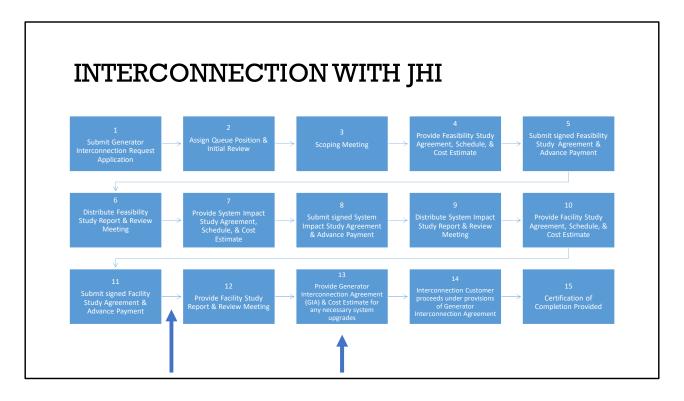
AEL&P continues to look for opportunities to integrate electric vehicles into our fleet. The company purchased a Chevy Bolt a few years ago as an office vehicle, and we have two Ford Lightnings on order for our meter department. As we looked to providing charging for the new electric trucks, we realize we have a problem that the city is familiar with: crossing sidewalks with charging cables. AEL&P will be testing a couple of different solutions for this and looks forward to sharing which do or don't work well.

19



Sharing information about energy use and what the utility is up to is a big part of what AEL&P does. This slide shows many examples of the different things we do to get information our customers and the public at large about efficient use of electricity and other forms of energy, power outages, events and projects happening at AEL&P, and to provide educational opportunities to kids.

One thing to highlight on this slide is that AEL&P is now able to accept payments by credit card with no fees. This can be done for one-time payments or automatic payments. AEL&P has offered automatic payments by checking account for many years, and we now also offer automatic payment by credit card. Customers can set up autopay by credit card through their online account. Please contact the office if you have questions.

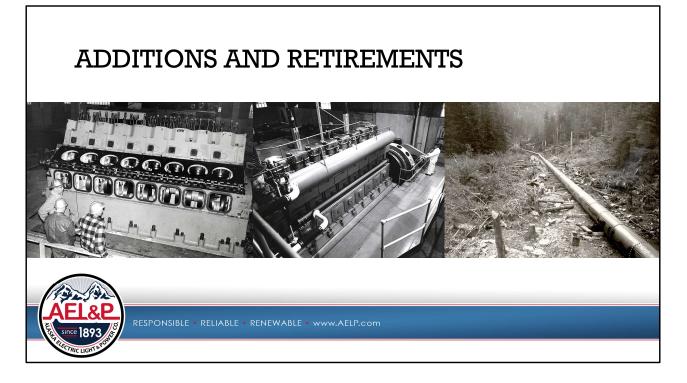


The only change on this slide from AEL&P's presentation in 2021 is that so much time has passed since completion of steps 7-9 that AEL&P has informed JHI of need to update the System Impact Study to reflect current system conditions.

This chart shows the industry-standard interconnection process developed by the Federal Energy Regulatory Commission. There are three studies that must be completed prior to interconnection:

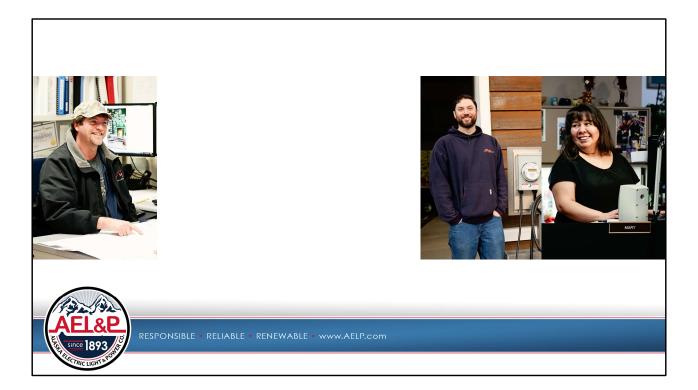
- 1. Feasibility Study: this was completed by AEL&P in 2017.
- 2. System Impact Study: this was completed by AEL&P in 2018 but needs to be updated to reflect current system conditions.
- 3. JHI began work on the Facility Study with their consultant in 2018 and has yet to complete it (between steps 11 and 12).

AEL&P and JHI have also worked on draft versions of the generator interconnection agreement (step 13).



Every two years, AEL&P files with the Regulatory Commission of Alaska ("RCA") a list of all significant planned additions or retirements in the next ten years. AEL&P will file this report next in April of 2024. Currently, the only significant planned retirement is the same one we mentioned in 2021 – the retirement of the Gold Creek Diesels.

In addition to the Annex Creek penstock replacement mentioned earlier, AEL&P is also planning to replace the upper Salmon Creek penstock in 2025. AEL&P has filed a letter of intent to apply for a DOE Section 247 grant for the Salmon Creek penstock replacement. The grant application is due in October of this year and, if awarded, will reduce the cost of the project for customers – all benefits of any grant award flow to AEL&P's customers.



AEL&P is proud to serve Juneau. The company has operated here for 130 years. We encourage everyone to reach out anytime they have questions about anything related to energy or the utility – there are good people at AEL&P who are ready to help.