



SPECIAL ASSEMBLY COMMITTEE OF THE WHOLE AGENDA

February 12, 2024 at 5:30 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. **May 22, 2023 Assembly COW Draft Minutes**

F. AGENDA TOPICS

2. **Telephone Hill Redevelopment Study Update**

[See the Supplemental Materials section for the reports and other documents.]

3. **Mendenhall River Glacier Outburst Flood Update**

4. **CBJ Transportation Options for Cruise Tourists**

[See the Supplemental Materials section for the Juneau Circulator Study Report]

5. **Zero Waste**

G. STAFF REPORTS

H. NEXT MEETING DATE

I. SUPPLEMENTAL MATERIALS

6. **Supplemental Materials: Telephone Hill Reports/Documents as referenced in the 2/12/2024 memo above.**

- Telephone Hill Survey Final Results
- Historic Building Survey Update
- Telephone Hill CR Desktop Redacted Final report
- Historic Resources Advisory Committee (HRAC) letter to the Assembly 12/11/2023

7. **Supplemental Materials: Juneau Circulator Plan Final Report - February 8, 2024**

J. 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.gov.

ASSEMBLY COMMITTEE OF THE WHOLE

DRAFT MINUTES



May 22, 2023 at 6:00 PM

Assembly Chambers/Zoom Webinar

<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 Assembly Committee of the Whole meeting to order at 6:00p.m.

B. LAND ACKNOWLEDGEMENT

Ms. Woll 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 peoples 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

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

Assemblymembers Absent: 'Wáahlaal Gídaag, Greg Smith

Staff Present: City Manager Rorie Watt, Deputy City Manager Robert Barr, Acting City Attorney Sherri Layne, Municipal Clerk Beth McEwen, Deputy City Clerk Andi Hirsh, Engineering/Public Works Director Katie Koester, Port Director Carl Uchtyl, Community Development Director Jill Maclean, Assistant Attorney Emily Wright, Lands Manager Dan Bleidorn, Harbormaster Matt Cresswell

D. APPROVAL OF AGENDA – *The agenda was approved as presented.*

D. APPROVAL OF AGENDA

E. AGENDA TOPICS

1. Docks & Harbors - UA Lease Fisheries Terminal

Mr. Watt provided an overview of the issues and the recommendations from the Manager as found in the memo provided in the packet. The recommendations were as follows:

1. Consent to a 4 year continuation of UA leasing, after which the site will be vacated or private operators may lease directly with UA (CBJ gets out of the middle of this activity).
2. Consent to the general fund support of UAS student activities and the contractualization of the existing Eaglecrest program.
3. Direct Docks and Harbors to attempt to transition boat yard services to a new location.
4. Agree that the \$2M that was previously allocated for purchase of the property can be used for capital improvements to a new location.

Ms. Gladziszewski noted that Port Director Uchtyl and Docks and Harbors (D&H) Boardmembers were present to answer any questions.

Mayor Weldon asked why they are recommending a four year lease and not something shorter.

Mr. Uchytel explained that the reason for the four years is to give time to work with the new Chancellor at the university. He noted that the UA Lands Division is a different entity than UAS. UA Lands Division can make institutional decisions less than \$1 million without the consent and the approval of the Board of Regents and the President. He explained that he, Mr. Watt, D&H Chair Etheridge and the University representatives have been in conversations/negotiations and that the university needs time to sort out all the various uses of the Vocational Technical facility in alignment with the new Chancellor and that is how the 4 year lease period came about.

Ms. Woll asked if there was a chance that the University would be willing to sell that land at the end of the 4 years and if there was any chance that CBJ would be the first ones they would reach out to if/when they might be willing to sell it.

Mr. Uchytel said that he thinks the university believes it is in their best interest is to hold onto the entire 5.34 acre lot vs. the 2 acre lot size. He said that he thinks the University believes this property is highly valued and they may have an opportunity for a Mental Health/Subport type of windfall if they sell it. Mr. Uchytel said that he and his board do not view it like that. The property is adjacent to the two harbors and has links to the high school and whenever the land does go for sale, he believes the Juneau Legislative Delegation may also want to weigh in on the disposition of that property.

Ms. Hughes-Skandijs expressed her concerns that they go with this option for four years and that they may end up in the same place at the end of that time. She asked Mr. Uchytel what their alternative plans may be that they end up with at the end of that four year period if they don't get to purchase this lot.

Mr. Uchytel said they have done some microstudies for marine services facilities. They have looked at a number of alternatives including Norway Point, the Little Rock Dump. He said that with Juneau being long, linear, and steep, there isn't flat land accessible to the water so there aren't a lot of choices and any of those choices that he mentioned would require a significant amount of fill. He said that any land next to water will be very expensive and when you look at trying for federal grants, boatyards do not have a high BCA.

Mr. Uchytel answered additional questions from Assemblymembers and he noted that the UA Lands Division has a fiduciary responsibility to the UA Board so that is one of the challenges. He also noted that the university is only currently receiving approximately \$12,000/year from CBJ. He was asked about the type of investment D&H will plan on putting into the equipment at the boat yard over the next 4 years. Mr. Uchytel said that the owner/operator of Harry's Commercial Marine will be at the board meeting on Thursday and they will have that discussion at that meeting depending on what the Assembly's decision is tonight. The equipment that is under this lease is owned by the university and that includes the travel lift, the travel pier that supports the travel lift, two cranes. He said that the boat yard operator is responsible for the maintenance of the travel lift. D&H has been maintaining the three cranes at the dock and over the last year, D&H has put approximately \$75,000 into repairing those cranes for use by the commercial fisherman. He said that there will be a requirement for repairs/maintenance to that travel lift to make it safe and usable for the next 4 years. How that gets carved out with the boatyard operated will be part of the negotiation process.

Ms. Triem said that she generally agrees with the outline and she was most interested in the long term planning after the four years ends and wants them to start that planning process now. She is in support of CBJ & D&H ensuring the conditions necessary were met to provide this service.

Mr. Uchytel said they have been applying for Build RAISE grants and other grants for the UAS property to build a more efficient crane facility, to build a net shed, and a drive down dock. They applied for a \$25 million grant. When it was apparent they would not be getting the property from UAS, or a long term lease, they applied for a different PID type of grant, small port/small project and redesigned the project for a drive down float on CBJ owned property. The idea with the drive down float is to put a couple of cranes on the drive down float so that they would not have to rely on the University land for that service.

Ms. Gladyszewski expressed her concern that CBJ was playing the role of the middle man by leasing the property from the university and then subleasing it to Harry's Commercial Marine. She asked what it would look like if CBJ were to get out of the middle of that arrangement.

Mr. Uchytel then spoke of what the contractual implications might be for that and that the lease rent rate was established based on Fair Market Value (FMV) by Horan Appraisal. He said that CBJ has sub lessees to Harry's Commercial Marine at an annual rate of \$30,000 and also Larry's Hydraulics at a rate of approximately \$3,000/year. He noted that we can extend the boat yard lease to Mr. Duvernay (Harry's Commercial Marine). He said that there is one main float on one side of the pier that we collect moorage on. The other side is used by Harry's Commercial Marine to be able to do maintenance. He said that if the university were to walk away, the university would be required to lease it at fair market value to the boat yard. He doesn't think the university would be having any educational benefit if they were to lease it to the boat yard owner at FMV.

Ms. Hale noted that her brother owns Maritime Hydraulics, one of the businesses that lease from D&H, and she discussed this topic with the City Attorney in the past and he determined that she does not have a conflict of interest.

Mr. Uchytel went on to provide additional information about the finances, the history of the lease/property agreements as well as any potential lease and sublease negotiations the what the timelines associated with those leases look like.

Mayor Weldon asked if we could do the \$100,000 lease but without the educational benefits. She was not in favor of the educational benefits on top of having to pay the \$100,000 lease.

Mr. Uchytel said they are currently in negotiations and they have a one month extension but they need to go back to get approval by the Eaglecrest Board and Manager before they can agree to any of these options.

Ms. Triem asked what the timeline for these negotiations would be since they are on a month to month lease and it does not look like there is a consensus on this.

Mr. Watt said that we are on a month to month basis and we have been for some time. He said that he would characterize the university as having been generous in extending that short term extension repeatedly and agreeing to the legacy lease rate. They did not have to do either of those things and yet they have and have been very cooperative. In response to the Mayor's question of whether it is at \$100,000 only or if there is additional pieces such as the educational benefits. He noted that if they were to be leasing at FMV rates, it would be somewhere in the neighborhood of valuing the educational benefit that we are offering generously as well.

Mr. Uchytel said the original 33 year lease expired in 2021, there was a one year extension which was then extended for another year and it was due to expire May 5, 2023 and they have now been granted a 1 month extension. He said that in looking to the attorney, the contract language has some additional language that will allow that to continue for month by month extension.

Mayor Weldon apologized for this question but said that we are going to be paying \$100,000 plus educational benefits for a return on investment of \$35,000 and did he think this actually a good idea.

Carl said that the board has been working on this for the past three years. The D&H board supports and encourages a thriving maritime community in Juneau and wants to be a place for commercial fishermen. He said that we have subsidized these activities for many years. They subsidize just about everything they do in the harbors. There comes a time that board weighs the pros and cons and sometimes they have to hold your nose and determine what is in the best interest of the community.

Mr. Uchytel and Mr. Watt then proceeded to answer additional questions in response to Assemblymembers' questions and comments.

MOTION by Mayor Weldon for the Assembly to allow for the following (which somewhat differs from the memo recommendations):

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1. Consent to a 4 year continuation of UA leasing.
2. Consent to the general fund support of UAS student activities for the following: offering an internship with Eaglecrest and anything under the Docks & Harbors. (Mayor Weldon noted that she is not including the Capital Transit and Parks and Recreation activities since that is putting pressure on departments that we shouldn't.)
3. Direct Docks and Harbors to attempt to transition boat yard services to a new location.
4. Agree that the \$2M that was previously allocated for purchase of the property can be used for capital improvements to a new location.

Objection by Ms. Hughes-Skandijs for purposes of clarification. She asked the Mayor to clarify the sections of the agreement that she is proposing to amend.

MAIN MOTION CLARIFICATION by Mayor Weldon that her motion is to forward portions of the UA & CBJ Amendment 4, Lease Agreement... page 2 of 6 of the agreement which is found on packet page 9, striking through C.1, as follows and excluding C.2 and C.3:

C. Educational Benefit ...

1. ~~Lessee shall provide free lift tickets and 50% discounts on gear rental at Eaglecrest for UAS students and~~ Entering into internships for UAS students pursuing outdoor recreation degrees.
2. ~~Lessee shall provide CBJ bus passes to UAS students at no cost.~~
3. ~~Lessee shall provide access at no cost to Treadwell Rink, CBJ Pools and Dimond Park Fieldhouse for UAS students.~~

Objection by Ms. Triem.

AMENDMENT #1 by Ms. Woll to restore C.3. "Lessee shall provide access at no cost to Treadwell Rink, CBJ Pools and Dimond Park Fieldhouse for UAS students."

Objection by Mayor Weldon. In speaking to her objection, Mayor Weldon noted that it puts undo pressure on other departments who did not plan for these conditions within the budgets they already forwarded to the Assembly.

Roll Call vote on Amendment #1 to restore C.3. language:

Yeas: Woll, Triem, Hughes-Skandijs, Hale, Bryson

Nays: Gladziszewski, Weldon

Motion passed 5 Yeas: 2 Nays

Deputy Mayor Gladziszewski said that puts us back to striking the first part of Sentence C.1. from Mayor Weldon's main motion.

Objection by Ms. Hale. In speaking to her objection, Ms. Hale said that she understands Mayor Weldon's concerns about burdening other agencies and the Assembly may need to come back and look at a small supplemental appropriation. She said this has been a long process and she would hate to step on all the work and effort that D&H has put in on this.

Objection by Ms. Triem as well, she said that in looking at all of these, Eaglecrest is likely the most desirable benefits to college students and that Eaglecrest also has a board and that there are at least seven months for all of this to be worked out before they need to start providing these services.

AMENDMENT #2 by Ms. Woll to restore the first part of the C.1. sentence that Mayor Weldon had originally excluded.

Objection by Mayor Weldon.

Additional discussion took place to clarify the motion and amendment before the body.

Roll Call vote on Amendment #2 to restore the full language in C.1.:

Yeas: Woll, Triem, Hughes-Skandijs, Hale, Bryson, Gladziszewski

Nays: Weldon

Amendment #2 Motion passed 6 Yeas: 1 Nay

Ms. Gladziszewski said that the main motion was before the body as presented on page 2 of the packet

Mr. Bryson clarified that Mayor Weldon had also excluded C.2. of the language on page 9 of the packet as noted above. Ms. Gladziszewski said that she had not heard that part of the Mayor's main motion but after hearing from the other members and Mayor Weldon, she agreed that the removal of C.2. was part of the main motion.

AMENDMENT #3 by Ms. Woll to restore C.2. "Lessee shall provide CBJ bus passes to UAS students at no cost."

Objection by Mayor Weldon.

Roll Call vote on Amendment #3 to restore C.2.:

Yeas: Woll, Triem, Hughes-Skandijs, Hale, Bryson, Gladziszewski

Nays: Weldon

Amendment #3 Motion passed 6 Yeas: 1 Nay

Deputy Mayor Gladziszewski called for the roll call vote on the main motion as amended.

Objection by Mayor Weldon. In speaking to her objection, Mayor Weldon said that she thinks it is a poor deal and while she is sorry that D&H has put in all this work, she hopes they will put that much work into finding a new location. She supports the commercial fishermen but at this time, she is thinking they are throwing good money after bad and while she could have done the lease, she doesn't agree with all the educational benefits. She said they just passed the lowest mill rate and now they are giving away free stuff again and that is incompatible for her so she is a no vote.

Mr. Bryson spoke in favor of the motion. He said that the Assembly has asked in various committees why we can't provide services for reasonable groups to benefit the members of our community with those services the city is already subsidizing. He said that the more young adults/students who participate in the activities offered by our community, helps them fall in love with the community and want to stay and become professionals and raise families here.

Ms. Triem also spoke in favor of the motion. She said that she thinks it is a good idea to provide these services to university students for all the reasons Mr. Bryson stated. She said that it is funny this is coming to fruition through a D&H lease but she is supportive of it. She said this is a good move for CBJ for D&H and this service is an important one for our community and the commercial fishing industry. She said that this is not a sustainable long term situation and the D&H Board knows that and she wants to be sure they are working on finding a solution for the long term and to bring that back to the Assembly.

Ms. Gladziszewski said she thinks this is a bad deal for a four year period although she is in favor of giving students some great benefits, four years is too long of a bad deal for her.

ROLL CALL on MAIN MOTION as Amended:

Yeas: Woll, Triem, Hughes-Skandijs, Hale, Bryson,

Nays: Gladziszewski, Weldon

MAIN MOTION as Amended, passed 5 Yeas: 2 Nays

2. Accessory Dwelling Unit Grant Program Update

Housing and Land Use Special Joseph Meyers gave a presentation on the Accessory Dwelling Unit (ADU) grant program a copy of which was included in the COW packet. CBJ started permitting ADUs in 2001 and it was updated in 2009 and 2015. There are currently 16 grants of \$6,000 each to eligible applicants. The average cost of the units are approximately \$36,000 however the average in 2015 was approximately \$26,000 and in 2022 the average cost was approximately \$57,000. This is a significant increase in cost over the life of the program.

Ms. Hale asked for clarification that the ADUs include both apartments and free standing structures. Mr. Meyers confirmed that was correct that it included both types of structures.

Mr. Meyers provided options to try to expand the ADU program in the future if the Assembly wished to expand the program. He gave two options:

Tier 1 (Option 2) grant amount at \$13,500 with no Short Term Rentals (STRs) for 3 years, receive Certificate of Occupancy within 2 years of permit issuance, no affordability requirement, available on a First come/First served basis, and requiring annual reports for three years.

Tier 2 (Option 3) grant amount at \$50,000 with no Short Term Rentals (STRs) for 10 years, receive Certificate of Occupancy within 2 years of permit issuance, Affordability requirement at 80% AMI for 10 years through a recorded covenant, available on a First come/First served basis, and requiring annual reports for ten years.

The Manager's Recommendation is for the COW to forward a draft resolution for continuation of the ADU grant program as a two-tiered program as outlined above.

Ms. Hale said she is interested in this program for many reasons, including possibly utilizing it if her zoning is ever changed to allow for an ADU on her current property. She asked, particularly related to the Tier 2 option, what happens if a unit is vacant for a part of that time. She also asked if someone builds a unit, is it acceptable when advertising it that they include that renters have to meet the income parameters for the 80% AMI.

Mr. Meyers said they have not considered the vacancy issue but they are open to suggestions.

With respect to the income issue, Mr. Meyers said he didn't think there was any problem with advertising for that. One note on his presentation showed that 80% AMI in Juneau for a family of four is \$95,300 (in 2023 numbers).

Ms. Gladziszewski asked Ms. Layne if there was some way that renters have to provide income statements or something. Ms. Layne said that rents would have to be considered affordable at the 80% AMI rate for a period of 10 years in the Tier 2 scenario. Ms. Layne said that her assumption was that the person is going to be responsible for figuring out what 80% is and the property owner can't go above that amount when renting out the unit so they do not need to ask people what their income is.

Ms. Gladziszewski asked how CBJ will know if they are in compliance with the program requirements. Mr. Meyers said that there is a reporting requirement and there is a reporting form and they will be required to report their tenants and what they charge annually.

Ms. Triem asked for clarification that the 80% AMI number applies to the amount of rent charged and not to the income of the renters. Mr. Meyers confirmed that was correct.

Ms. Woll asked about the covenant on the smaller grant as well as the reporting. She said that they have not required those in the past and asked if there was a reason those are now going to be required.

Mr. Meyer said that they did not require those before. They wanted to provide additional extra funding above the current \$6,000. CDD Director Jill Maclean explained that the first round of the grants was years ago, prior to her employment with CBJ, when there was some extra funding from the legislature. At that time, they knew that additional housing was needed and they divided up those funds into 16 grants of \$6,000 each. That is how they have pretty much run the program since that time but recently, mostly since the pandemic, short term rentals have become a big concern for the Assembly and members of the public so this was one attempt to reflect the

need to care for longer term housing and to ensure that these units aren't STRs for the times identified for each of the Tier 1 and Tier 2 grants.

Ms. Hale said that she feels it is important that they address the issue of potential vacancies, especially for the Tier 2 grants so that the owners understand the rules. Ms. Hale also pointed out the application on packet page 30, it refers to CBJ Accessory Apartments ... as opposed to Accessory Dwelling Units so that will need to be updated when the changes to the program are updated.

Ms. Triem said that since this meeting is the Assembly's chance to discuss this program. She said she doesn't have a strong feeling but said that she would like to hear from her fellow Assemblymembers and/or staff on the dollar amounts.

Director Maclean said that this was before the Assembly Lands, Housing, & Economic Development Committee (LHEDC) last month at which they considered four options: Option 1 was Status Quo, Options 2 & 3 are the Tier 1 & 2 options noted above, and Option 4 was to do away with the program. Staff strongly recommended against Options 1 and 4 and the LHEDC liked both Options 2 & 3 and that is why these are before the COW tonight.

In speaking to Ms. Hale's language concerns about the application, she noted the application in the packet is the current version but that it will be updated as the program changes are implemented.

Ms. Hughes-Skandijs said that she was also concerned about the vacancy factor that Ms. Hale asked about. She is even more curious about the smaller amount with the 3 year term and she would be concerned that someone gets a subsidy for an ADU and it sits vacant for awhile and then term is up and the next thing you know, it becomes an STR that was subsidized by the city. She said that the three year period seems rather short to her.

Ms. Woll said that Director Maclean did a good job summarizing the conversation at the LHEDC meeting. She said that, for herself, when she saw these two options, they target potentially very different segments of the community. Some of the LHEDC members wanted to go forward with the very aggressive option which was the \$50,000 grant. She said that why she likes the blended approach, while she is supportive of the \$50,000, there may not be a wide portion of the community willing to use those. The blended approach of both options allows for them to get some more data.

Mr. Bryson pointed out that a vacancy rate is a common thing and it would take something extraordinary to not take advantage of the ability to rent out a unit.

Ms. Triem thanked Ms. Woll for her feedback as Ms. Triem was thinking about this as an either/or option and had not originally been looking at this as a blended two option item. She asked Director Maclean if, with respect to the vacancy factor, the grantees would have to provide a report showing 36 months of rentals as opposed to a 3 year period. That would just be a different approach but accomplish the same intent.

Ms. Layne said that if that is the direction the Assembly wants to go, they can structure it that way.

MOTION by Mayor Weldon to forward Resolution 3030 to the Assembly with a minor amendment to change the period under D.7. from "three years" to "five years" and for that same period change to be reflected in the reporting requirements.

Objection by Ms. Woll. She said that the purpose of doing this program is to encourage more housing development but by putting on more restrictions, it disincentivizes applicants from wanting to apply. She is all for regulating STRs in our community but this program is to get more units available for rent in the community.

Ms. Hughes-Skandijs said that she strongly supports this amendment. She thinks that three years is a blink of an eye. She supported going with the more aggressive option (Tier 2) when this was in the LHEDC so that they could get more units available in the community. If we are getting more units out there but then they are being turned into STRs, that does nothing for our year-round residents and that is not our target for this program. She said that there are other areas they are working to get a sense of the STRs in the community and their impacts through starting off by getting more data at this point. To her, five years is a good compromise for this program and supports the year-round residents.

Ms. Hale objected to the motion. She said they want to get people excited about this program and building additional units in the community and she is worried that by loading these up with more restrictions it will have the opposite effect and she objects to the amendment.

Ms. Triem asked if staff could provide information on how and when the applicant receives the money for the program and when that starts the timing clock for the three, five, ten year commitments.

Mr. Meyers explained that there is a two-year period from the time they get a building permit to the time they receive a certificate of occupancy (CO). The clock on the grant program would start at the time the CO is issued which is when the grant funds are awarded.

Ms. Triem said that she also objects to the amendment. She would be willing to work with the City Attorney to rewrite portions of the resolution that might address the 36 month vs. three year, or whatever other timeframe they arrive at. She also noted concern that they are trying to regulate STRs before the Assembly has the conversation about when and how they may want to regulate STRs.

Ms. Gladziszewski spoke in favor of the amendment because she sees this program as incentivizing the building of units that human beings living in Juneau would be able to live in rather than using CBJ grant funds to subsidize STRs.

Director Maclean provided the following points of information for clarification: the units in this program have to be built on or adjacent to the main dwelling unit of the property owner and if the property is conveyed to another owner within the covenant agreement period, the grantee has to repay those funds. She also stated that staff agrees with Ms. Triem concerns that if the Assembly chooses to regulate STRs, that should be addressed as its own topic separate from this process.

Ms. Gladziszewski called for a roll call vote on the Amendment to change the Tier 1 period from “three years” to “five years.”

ROLL CALL vote on Amendment #1:

Yeas: Hughes-Skandijs, Gladziszewski, Weldon

Nays: Woll, Triem, Hale, Bryson

Amendment #1, failed 3 Yeas: 4 Nays

Ms. Gladziszewski noted that the main motion to move Resolution 3030 forward to the Assembly is on the table.

Objection noted by Mayor Weldon for the same reasons she previously noted about disagreeing with the three year period.

AMENDMENT #2 by Ms. Woll to remove the reporting requirement for the smaller \$16,500 grant. Ms. Woll said she didn't find the location in the resolution that speaks to that so asked if this could be a high level amendment for the removal of that requirement wherever it may appear in the program language.

In speaking to her amendment, Ms. Woll said that she thinks this is an additional burden we are placing on people who may be looking at applying for this program. She said that as far as rules go, people tend to want to do the right thing most of the time and she didn't feel reporting should be required.

Ms. Gladziszewski asked Mr. Meyers if he could point to the place in the resolution where that reporting requirement was included. Ms. Gladziszewski noted that it was in the table but she wasn't seeing it in the resolution.

Ms. McEwen did a search on the resolution and found no reporting requirements in the resolution.

Ms. Layne said that if they did want the reporting language included in the resolution, they could make that change before it goes to the Assembly.

Ms. Woll withdrew Amendment #2 since the language is not currently in the resolution.

Amendment #3 by Ms. Woll to remove the requirement for the written covenant from the Tier 1 agreement.

Additional discussion took place as to where it might be found in the resolution. Ms. Layne said that the language in the resolution doesn't quite spell out those requirements the way Ms. Woll thinks it does. Ms. Woll said those requirements were listed in the presentation table and that she would like to work with the Attorney to bring back some revised language before they take this resolution up again. Ms. Hale shared her concerns about the \$50,000 tier and also about how to care for vacancy issues.

Mayor Weldon removed her motion to forward this resolution to the Assembly. After additional discussion by staff and the Assemblymembers, it was decided to keep this resolution in the COW for additional work. Mayor Weldon said that in addition to the previous questions/comments, she would like to here how this benefit compares to the recent tax abatement and the Affordable Housing Loan that they recently approved. Ms. Hughes-Skandijis said she would like to pass on her sense of urgency that they had during the LHEDC meeting that the Assembly needs to have for getting housing for our year-round residents.

Ms. Triem encouraged members to focus on the high level policy decisions and to stay out of the weeds of nitpicking on application language etc...

Amendment 3 and the Main Motion to forward to the Assembly were withdrawn in favor of keeping this in COW for additional work.

3. South Seward Street Renaming

Ms. Gladziszewski noted that Sealaska Heritage Institute (SHI) withdrew their initial application.

Mr. Watt reported that Sealaska Heritage Institute (SHI) put in an application to rename the two blocks, Heritage Way, and Dr. Worl advised us that she wanted to withdraw that and pursue a Tlingit place name. He said that they subsequently received an email stating "After much discussion at SHI and with their constituents, SHI wants to continue with the Heritage Way renaming."

Ms. Gladziszewski said that for the process, there cannot be any objection from fellow property owners on the affected street. Since City Hall is one of the properties that would be re-addressed, she asked the Assembly if they have any objections.

Ms. Woll asked if that language was in our rules that all property owners have to consent about a name change. Watt explained that in our land use code, if someone wants to rename a street, they are supposed to hold a neighborhood meeting in case a property owner wants to object. It then goes to the Planning Commission (PC) and the PC decides. Mr. Watt said he recommends they do not object but also the PC process is helpful because someone else in the community may want to comment.

Mr. Bryson said he doesn't object to City Hall if that was the only impact. He asked for additional information to be brought back to let us know what it would cost to re-address all the city functions that use the current address. He also noted that there may be at least one property owner within that area that will be objecting to the change.

Mr. Watt clarified by answering Mr. Bryson's concerns that City Hall is the only affected property and that the proposal is to just rename the portion of Seward Street from Front Street to Marine Way which would include properties owned by Sealaska, Sealaska Heritage Institute, the newly purchased building by Sealaska Heritage Building and City Hall. There are no other property owners. He said that with regard to costs, he is recommending the address for City Hall remain as 155 New Name. He said that there are not a lot of pre-printed documents that would need to be redone. As people order new business cards and things, we will replace those with the new name.

MOTION by Mayor Weldon to support the renaming of the southern portion of Seward Street from Front Street to Marine Way to the name Heritage Way and asked for unanimous consent. Hearing no objection, the motion passed by unanimous consent.

F. STAFF REPORTS - None.

G. COMMITTEE MEMBER / LIAISON COMMENTS AND QUESTIONS - None.

H. NEXT MEETING DATE: Monday, June 5, 2023, 6:00 p.m.

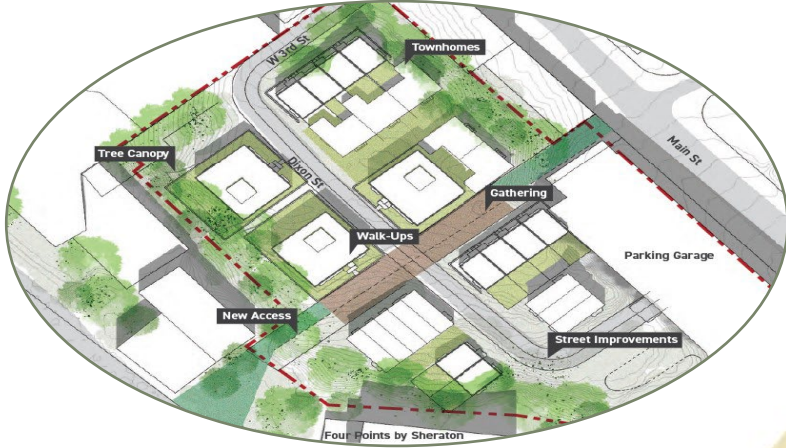
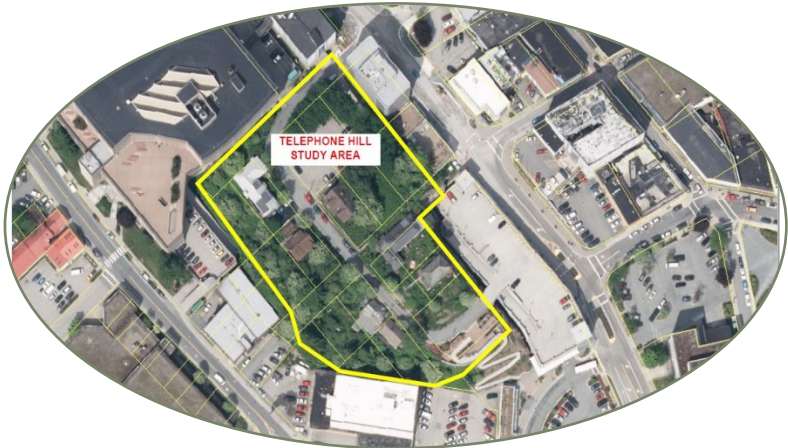
I. SUPPLEMENTAL MATERIALS

J. ADJOURNMENT

There being no further business to come before the committee, the meeting adjourned at 7:45p.m.

Telephone Hill Redevelopment Study

February 12th, 2024

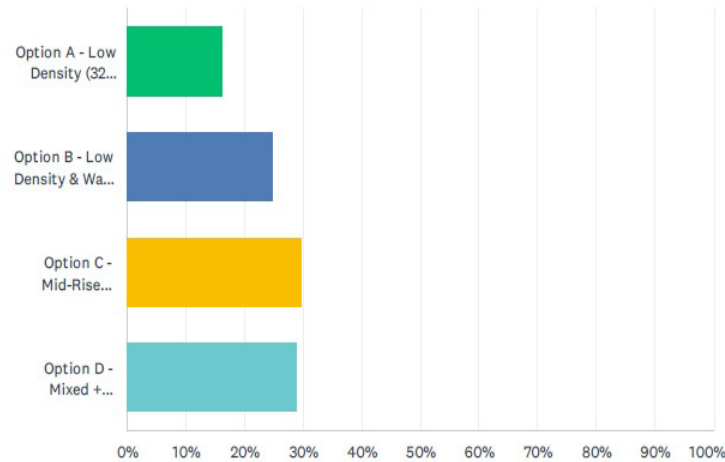


Public Online Survey

Telephone Hill Development Survey

Q7 Select your favorite option and in the following question, describe how it could be improved.

Answered: 1,865 Skipped: 540

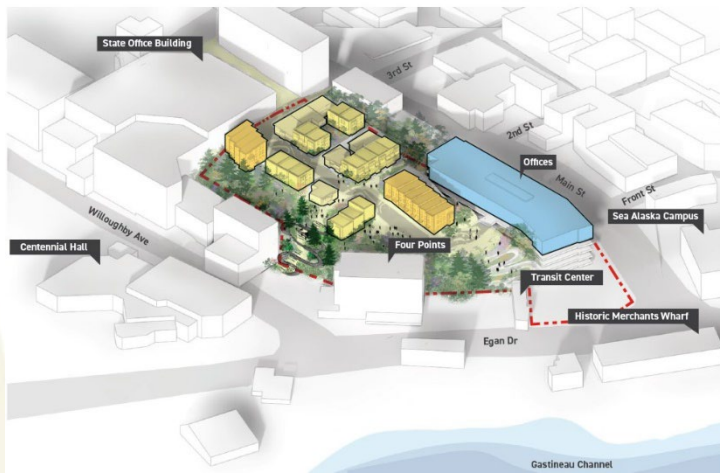


ANSWER CHOICES	RESPONSES	
Option A - Low Density (32 units)	16.19%	302
Option B - Low Density & Walk Up Apartments (66 units)	24.99%	466
Option C - Mid-Rise Apartments (100-200 units)	29.76%	555
Option D - Mixed + Existing Homes (56 units)	29.06%	542
TOTAL		1,865

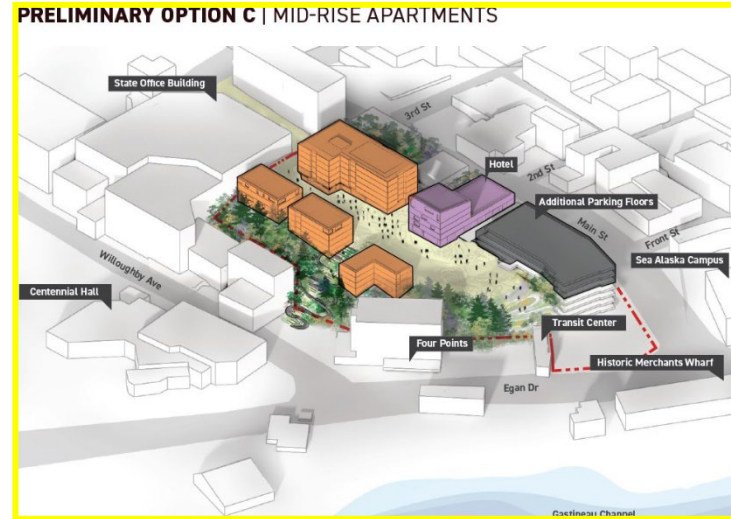
- Survey was open from December 13th through January 9th
- During this time, over 2,400 Juneau residents from all parts of the community responded to the survey
- Results from the survey show that dense and inclusive housing is the preferred housing development

Design Options

PRELIMINARY OPTION A | TOWNHOMES



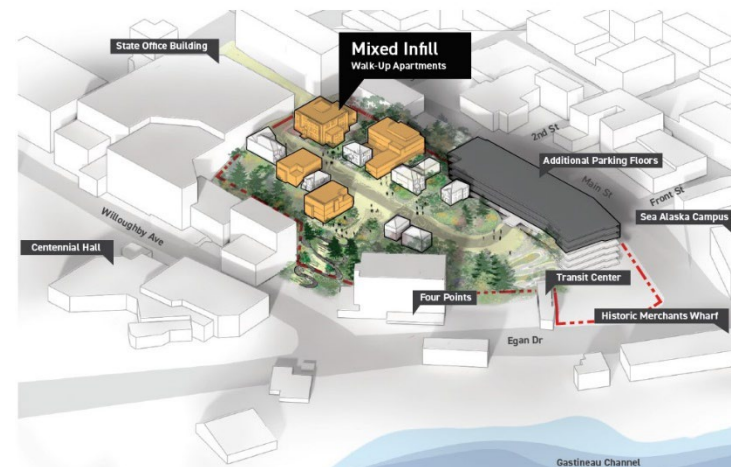
PRELIMINARY OPTION C | MID-RISE APARTMENTS



PRELIMINARY OPTION B | ATTACHED TOWNHOMES & WALK-UP APARTMENTS



PRELIMINARY OPTION D | MIXED INFILL



- Design Option C had the most votes among the four development options.
- The densest of the four options, Design Option C has the potential to provide 100-200 new housing units.
- Other feedback received on this option include eliminating the Hotel and replacing with a preferred development, such as a new pocket park.

Cultural and Historic Review Reports

Cultural Resource Desktop Assessment completed by Northern Land Use Research Alaska. This report provides information on the historic significance of properties on Telephone Hill.

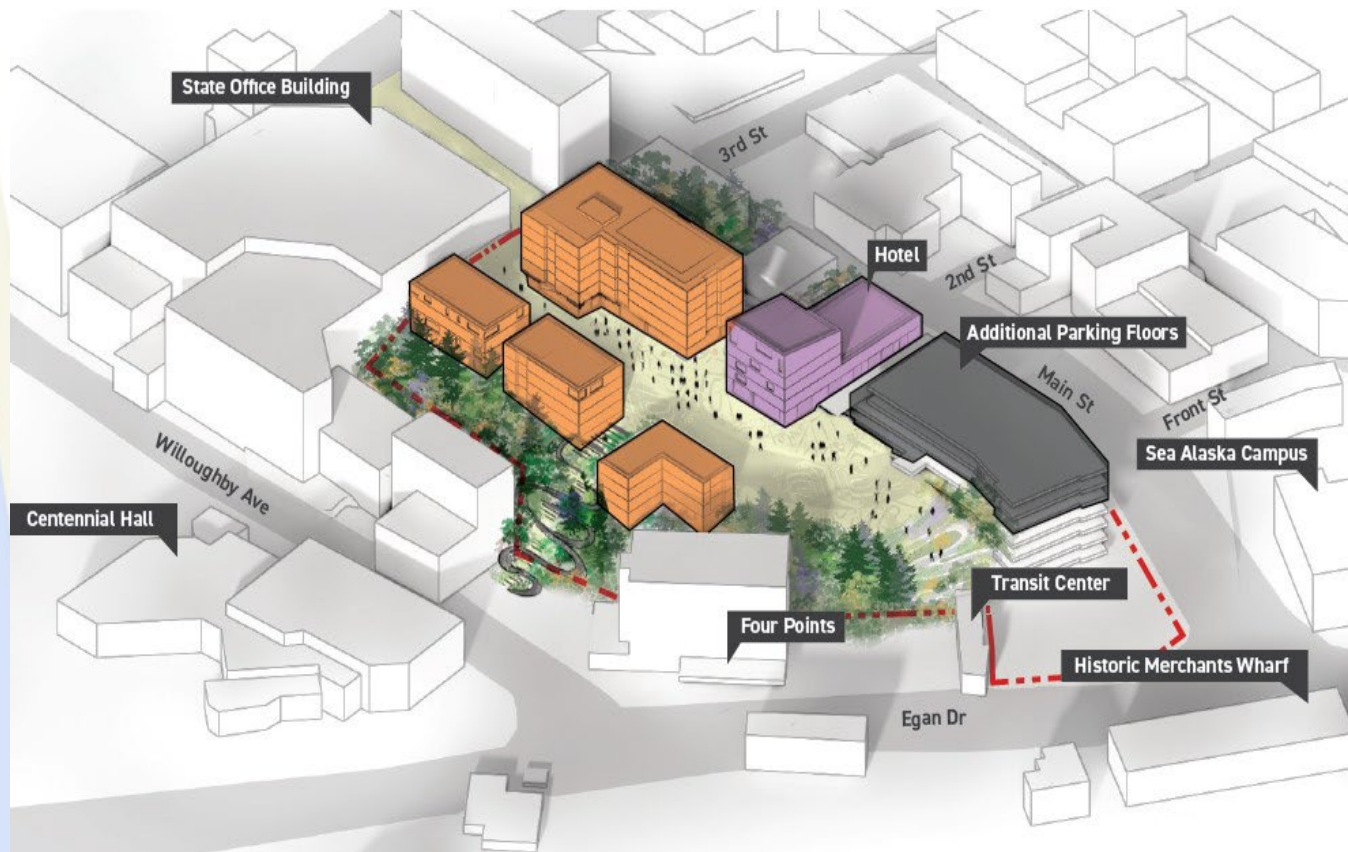
Update to the 1984 Site and Structures Survey completed by MRV Architects. This report identifies contributing factors to historic significance in both the existing structures and neighborhood.

The next steps in a formal Section 106 process would be to create a Determination of Eligibility letter that would go to the State Historic Preservation Office (SHPO) for public comment, review, and concurrence.

The outcome of a formal Section 106 review would not guarantee the preservation of the existing structures but it could, at a minimum, add mitigation costs based on potential adverse effects as determined by SHPO.

Next Steps

Staff requests that the Committee provide a motion of support to proceed with refining Design Concept C.



Refinement will modify the concept to best fit feedback received from public outreach and direction from the Committee.

Refinement also will provide information on:

- Site preparation
- Subdivision design
- Possible building layout and preliminary floor plans
- Cost estimation



DATE: February 12, 2024
TO: Michelle Hale, Deputy Mayor
THROUGH: Katie Koester, City Manager
FROM: Nick Druyvestein, Project Manager
SUBJECT: Telephone Hill Redevelopment Study Update

Online Survey of Design Concepts

The Telephone Hill Development Survey was conducted from December 13th to January 9th received over 2,400 responses from members of the community. The goal of the survey was to identify housing and other community needs that could be satisfied by future development. Four design concepts were presented showing differing levels of development density and asked residents to select their preferred concept. (See attached survey and results.)

Multi-Family housing was selected as the best type of housing to address local housing needs. Other top vote-getters include Single-Family housing and rental homes in general. These were more favorable than other options in the question such as workforce, senior, and temporary housing. The most favored option by the community was Design Concept Option C (Mid-Rise Apartments). Option C was the densest development option and would have the potential to provide 100-200 housing units.

The results from the survey show that dense, inclusive multi-family homes are the preferred housing development for Telephone Hill. Additionally, residents would like CBJ to consider new parks and recreation additions and connected pathways to encourage more foot traffic.

Cultural and Historic Review Reports

CBJ staff and project consultants have been working to address the historic preservation components of Telephone Hill's redevelopment. To accomplish this, CBJ staff hired consultants to prepare documentation in which historic aspects within the Project Study Area were identified using the Department of Interior's criteria to determine historic registration eligibility. A formal Section 106 historic review is not required, and the reports presented and attached to this memo were completed to provide the Assembly with the information needed to make decisions on historic review and redevelopment.

The two reports that were completed as part of the partial Section 106 are:

- A Cultural Resource Desktop Assessment completed by Northern Land Use Research Alaska (NLURA). This report provides information on the historic significance of properties within the Project Study Area.
- An update to the 1984 Site and Structures survey completed by MRV Architects. This report identifies contributing factors to historic significance in both the existing structures and the neighborhood.
- Also attached is the Historic Resource Advisory Committee (HRAC) letter to the Assembly from 12/11/2023 on the topic of Telephone Hill preservation and registration.

If the Assembly were to direct staff to proceed with historic registration efforts, the two reports would be used to create a formal Determination of Eligibility (DOE) letter. The DOE letter would then go to the State Historic Preservation Office (SHPO) for public comment, review and concurrence. After that, future development of Telephone Hill would need to involve SHPO to approve mitigation strategies to minimize the adverse effects to factors that contribute to the site's historic significance.

The outcome of a formal Section 106 review would not guarantee the preservation of the existing structures but it could, at minimum, add mitigation costs based on adverse effects to the historic nature of the structures and neighborhood as determined by SHPO. Once eligible, mitigation requirements will be in perpetuity, regardless of future ownership. A formal Section 106 review will extend the timeline of redevelopment and likely add unknown additional costs for historic mitigation.

Next Steps

Once the Committee provides direction for staff to work towards a specific design concept, that option will be refined to provide needed information on site preparation, subdivision design, possible building layout and preliminary floor plans, as well as a construction cost estimate. The project team will proceed with this option in a way that reflects Juneau's housing needs based on feedback received from public outreach sessions, the online survey, and direction from this Committee. A potential midrange outcome could be an RFP to gauge interest in a partnership for the phased redevelopment of the property.

Alternatively, if the Committee provides staff with direction to begin the formal process of applying for a Determination of Eligibility, then CBJ staff and consultants will complete the application process, which will take many months. Once that application is completed and depending on eligibility, CBJ and the consultants will need to draft mitigation strategies to any adverse effects for each eligible property or the neighborhood. Any major changes to the property will be on hold until the application is processed and eligibility is determined.

Recommendation

Staff requests that the Committee provide a motion of support to proceed with refining Design Concept Option C, and requests direction on whether the historic review process is henceforth completed to the satisfaction of the Assembly. Alternatively, the Committee may direct staff to create a formal Determination of Eligibility (DOE) and initiate involvement from the State Historic Preservation Office (SHPO) as described in this memo.



Mendenhall River Glacial Outburst Flood Update

February 12, 2024 Update

Community Questions from Nov 2023 Listening Session:

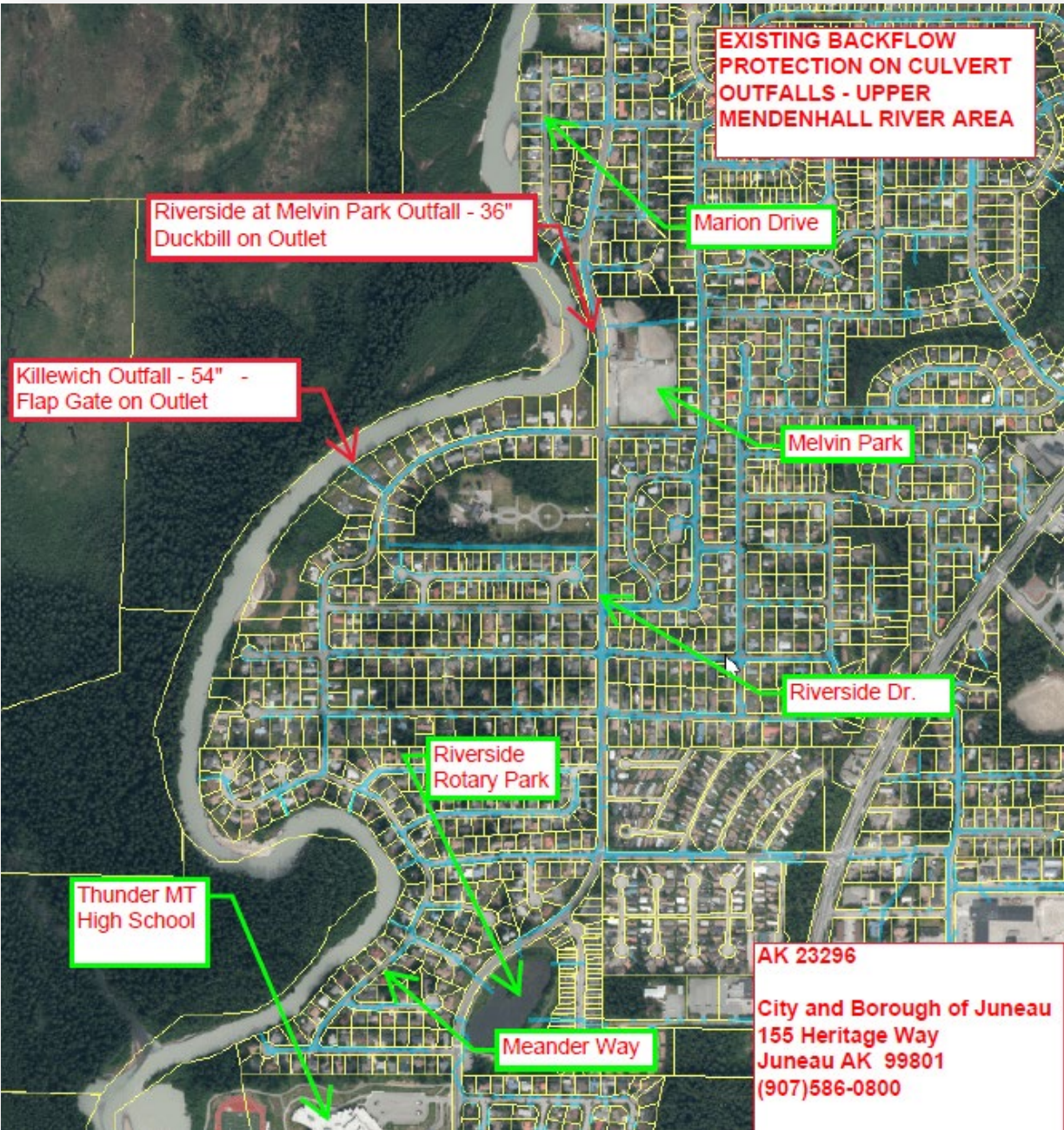
1. Can CBJ create a Natural Disaster Assistance Fund?
2. What can be done to prevent storm drain overflow?
3. Is CBJ seeking outside expertise and/or assistance to understand and mitigate future glacier outburst flooding?

Natural Disaster Assistance

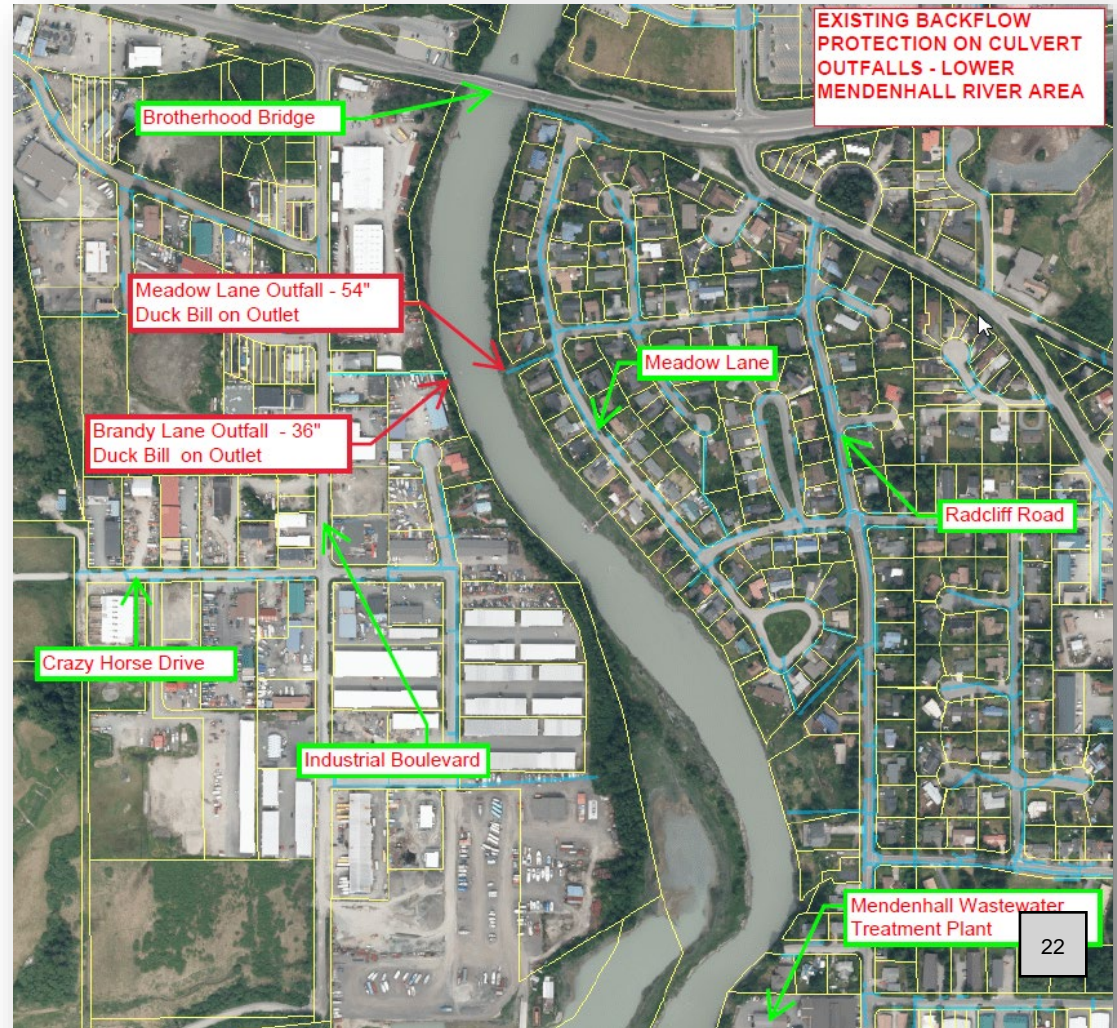
- CBJ would have to create a new program with a new funding source to provide individual disaster assistance.
- The State has the programmatic infrastructure in place to distribute individual assistance through DMVA.
 - Currently up to \$21,000 for housing and property damage
- **New!** Legislature working on a bill to increase the individual assistance from \$21K - \$50K and to add flexibility for condo associations currently excluded from individual assistance.
- Recommend that CBJ support the forthcoming legislation.

Existing Culverts with Backflow Preventers

- In place during August 2023 flood event

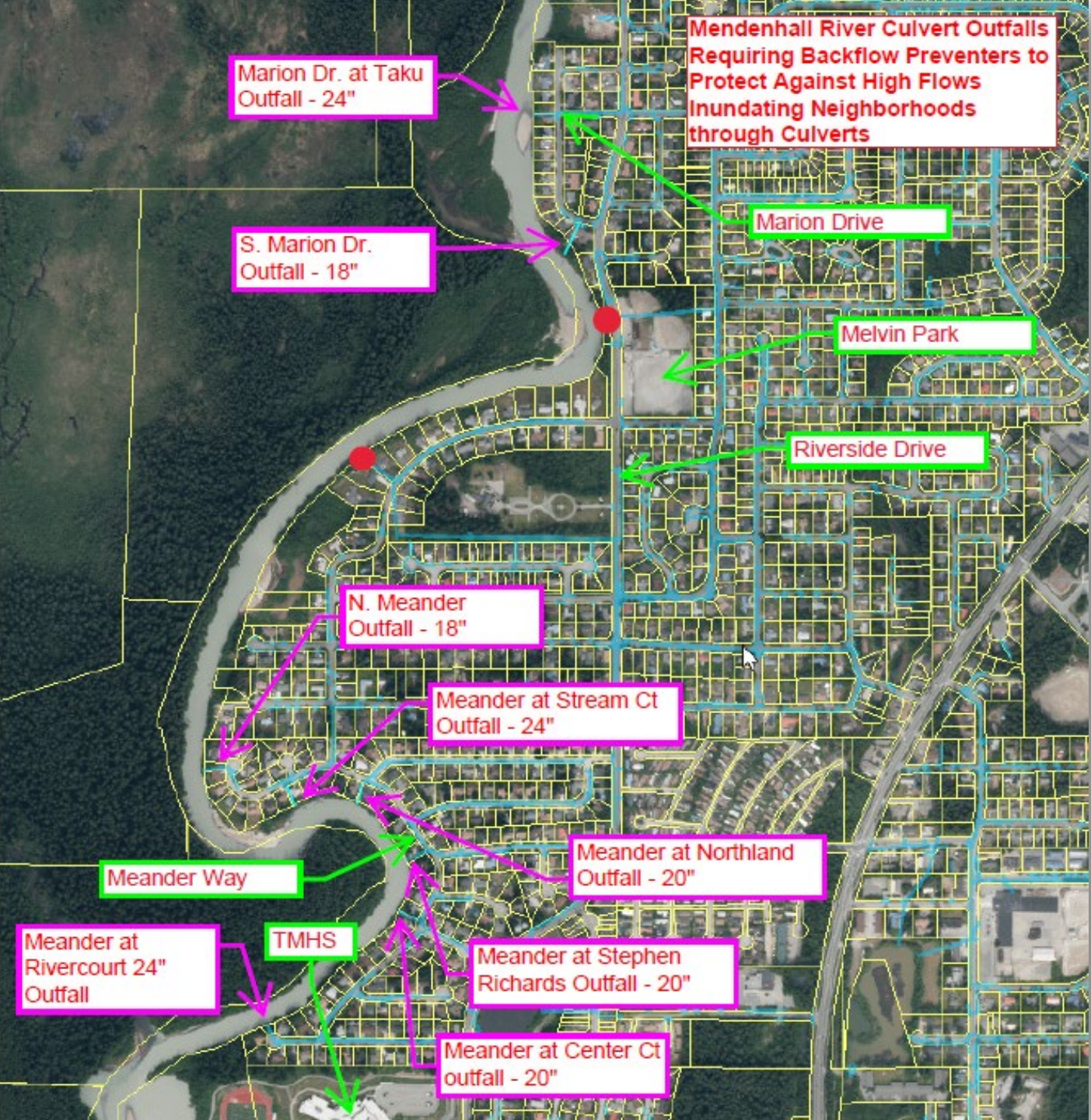


Upper River
Lower River



Planned Backflow Preventers

Will protect against future high flows inundating neighborhoods through culverts.



How We Got Here...

- Summary (non-exhaustive) of CBJ and partner actions since August 5, 2023

Action	Agency	Details
Established Incident Command	CBJ	Coordinated response to keep people safe and informed
Local Disaster Declaration	CBJ	Paved way for State Disaster Declaration
State Disaster Request + Declaration	Governor	Required for both individual and public assistance and grants from DMVA/FEMA
<ul style="list-style-type: none"> • <u>State Individual Assistance</u> 	AK DMVA	<i>Provided to \$21,000 of individual assistance for housing, and property damage. DMVA in Juneau 8/21-23. Application closed on 10/9/23.</i>
Federal Disaster Request	CBJ/DMVA/Gov	Request Denied; <i>Would have provided access to additional <u>Individual Assistance Program</u> for property owners.</i>
Advocating for UAS Research Funding	CBJ to US Congress	CBJ provided letter of support for UAS request for Congressionally Designated Spending (CDS) funds for full-time research
Increased USGS Monitoring Funds	CBJ	Increased annual appropriation from \$7k to \$35k; funding for Cameras, sensors, access, data collection, staff time
Protecting Public Infrastructure	CBJ	Pursuing actions and available funding opportunities to restore, protect, and mitigate potential future damage to impacted municipal infrastructure.

** Benefits for private property owners in orange.*

Flood Relief and Community Support Programs...

- Funding and other assistance benefitting both public and *private property owners*

Description	Agency	Applicant / Beneficiary	Status + other notes
Low Interest Disaster Loan	U.S. Small Business Association	Impacted Private Property Owners & Renters; Businesses & Nonprofits	Deadline to apply was Dec 5, 2023 35 Home, 1 Business/EIDL Loans Approved - \$2,445,000 (as of 12/26/23)
Flood Insurance for Property Owners	National Floodplain Insurance Program (FEMA)	All property owners	Open for enrollment. CBJ coordinated sessions Nov 1-2 in Juneau; resources available.
Curbside & Community Clean Up Efforts	CBJ	Impacted households along the flooding area	Collected household and construction debris at no cost to impacted neighborhoods
Emergency Bank Stabilization Permit Accommodations	CBJ (CDD)	Impacted property owners	Allowed property owners to protect against immediate threats to property; expedited process (Open House with state and federal agencies held on August 31, 2023)
Real Property Exemption/Reassessment	CBJ (CDD)	Impacted property owners	Allowed for reassessment of properties impacted by flood; potential tax relief (more details here)
Mendenhall Flood Relief Fund	Juneau Community Foundation	Impacted community members experiencing "major loss"	Application and donation period now closed. Established to address impacts from the glacial outburst flood; \$36,823.00 raised and distributed in 2023.

**Updates since Nov 2023 noted in green.*



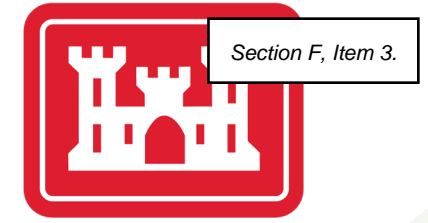
Technical Assistance and Funding Updates...

- CBJ is pursuing outside expertise, technical assistance and funding from state and federal partners

Description	Agency	Applicant / Beneficiary	Status/Updates	Funding + other notes
✓ State Public Assistance	State of Alaska DHS&EM (DMVA)	Based on need, Governor's discretion	CBJ working with DHS on reimbursement	CBJ applying for reimbursement of emergency protection projects
✓ Transformational Habitat Restoration and Coastal Resilience Grant	NOAA	SE Alaska Watershed Council (CBJ). / Project would benefit public + private property	CBJ is partner in application and project; Application submitted	\$5.5 million request; four-year project to build flood resistance + improve fish habitat
✗ Emergency Watershed Program (EWP)	NRCS	CBJ / For work to reduce threats to life and property after disaster; may benefit public + private property	NRCS report from 9/11 visit determined no project nexus with EWP	N/A
Emergency Streambank & Shoreline Protection (Sec. 14)	US Army Corps of Engineers (USACE)	CBJ / Specific to smaller projects to protect endangered public and nonprofit infrastructure.	Request for study submitted to USACE	\$100k fed match thru feasibility study; up to \$10M max; 35-50% local match
Watershed Protection & Flood Prevention (WFPO)	National Resources Conservation Service (NRCS)	CBJ / Technical and financial assistance for watershed projects benefitting public and private properties.	Request for assistance submitted to NRCS	No cost for phase one study, future match requirements dependent on study results.
Silver Jackets Mendenhall Flood Mapping Study	US Army Corps of Engineers (interagency)	CBJ / In collaboration with ADOT, NOAA, USGS & other relevant agencies	Proposal in progress	~\$150K value, CBJ would provide in kind support for study

*Updates since Nov 2023 noted in green.

Key Federal Assistance Requests...



• Emergency Streambank & Shoreline Protection (Sec. 14) - USACE

Scope: Specific to smaller projects to protect endangered public and nonprofit infrastructure.

Timeline: ?

Funding: Up to \$10M in federal support (\$13M total project cost); does *not* require congressional appropriation

Potential CBJ Cost: \$100k federal contribution* to complete feasibility study (50/50 cost share after \$100k); 35% - 50% local match post-study + Operations & Maintenance for the working life of the project.

**“The first \$100,000 of study costs are paid by the federal government. Of this, \$50,000 will be allocated to perform a Federal Interest Determination (FID), the results of which will determine if a feasibility study is possible. Should the FID provide positive results and CBJ choose to move forward, the second \$50,000 in federal funding would be allocated to draft a Feasibility Cost Sharing Agreement (FCSA) and Project Management Plan (PMP). This will be the agreement that CBJ signs to initiate the actual feasibility study. The total cost of the feasibility study will be shared with the CBJ and agreed upon prior to expecting a Feasibility Cost Sharing Agreement to perform the study.*

If a Feasibility Cost Sharing Agreement is executed with the Alaska District, CBJ understands that Feasibility Study costs would be cost-shared 50/50 Federal/non-Federal. CBJ requests that the USACOE consult with us closely during the project and in advance of exceeding the \$100,000 threshold. If CBJ were to ask USACOE to proceed with identified projects, we are aware that CBJ would be required to pay 35% of the total cost of a project, with credit granted for providing lands, easements, and rights-of-way, and that the minimum cash requirement from CBJ would be 5% of the total project cost.”

- CBJ request letter to USACE

Key Federal Assistance Requests...



• Watershed Protection & Flood Prevention (WFPO) - NRCS

Scope: River-wide planning and implementation assistance for authorized watershed projects to benefit **public and private properties**

Timeline: Likely minimum 7+ years thru final construction

Funding: Dependent on feasibility study results initial study does not require congressional appropriation, subsequent phases would require congressional appropriation if over \$25M (likely \$25M+ for Mendenhall).

Potential CBJ Cost: No cost for first phase (*Preliminary investigation and feasibility report*) of four phase process; potential for no local match requirement for future phases if CBJ project purpose is determined as “Flood Prevention,” CBJ required to cover ineligible expenses (ROW, easements, permitting, etc.) + Operations & Maintenance after construction (More info [here.](#))

Watershed Operations Program Federal Cost-Sharing by Purpose	Engineering / Technical Assistance	Installation / Construction	Real Property Rights
Flood Prevention (Flood Damage Reduction)	100%	100%	0
<ul style="list-style-type: none"> Structure elevation, relocation, flood proofing 			
Watershed Protection	100%	Variable	0
<ul style="list-style-type: none"> Flood Control Erosion and Sedimentation Reduction Water Quality Water Conservation Wildlife Habitat Woodland Energy Recreation Resources 			

Source:
<https://www.nrcs.usda.gov/sites/default/files/2022-10/AK%20WFPO%20Fact%20Sheet%20March%202022.pdf>

LIDAR Support from ADOT&PF

Will assist with:

- Creation of new geolocated map of Mendenhall River area
- Needed for new inundation maps to assist with both disaster planning and for FEMA flood insurance purposes
- Waiting for weather window and snow to melt

**Will support the interagency flood mapping work with Silver Jackets.*





Mendenhall River Cleanup

Team Rubicon Spring River Clean Up

- **Goals:**
 - Coordinated removal and clean up of household and non-natural debris on **CBJ land** along the river while water levels are low (*before April*);
 - Volunteer recruitment and training for future disaster preparedness.
- **CBJ's role:**
 - Equipment and staff support to Team Rubicon as needed; community awareness



Team Rubicon is a veteran-led humanitarian organization, built to serve communities before, during, and after disasters and crises.

Looking Forward

CBJ will continue to investigate and present to the Assembly available funding opportunities and any local matches for those programs.

The NRCS and USACOE studies and reports – as well as community and Assembly input - will help guide these efforts.

Questions or Comments?

floodresponse@juneau.gov



CBJ Transportation Options for Cruise Tourists

Committee of the Whole

February 12, 2024



Project Overview

- Performed by LSC Transportation Consultants
- Purpose of the Study
- Study Findings
- Recommended Service Alternatives



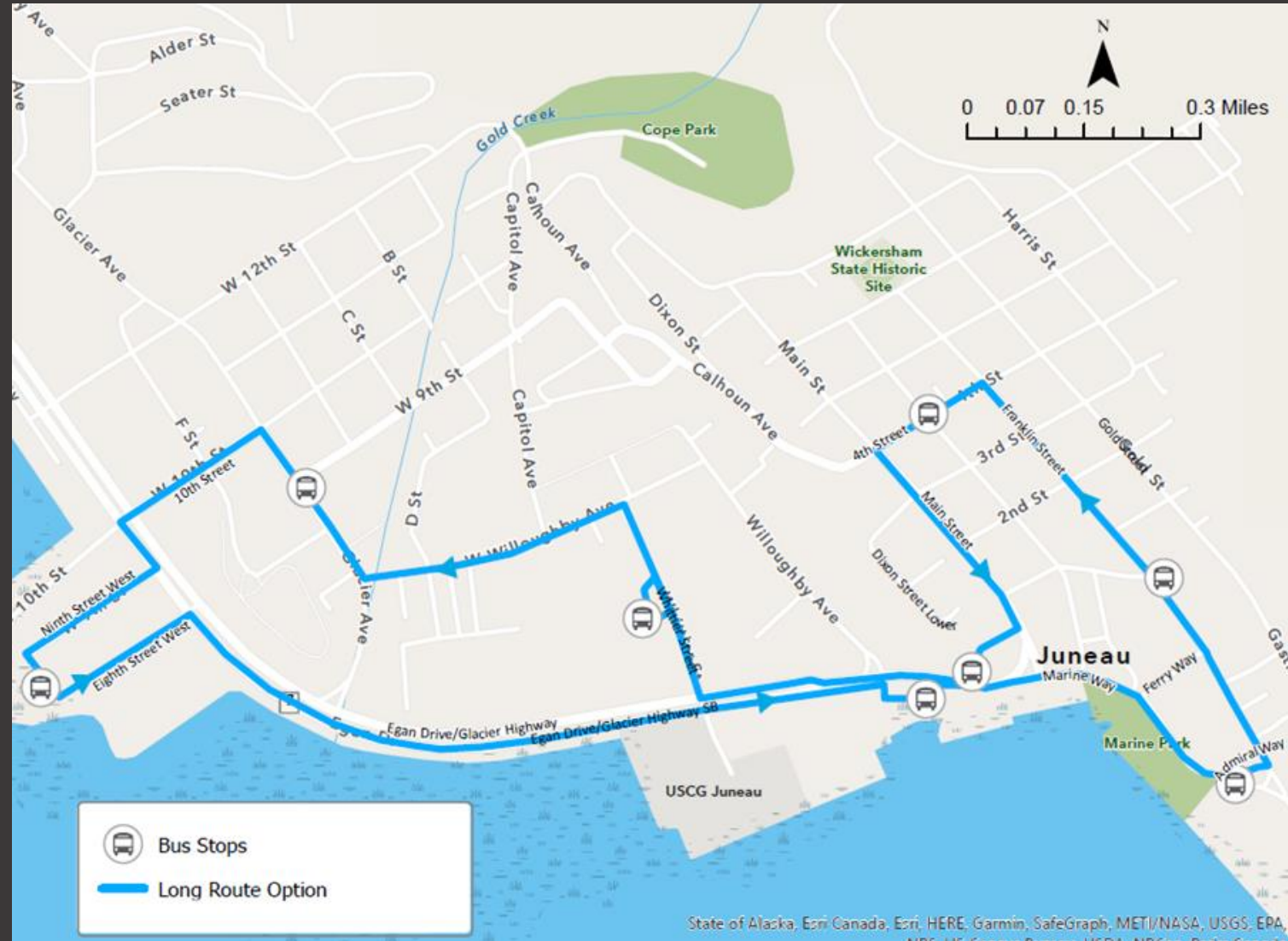
Study Overview

- ✓ Established primary and secondary transportation challenges occurring in Juneau.
 - Downtown Congestion
 - Over-capacity Capital Transit routes
 - Demand for Glacier Services
- ✓ Completed Three Technical Memorandums
 - Tech Memo 1 - Existing Conditions
 - Tech Memo 2 – Needs Assessment
 - Tech Memo 3 – Service Alternatives
- ✓ Conducted stakeholder outreach through workshop and online survey
- ✓ PWFC selected (2) Potential Service Alternatives to the COW to help alleviate current mobility problems.



Service Alternative 1 – Downtown Circulator

- ✓ Hop on Hop off frequent service between downtown, Museum, and Overstreet Park (flexible, frequent, separate from other services).
- ✓ 15 min. loops, Between 9am and 9pm
- ✓ Estimated 60-220 passengers per hour.
- ✓ Outside of Capital Transit’s core mission.
- ✓ Would be a new program with significant time and resource effort.
- ✓ CBJ would issue RFP to hire an operator and begin marketing efforts.



Service Alternative 2 – Capital Transit Tripper Service

Section F, Item 4.

- ✓ Would run during high-volume tourist days between May 1st and October 1st.
- ✓ Was unofficially provided this last summer but requires more administrative and operational organization for consistency.
- ✓ Capital Transit put in a Marine Passenger Fee request to implement a Tripper Service in Summer 2024.



CBJ Recommendation

- Alternative 2 – Capital Transit Tripper Service – **Staff Recommend**
 - If funded with MPF, can provide increased regular service during Summer 2024
 - Benefits both cruise passengers and locals
 - Locals less likely to get passed by due to full buses
- Alternative 1 – Downtown Circulator – **Does Assembly want this?**
 - New program outside of core public transit mission
 - May have difficulty obtaining FTA funding for tourism-oriented transit
 - Could pursue procurement to get Juneau-specific price estimates
 - Potentially in service during Summer 2025 using MPF

JUNEAU & ZERO WASTE

February 12, 2024

Dianna Robinson

Environmental Project Specialist

Engineering & Public Works

Dianna.Robinson@juneau.gov

JUNEAU'S WASTE - BIG PICTURE

Capitol Disposal Landfill has ~10 – 15 years of life left at our current disposal volumes.

We are faced with big question – what will we do with our trash in the future?

**SHIP OUR
WASTE
SOUTH**

**NEW
LANDFILL**

**INCINERATOR/
THERMAL
SOLUTION**

JUNEAU WASTE 101

Section F, Item 5.

SERVICE*

WASTE HAULING

Hauls waste and curbside recycling to landfill

LANDFILL

Accepts waste

CBJ

Recycling Center / Junk Vehicle
Household Hazardous Waste

PROVIDER



OWNERSHIP

PRIVATELY OWNED

PRIVATELY OWNED

PUBLIC ENTITY

REGULATED BY

**REGULATORY COMMISSION
OF ALASKA (RCA)**

**STATE: ALASKA DEPARTMENT
OF ENVIRONMENTAL
CONSERVATION (DEC)**

**FEDERAL: ENVIRONMENTAL
PROTECTION AGENCY (EPA)**

**SPECIFIC ADEC OR EPA
REGULATIONS APPLY
SITUATIONALLY**

***IN ADDITION TO THE LISTED SERVICES, JUNEAU COMPOSTS! ACCEPTS FOOD, YARD WASTE, AND OTHER ORGANICS;
SKOOKUM SALES & RECYCLING AND D&S RECYCLING ALSO ACCEPT SCRAP METALS.**

CBJ RECYCLEWORKS PROGRAMS



RECYCLING CENTER

- Diverts an average of ~7% of the landfill's annual volume
- CBJ contracts with WM for recycling

HOUSEHOLD HAZARDOUS WASTE

- HHW keeps hazardous chemicals and cooking oil from our sewer systems and diverts an average of another ~3% from the waste stream
- CBJ contracts with Clean Harbors for HHW

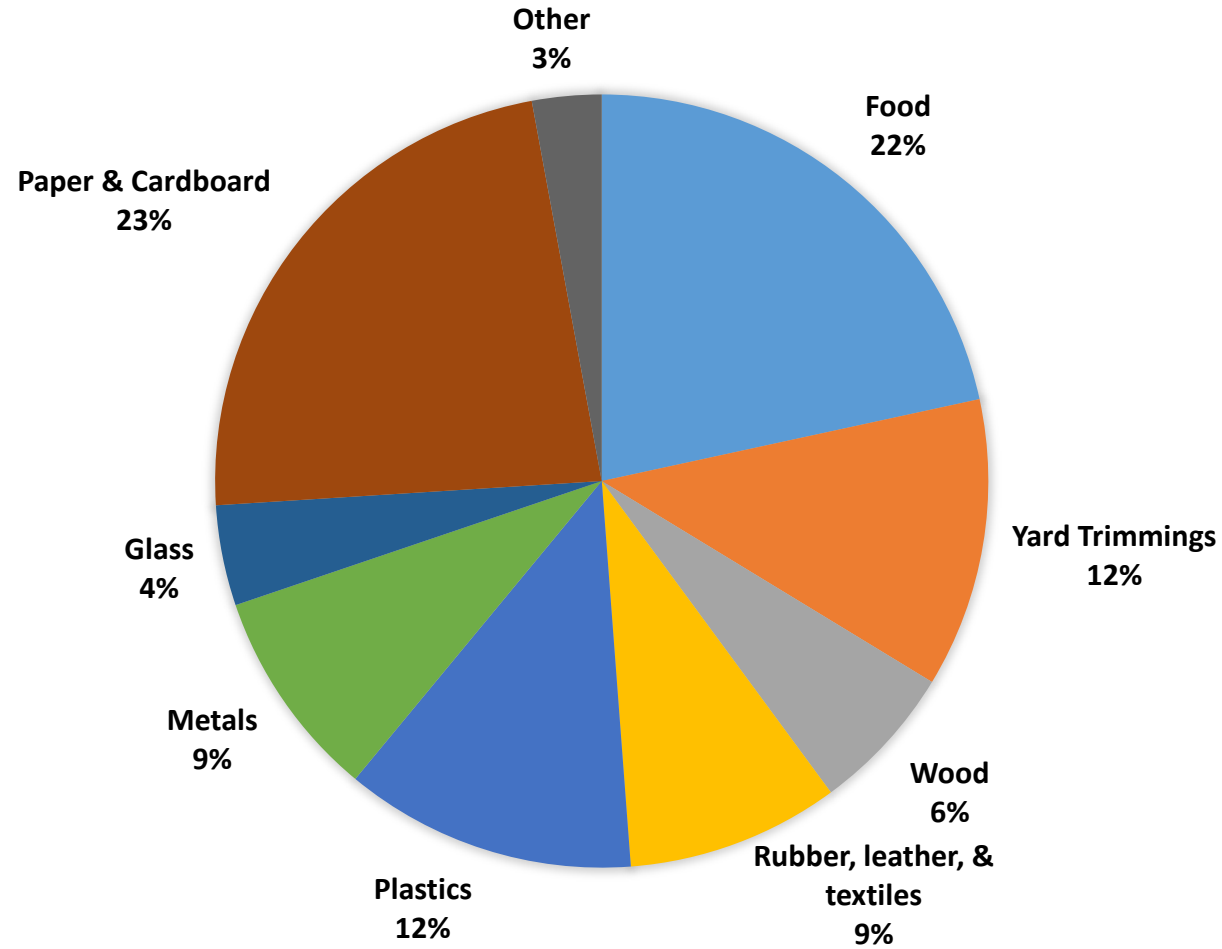
JUNK VEHICLES

- Junk Vehicles can be disposed of responsibly
- CBJ contracts with Skookum for JV recycling

The success and growth of these programs are based on voluntary resident participation...

WHAT'S IN OUR TRASH?

TOTAL US MUNICIPAL SOLID WASTE PRODUCED (BY MATERIAL) 2018*



*Data from EPA, 2020

JUNEAU'S WASTE PRODUCTION AND DIVERSION

Section F, Item 5.

In 2022, Juneau landfilled:

- 24,750 tons of municipal solid waste (MSW)
- 4,138 tons of construction and demolition waste (C&D)

In 2022, CBJ diverted:

- ~1,185 tons of recyclables (~5% of waste stream)
- ~355 tons of HHW (<2% of waste stream)

In 2022, Juneau Composts! diverted:

- ~250 tons of food waste (<2% of waste stream)

SOLID WASTE BARRIERS

CBJ does not own/control the landfill

CBJ does not own/control Juneau's waste stream

CBJ does not control trash fees

SOLID WASTE BARRIERS

Section F, Item 5.

RecycleWorks is near capacity

- Diversion is ~7% annually
- Approaching max capacity in the recycling/HHW buildings
- Staffing constraints

Organic waste

- Juneau needs to prevent and divert more organic waste
- Total composting will be limited by the amount of carbon sources we can secure

Seasonal population

- Large surpluses of furniture, mattresses, and other household items every year

Rising fuel costs = rising recycling costs

5. Sustainable Community

a) Implement a zero waste or waste reduction plan, including development of the Zero Waste Subdivision.

WHAT IS ZERO WASTE?

“The conservation of all resources by means of responsible production, consumption, reuse, and recovery of products, packaging, and materials without burning and with no discharges to land, water, or air that threaten the environment or human health.”

Zero Waste...or pretty darn close



WHAT ELEMENTS GO INTO A ZERO WASTE PLAN?

**Creating
Diversion
Goals**

**Maximizing
existing
programs**

**Building new
infrastructure/
programs**

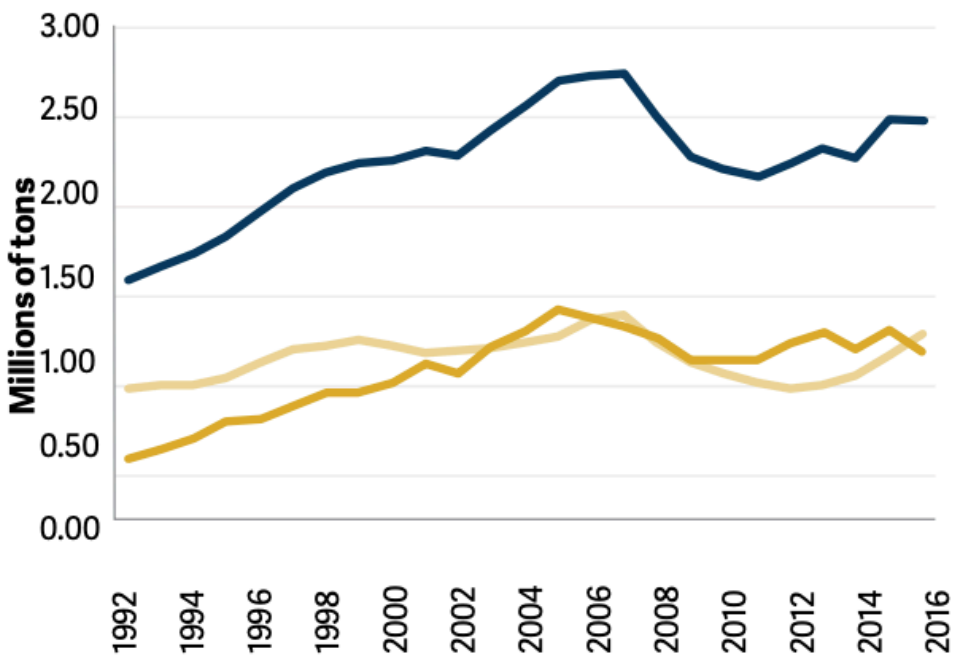
**Enacting
waste policies**

Remember: changes must be systemic and enduring!

PORTLAND, OR & ZERO WASTE

THE METRO REGION'S WASTE, 1992-2016

Millions of tons of waste generated, disposed and recovered.

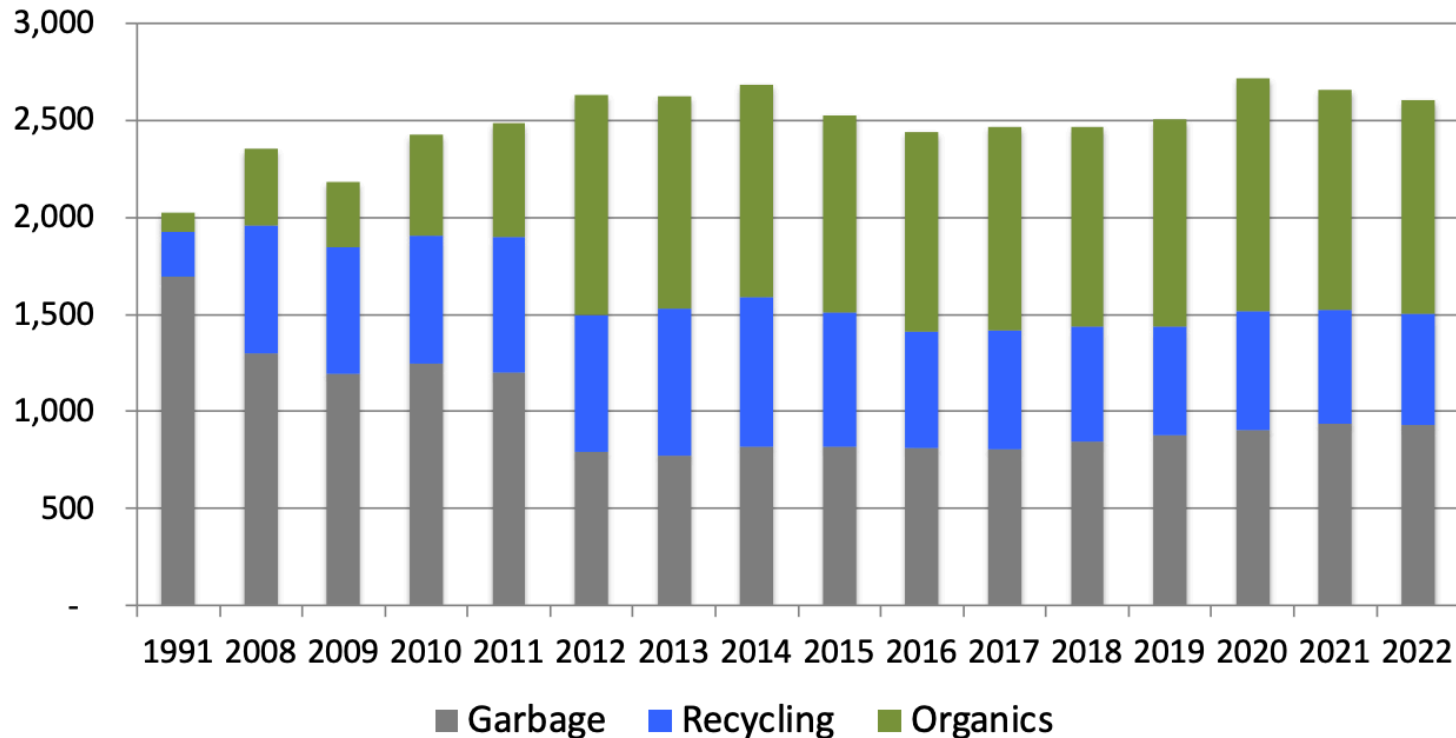


- **Generated**
- **Disposed**
- **Recovered**

2030 Metro Regional Waste Plan

Figure 1

Curbside Garbage, Recycling, and Organics (lbs per year per household)



- **Garbage**
- **Recycling**
- **Organics**

2023 Resident Curbside Collection Service Rate Study

PORTLAND, OR & ZERO WASTE

- **Prior to 1983:** garbage collection was largely unregulated, and based on the free market.
- **1983:** the Oregon legislature mandates that every community provides recycling
- **1991:** the Oregon legislature adopts the Opportunity to Recycle Act to increase recycling.
- **1992:** Portland adopts a franchise and permit system for waste hauling and bans Styrofoam
- **1996:** Portland requires commercial sector to recycle at least **50%** of their waste;
- **1997:** increases the goal to **60% by 2005.**
 - Portland did not meet this goal
- **2005:** the City developed the Portland Composts! Program and requires every garbage and recycling company to offer composting collection.
- **2006:** City staff create a solid waste management plan that includes:
 - Increasing the citywide recycling rate to 75% by 2015.
 - Achieving zero growth in the waste stream.
 - Diverting **50 – 75%** of construction and demolition waste.
- **2009:** the City adopts the Climate Action Plan
 - Reduce total solid waste generated by **25%**.
 - Recover **90%** of all waste generated.
- **2011:** all residences with curbside collection are provided weekly recycling and composting collection and every-other-week garbage collection.
- **2016:** the City adopts a deconstruction ordinance requiring certain projects to be deconstructed vs. demolished.
- **2012:** Portland prohibits single-use plastic bags. Paper bags have to be made with at least 40% post-consumer recycled fiber.
- **2019:** updated this policy to add 5-cent minimum charges on paper and reusable plastic bags, to comply with the State of Oregon Single-Use Bag Ban.
- **2021:** Oregon Recycling Modernization Act
- **2023:** large food service businesses in the metro area will be required to divert or reduce the majority of their food waste
- **2030 Objective:** Recover **90%** of waste from city operations by 2030

MISSOULA, MT & ZERO WASTE

Section F, Item 5.

Missoulian Search Missoulian

E-edition News Obituaries Opinion Sports Life & Entertainment Jobs Wildfires 31° Partly Cloudy

Recycling center in Missoula closes public drop-off

David Erickson Dec 6, 2023 15

The Republic Services recycling center at 3207 W. Broadway has closed its public drop-off services without much in the way of explanation.

The company installed concrete barriers at its public entrances recently.

"The recycling drop-off area is experiencing a temporary operational closure," the company said in a statement. "We apologize for the inconvenience and will inform the community as soon as it is ready to reopen."

Missoulian Search Missoulian

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Garbage wars

Garbage wars: Battle over Missoula's trash gets 'ugly'

David Erickson Jun 14, 2023 26

KTVH HELENA, MONTANA

NEWS > MONTANA NEWS

Upstart hauler seeks – again – to crack Missoula garbage monopoly

Hearing starts Monday before state PSC



Photo by: MTN News

Republic Services is the only permitted garbage-hauler in Missoula County.

By: Mike Dennison

Posted at 9:15 AM, Oct 17, 2021 and last updated 7:15 AM, Oct 17, 2021

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2023 SOLID WASTE GRANT SUMMARY

Section F, Item 5.

EPA Solid Waste Infrastructure for Recycling (SWIFR) – new program

- \$4 million for a composting facility
- Unsuccessful – only 25 community-level projects were funded nationwide

EPA Recycling Education & Outreach (REO)

- ~\$600,000 to create an outreach program around food waste reduction and diversion
- Unsuccessful

USDA Cooperative Food Waste Reduction Pilot Project Agreement

- Partnered with Juneau Composts! and Sustainable Southeast Partnerships
- \$400,000 for site improvements for Juneau Composts! and a windrow turner
- Unsuccessful – this was CBJ's second time applying

MUNICIPAL COMPOSTING SITE

Section F, Item 5.

- In 2023, CBJ was awarded \$2.5 million in Congressionally Directed Spending (CDS) from Sen. Murkowski
- The location of the future facility will be in the former Lemon Creek gravel pit behind Costco
- CDS is like a grant in reverse – we are now going through the process with EPA to receive the funds, hopefully in Spring of 2024

The funding **WILL** get us:

- A complete compost facility design
- A high-level layout of the Zero Waste Subdivision (ZWS)
- Utilities
- An improved road
- Stormwater drainage and control
- A concrete pad
- A bear-appropriate fence

The funding will **NOT** get us:

- A finished composting facility
- Equipment
- Additional designs or plans for other ZWS uses

NEW WEB RESOURCES

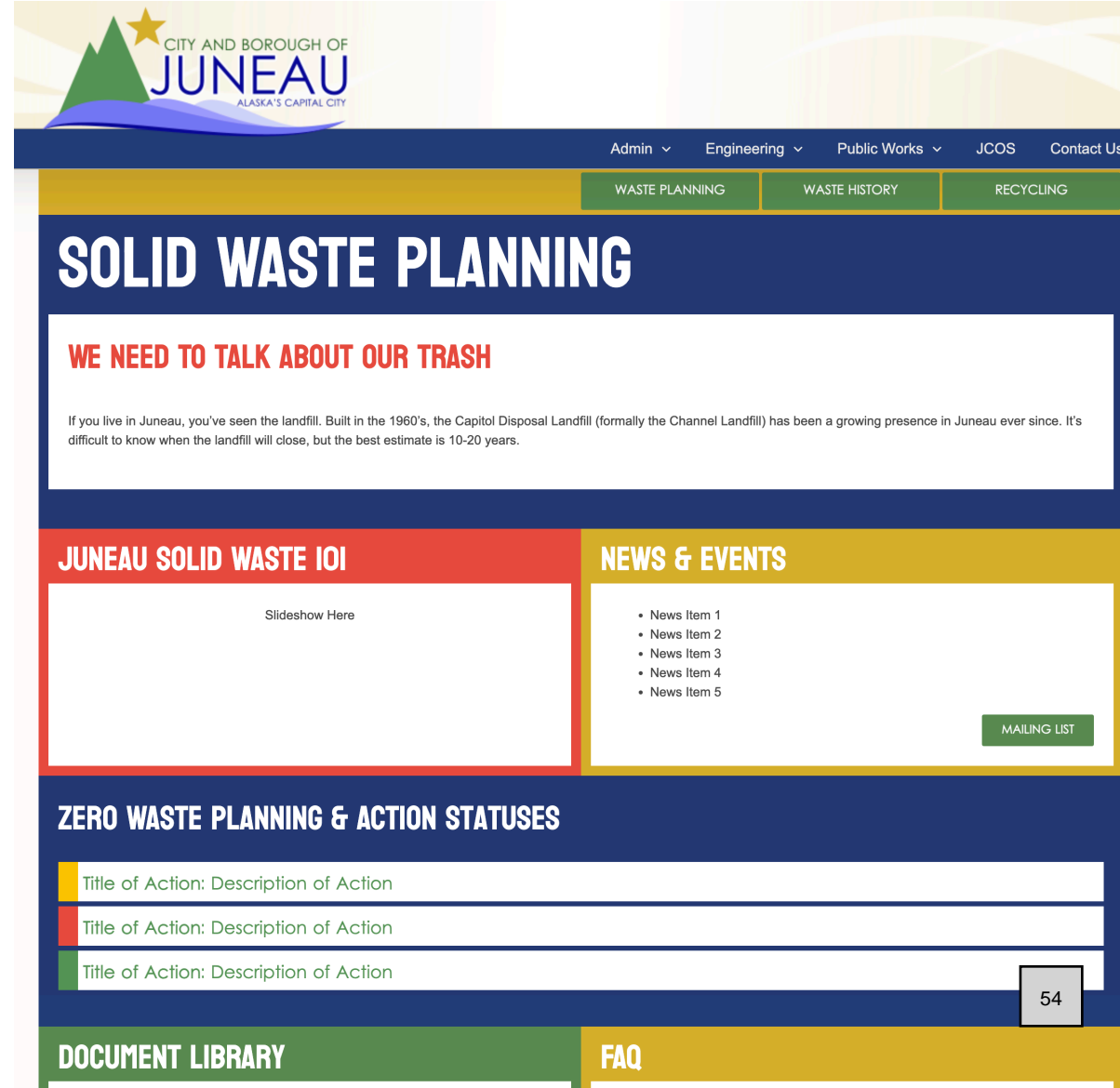
Section F, Item 5.

Path towards Zero Waste

Follow the journey of waste management in the Juneau community.

 City & Borough of Juneau, Alaska

January 10, 2024



The screenshot shows the website for the City and Borough of Juneau, Alaska. The header includes the city logo and navigation links for Admin, Engineering, Public Works, JCOS, and Contact Us. A secondary navigation bar highlights WASTE PLANNING, WASTE HISTORY, and RECYCLING. The main heading is "SOLID WASTE PLANNING" with a sub-heading "WE NEED TO TALK ABOUT OUR TRASH". A paragraph explains the Capitol Disposal Landfill. Below this are two columns: "JUNEAU SOLID WASTE IOI" with a "Slideshow Here" placeholder, and "NEWS & EVENTS" with a list of five news items and a "MAILING LIST" button. A dark blue section titled "ZERO WASTE PLANNING & ACTION STATUSES" contains three rows of placeholder text for action items. The footer includes "DOCUMENT LIBRARY" and "FAQ" sections. A page number "54" is visible in the bottom right corner.

juneau.org/engineering-public-works/solid-waste

CBJ SOLID WASTE HISTORY

1960s: Landfill Opens; 1970s: RCRA

1980s: The Assembly is concerned about the landfill's size and environmental issues. They fund a Solid Waste Management Study, which looks at landfill, recycling, methane capture, and incineration options. Lemon Creek gravel pit is identified as a good location for future solid waste management activities. Friends of Recycling form in 1989 – Juneau's first recycling program.

1990s: Channel Corporation offers to sell the landfill to the CBJ. The Citizen's Advisory Committee on Waste Management looks into the issue and recommends they do not. CBJ funds a landfill feasibility study; 2 of the top 3 locations are in Lemon Creek. Waste Management (WM) purchases the landfill. Lemon Creek gravel pit remain the preference for CBJ solid waste activities, but is still actively mined. The fundamental question is: what should CBJ's role be in solid waste management?

2000s: a recycling center and HHW facility are built. CBJ enacts 'trash bear' ordinances. SE Conference does a regional solid waste study, but transportation costs and logistics are the major barrier. CBJ funds a new Solid Waste Management Strategy in 2008, which outlines several infrastructural and policy changes. WM shuts its two incinerators – reducing the life of the landfill from **100 years to 30 (2036)**. WM attempts to purchase land to expand the landfill – this fails. Prices for recycling tank, so CBJ has to restructure how recycling is funded. Lemon Creek gravel pit remain the preference for CBJ solid waste activities, but is still actively mined.

2010s: CBJ staff and the Assembly attempt to follow-through on the recommendations in the 2008 study. They attempt to enact universal trash pickup – this fails. They attempt to acquire the public utility for waste hauler – this also fails. CBJs biosolids incinerator shuts down and some waste is sent to the landfill. It causes major odor issues and takes up too much room in the landfill, so it is sent south to Oregon. CBJ staff look at increasing recycling and adding a composting facility – these items fail to gain traction. The recycling center moves to the landfill.

2020s: JCOS recommends Zero Waste to the Assembly. The Assembly adopts a goal to create a zero waste plan. CBJ is awarded \$2.5 million for a municipal composting facility. Lemon Creek gravel pit is the desired location for zero waste activities.

JCOS Sustainability Session

Section F, Item 5.

JUNEAU SOLID WASTE Q&A

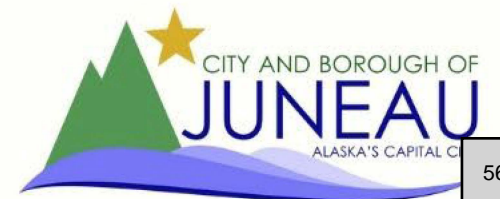
Featuring CBJ Staff:

Dianna Robinson, Environmental Project Specialist
Stuart Ashton, RecycleWorks Operations Manager

MENDENHALL VALLEY LIBRARY -OR- ZOOM
FEBRUARY 20TH, 2024
6:30PM - 7:30PM



**IF YOU MISS THIS EVENT, WE WILL BE HOLDING A
SECOND IN DOWNTOWN JUNEAU!**



JUNEAU'S WASTE - BIG PICTURE

Capitol Disposal Landfill has ~10 – 15 years of life left at our current disposal volumes.

We are faced with big question – what will we do with our trash in the future?

**SHIP OUR
WASTE
SOUTH**

**NEW
LANDFILL**

**INCINERATOR/
THERMAL
SOLUTION**

February 12, 2024

Special Assembly Committee of the Whole Worksession

SUPPLEMENTAL MATERIALS

Telephone Hill Redevelopment Study

February 12th, 2024



Q1 For taking the time to complete the survey, if you enter your email address, you will be entered into a raffle for a \$200 gift card at your local Fred Meyer. If you prefer to not participate in the raffle, feel free skip this question.

Answered: 2,095 Skipped: 310

ANSWER CHOICES	RESPONSES	
Email address	100.00%	2,095

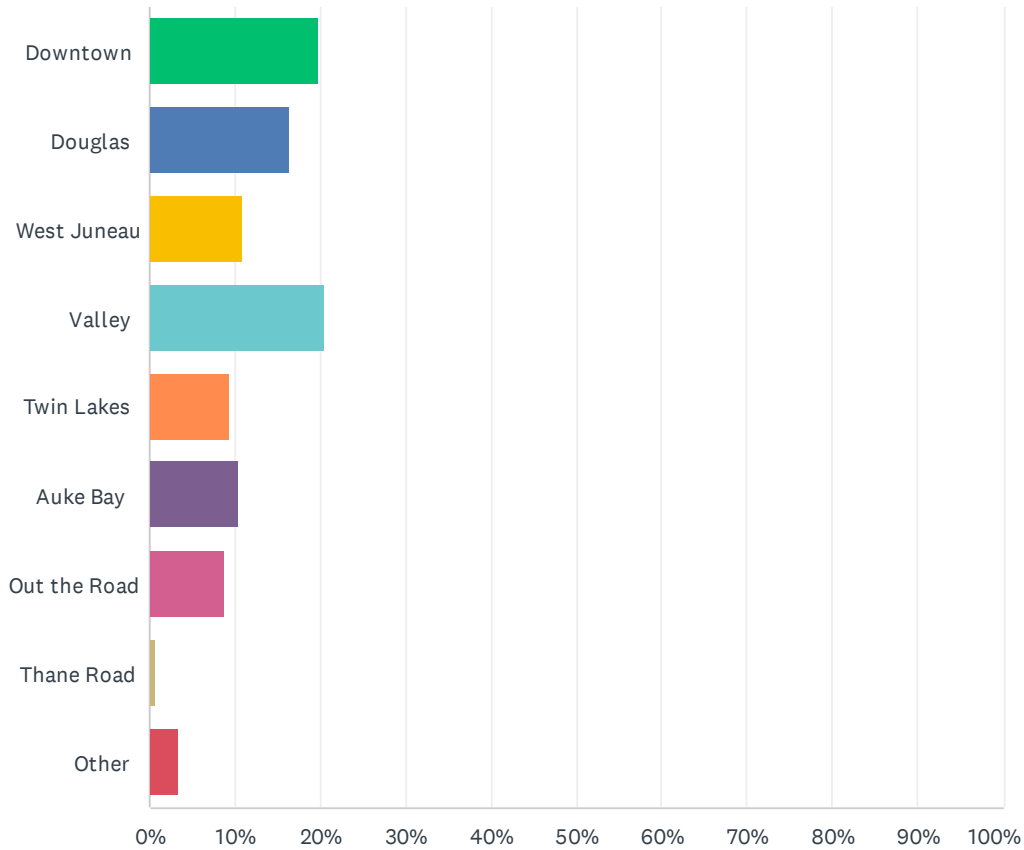
Q2 Please enter your name, if you feel comfortable.

Answered: 2,026 Skipped: 379

ANSWER CHOICES	RESPONSES	
First name	99.65%	2,019
Last name	98.62%	1,998
	0.00%	0
	0.00%	0
	0.00%	0

Q3 First, could you please tell us where you currently live?

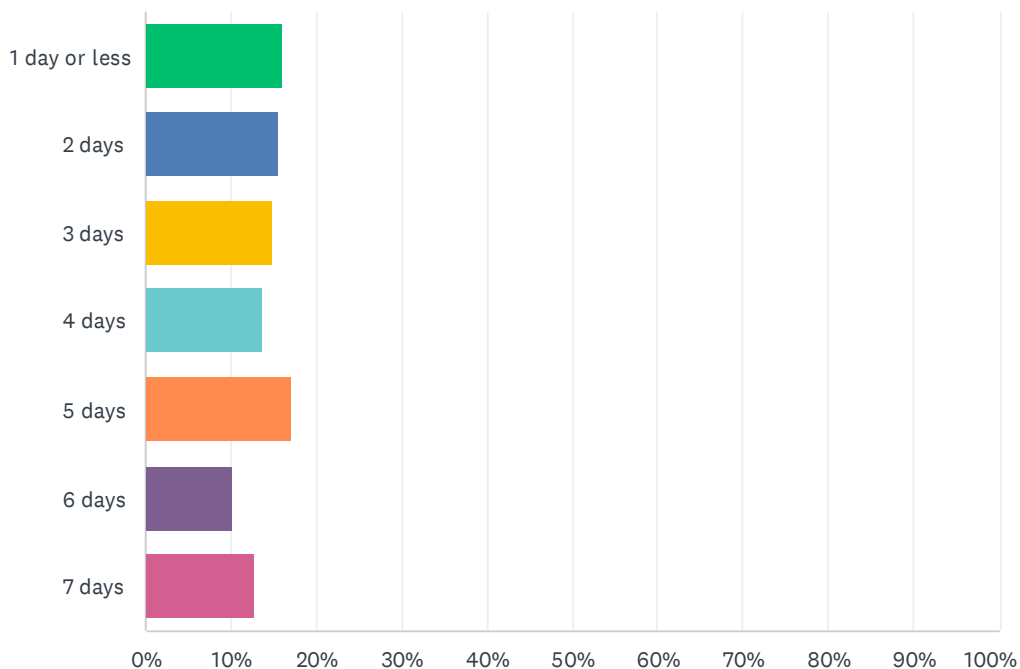
Answered: 2,374 Skipped: 31



ANSWER CHOICES	RESPONSES	
Downtown	19.92%	473
Douglas	16.34%	388
West Juneau	10.78%	256
Valley	20.56%	488
Twin Lakes	9.35%	222
Auke Bay	10.36%	246
Out the Road	8.76%	208
Thane Road	0.59%	14
Other	3.33%	79
TOTAL		2,374

Q4 How many days per week do you visit Downtown?

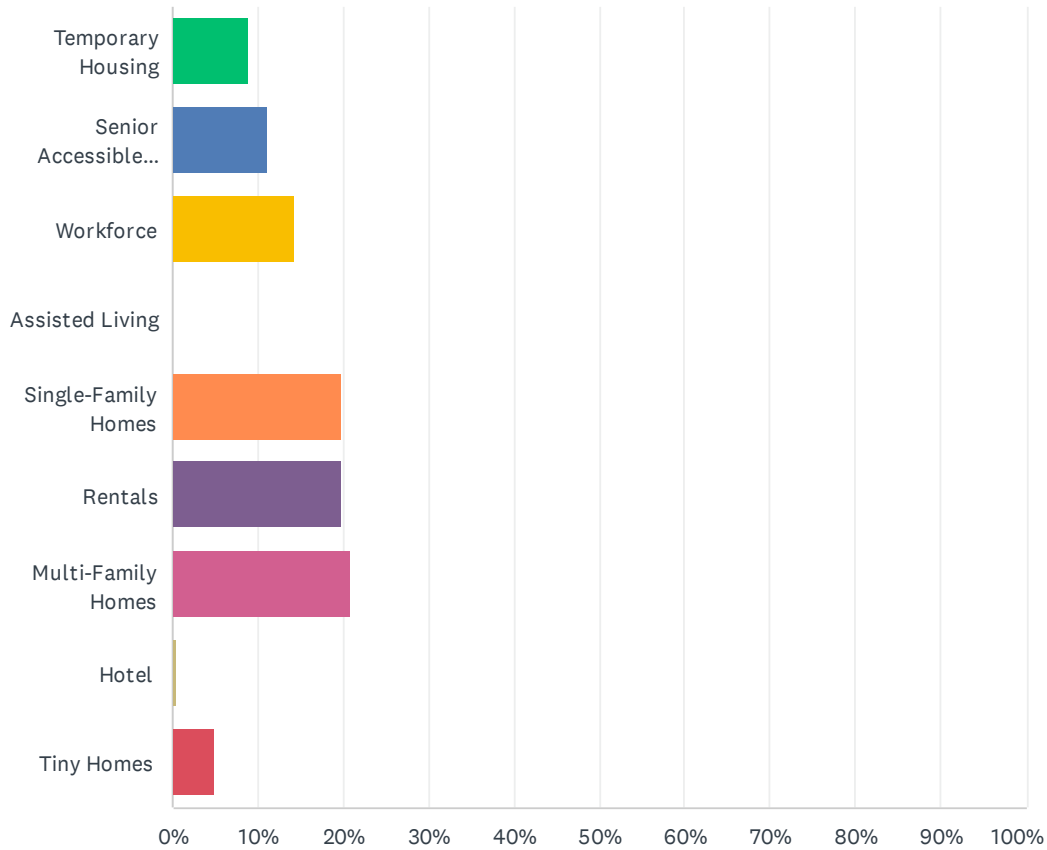
Answered: 2,375 Skipped: 30



ANSWER CHOICES	RESPONSES	
1 day or less	15.92%	378
2 days	15.49%	368
3 days	14.82%	352
4 days	13.60%	323
5 days	17.09%	406
6 days	10.27%	244
7 days	12.80%	304
TOTAL		2,375

Q5 What type of housing do you feel addresses local housing needs?

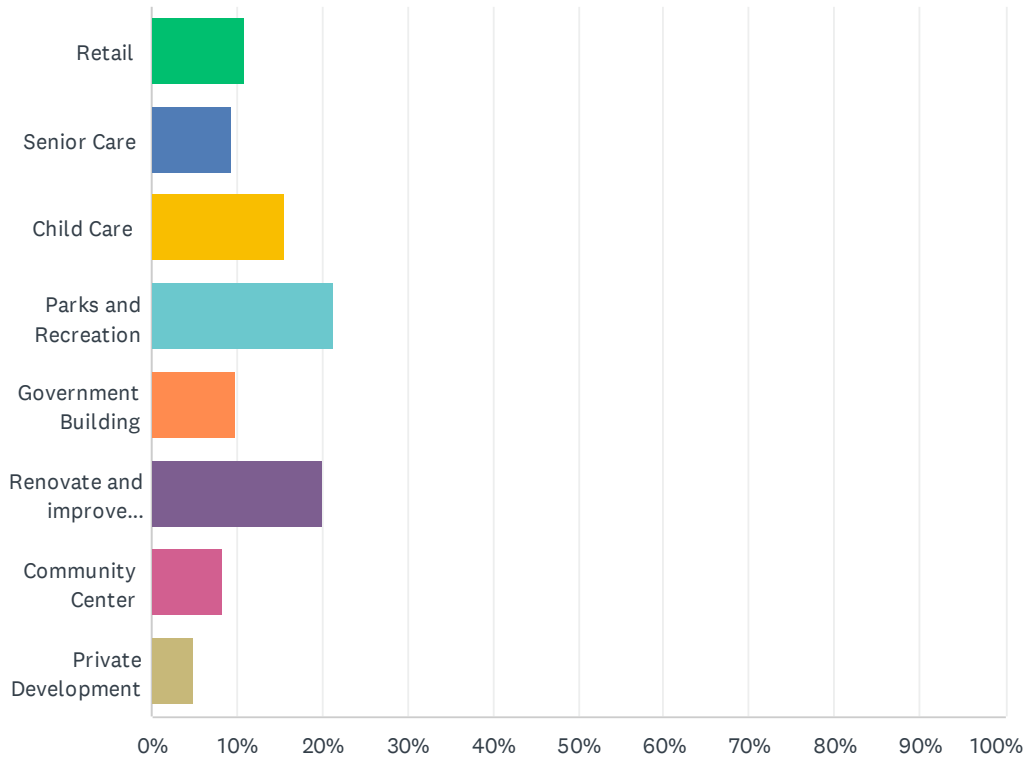
Answered: 2,365 Skipped: 40



ANSWER CHOICES	RESPONSES	
Temporary Housing	8.92%	211
Senior Accessible (Assisted, Independent, Memory Care)	11.16%	264
Workforce	14.25%	337
Assisted Living	0.00%	0
Single-Family Homes	19.75%	467
Rentals	19.75%	467
Multi-Family Homes	20.80%	492
Hotel	0.47%	11
Tiny Homes	4.90%	116
TOTAL		2,365

Q6 What aside from housing should be considered on Telephone Hill?

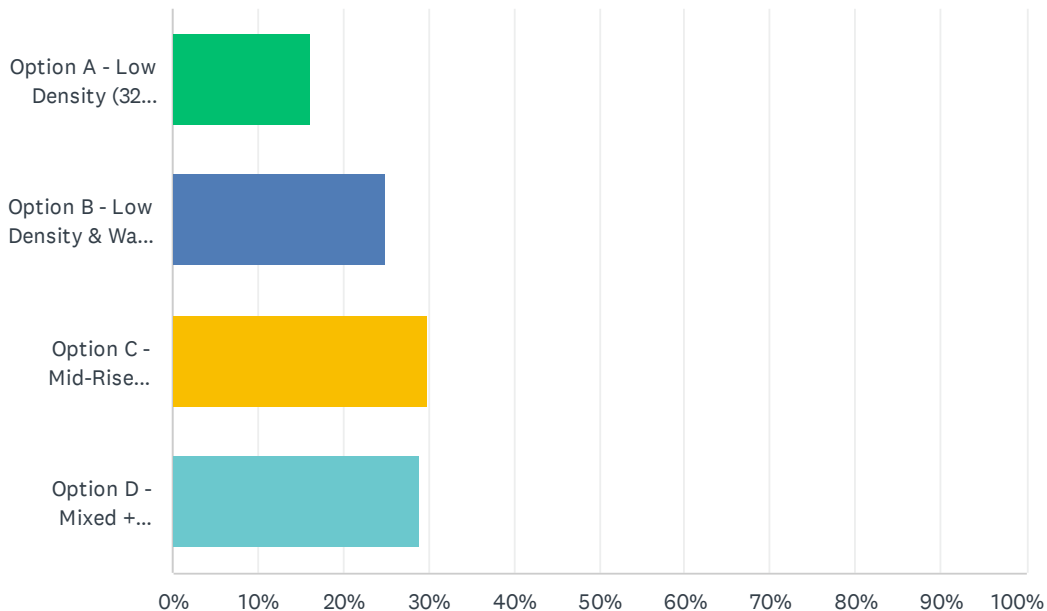
Answered: 2,355 Skipped: 50



ANSWER CHOICES	RESPONSES	
Retail	10.79%	254
Senior Care	9.43%	222
Child Care	15.58%	367
Parks and Recreation	21.23%	500
Government Building	9.72%	229
Renovate and improve existing buildings	19.96%	470
Community Center	8.32%	196
Private Development	4.97%	117
TOTAL		2,355

Q7 Select your favorite option and in the following question, describe how it could be improved.

Answered: 1,865 Skipped: 540



ANSWER CHOICES	RESPONSES	
Option A - Low Density (32 units)	16.19%	302
Option B - Low Density & Walk Up Apartments (66 units)	24.99%	466
Option C - Mid-Rise Apartments (100-200 units)	29.76%	555
Option D - Mixed + Existing Homes (56 units)	29.06%	542
TOTAL		1,865

Q8 Please describe how your preferred option could be improved.

Answered: 1,615 Skipped: 790

Telephone Hill

Historic Building Survey: Update (Draft)

Juneau, Alaska 2023



NORTHERN LAND USE RESEARCH
ALASKA, LLC
Specialists in Cultural Resource Management

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 D-04: Peterson-Kasnick House 18

 D-05: Bayless-Powers House 21

 D-06: Martin-Johnston House 24

 D-07: Worthen-Hurley House 27

 D-08: Augustus Brown House 30

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 Inventory of Telephone Hill Structures (Updated 2023) 34

 Inventory of Telephone Hill Structures (1984 Survey) 35

This historic building survey and inventory was completed during the fall of 2023. It presents updates to the Telephone Hill Historic Site and Structures Survey of 1984.

Nearly forty years have passed since the last survey was completed, and MRV found that little modification has occurred since then. Some of the homes show signs of weathering and are in significant need of upkeep and maintenance. Compared to the 1984 report, this report highlights additional findings of historic value and current conditions. This report, like the 1984 report, also recognizes not only the individual houses as historically significant, but the collections of houses forming a historic district*. Telephone Hill as a neighborhood has a history of both positive and negative connotations, with the negative connotations previously most often left unmentioned. This report gives focus to both positive and negative historic connotations, in particular with its location as a strategic position of topographic power in the formation of Juneau and the Alaska Government.

Project Purpose

The City and Borough of Juneau (CBJ) contracted First Forty Feet with MRV Architects as consultant to perform a historic condition survey of the Telephone Hill Neighborhood and its houses. MRV Architects carried out multiple site visits to photograph and document the historic condition of the houses and neighborhood of Telephone Hill. The primary goal of the work is to update the 1984 Historic Survey completed by the Alaska Archives Resource and Records Management. This document is not a replacement.

The CBJ consultant team of First Forty Feet, MRV, and Northern Land Use Research Alaska have reviewed the report findings and have found historic value to note. This report gives a brief overview of the historic context in which the houses and neighborhood was built. It provides a general, initial assessment of the properties current retention of historic value. This assessment is meant to inform CBJ on future steps of a formal Determination of Eligibility (DOE).

Methodology

The project team began by consulting the previous Telephone Hill Historic Site and Structures Survey of 1984. They then gathered imagery and information over the course of several site visits, creating, to the best of their ability, a direct comparison in photography.

From the photos and site visits, architectural descriptions were written. Each description includes an overview of lot size, information gathered from the City and Borough of Juneau's GIS parcel viewer and the CBJ Community Development Department's (CDD) Street and Property Atlas, updates, if necessary, on lot locations, and rough dimensions of each dwelling. The descriptions also note current conditions of the dwelling in relation to historic periods of significance including updated siding, windows, and roof lines.

Statements of significance were constructed based on the 1984 survey, additional images gathered by the Juneau-Douglas City Museum, and contemporary site visits conducted by MRV Architects.

*Historically, the City and Borough of Juneau has referred to historic districts as neighborhoods. Moving forward, this document refers to the Telephone Hill historic district as a neighborhood.

This survey provides an initial and general assessment of the integrity of the residences of the Telephone Hill neighborhood using criteria outlined in the *National Parks Service's National Register Bulletin 15, How to Apply the National Register Criteria for Evaluation*, the *National Parks Service's National Register Bulletin 24, Guideline for Local Surveys: A Basis for Preservation Planning*, the *National Parks Service's National Register Bulletin 16A, How to Complete the National Register Registration Form*, and the *Alaska Office of History and Archaeology's Alaska Historic Building Surveys Manual and Style Guide*.

This survey acts to aid in CBJ's goal of assessing the significance and integrity of the Telephone Hill neighborhood as a whole rather than just the significance of each individual property. Per CBJ's request, however, a statement of significance including historic information, context, and an assessment of how and why the property does or does not meet National Register Criteria A, B, C, and D, has been included. The Criteria is defined as follows:

- A. An association with events that made a significant contribution to broad patterns of history;
- B. An association with the lives of persons significant to the past;
- C. Embody distinctive architectural characteristics of a type, period, method of construction, or that represent the works of a master or contain high artistic merit;
- D. Informational potential of the resource (generally archaeology)

In addition to assessment of a residence's compliance or noncompliance with National Register Criteria A, B, C, and D, CBJ has requested a discussion of the National Register's seven aspects of integrity associated with each residence. The seven aspects of integrity are location, design, setting, materials, workmanship, feeling, and association; they are defined as follows:

Integrity is the ability of a property to convey its significance...To retain historic integrity a property will always possess several, and usually most of the aspects. The retention of specific aspects of integrity is paramount for a property to convey its significance.

Location: Location is the place where the historic property was constructed or the place where the historic event occurred. The relationship between the property and its location is often important to understanding why the property was created or why something happened.

Design: Design is the combination of elements that create the form, plan, space, and style of a property. It results from conscious decisions made during the original conception and planning of a property (or its significant alteration) and applies to activities as diverse as community planning, engineering, architecture, and landscape architecture.

Setting: Setting is the physical environment of a historic property. ... setting refers to the character of the place in which the property played its historical role. It involves how, not just where, the property is situated and its relationship to surrounding features and open space.

Materials: Materials are the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property...A property must retain the key exterior materials dating from the period of its historic significance. If the property has been rehabilitated, the historic materials and significant features must have been preserved...a property whose historic features and materials have been lost and then reconstructed is usually not eligible.

Workmanship: Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory... Workmanship is important because it can furnish evidence of the technology of a craft, illustrate the aesthetic principles of a historic or prehistoric period, and reveal individual, local, regional, or national applications of both technological practices and aesthetic principles.

***Feeling:** Feeling is a property's expression of the aesthetic or historic sense of a particular period of time. It results from the presence of physical features that, taken together, convey the property's historic character.

***Association:** Association is the direct link between an important historic event or person and a historic property. A property retains association if it is the place where the event or activity occurred and is sufficiently intact to convey that relationship to an observer.

*Because feeling and association depend on individual perceptions, their retention alone is never sufficient to support eligibility of a property for the National Register.

The National Register's definitions of a contributing and noncontributing resource is as follows:

A contributing building, site, structure, or object adds to the historic architectural qualities, historic associations, or archaeological values for which a property is significant because a) it was present during the period of significance, and possess historic integrity reflecting its character at that time or is capable of yielding important information about the period, or b) it independently meets the National Register criteria.

A noncontributing building, site, structure, or object does not add to the historic architectural qualities, historic associations, or archaeological values for which a property is significant because a) it was not present during the period of significance, b) due to alterations, disturbances, additions, or other changes, it no longer possesses historic integrity reflecting its character at that time or is incapable of yielding important information about the period, or c) it does not independently meet the National Register criteria. ("National Parks Service's National Register Bulletin 24" 1985)

As previously stated, this document is meant to provide CBJ with the necessary context to make an informed decision regarding Determinations of Eligibility (DOE). These DOEs will pertain to both the residences as individual properties and their contributions to the eligibility of Telephone Hill as a Historic District.

The National Register's definition of a District is as follows:

A district possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development. ("National Parks Service's National Register Bulletin 15" 1997)

Districts must comply with the following criteria as outlined by the National Register.

Concentration, Linkage, & Continuity of Features

A district derives its importance from being a unified entity, even though it is often composed of a wide variety of resources. The identity of a district results from the interrelationship of its resources, which can convey a visual sense of the overall historic environment or be an arrangement of historically or functionally related properties...

Significance

A district must be significant, as well as being an identifiable entity. It must be important for historical, architectural, archaeological, engineering, or cultural values. Therefore, districts that are significant will usually meet the last portion of Criterion C plus Criterion A, Criterion B, other portions of Criterion C, or Criterion D.

Types of Features

A district can comprise both features that lack individual distinction and individually distinctive features that serve as focal points. It may even be considered eligible if all of the components lack individual distinction, provided that the grouping achieves significance as a whole within its historic context. In either case, the majority of the components that add to the district's historic character, even if they are individually undistinguished, must possess integrity, as must the district as a whole.

A district can contain buildings, structures, sites, objects, or open spaces that do not contribute to the significance of the district. The number of noncontributing properties a district can contain yet still convey its sense of time and place and historical development depends on how these properties affect the district's integrity.

Geographical Boundaries

A district must be a definable geographic area that can be distinguished from surrounding properties by changes such as density, scale, type, age, style of sites, buildings, structures, and objects, or by documented differences in patterns of historic development or associations. It is seldom defined, however, by the limits of current parcels of ownership, management, or planning boundaries. The boundaries must be based upon a shared relationship among the properties constituting the district. ("National Parks Service's National Register Bulletin 15" 1997)

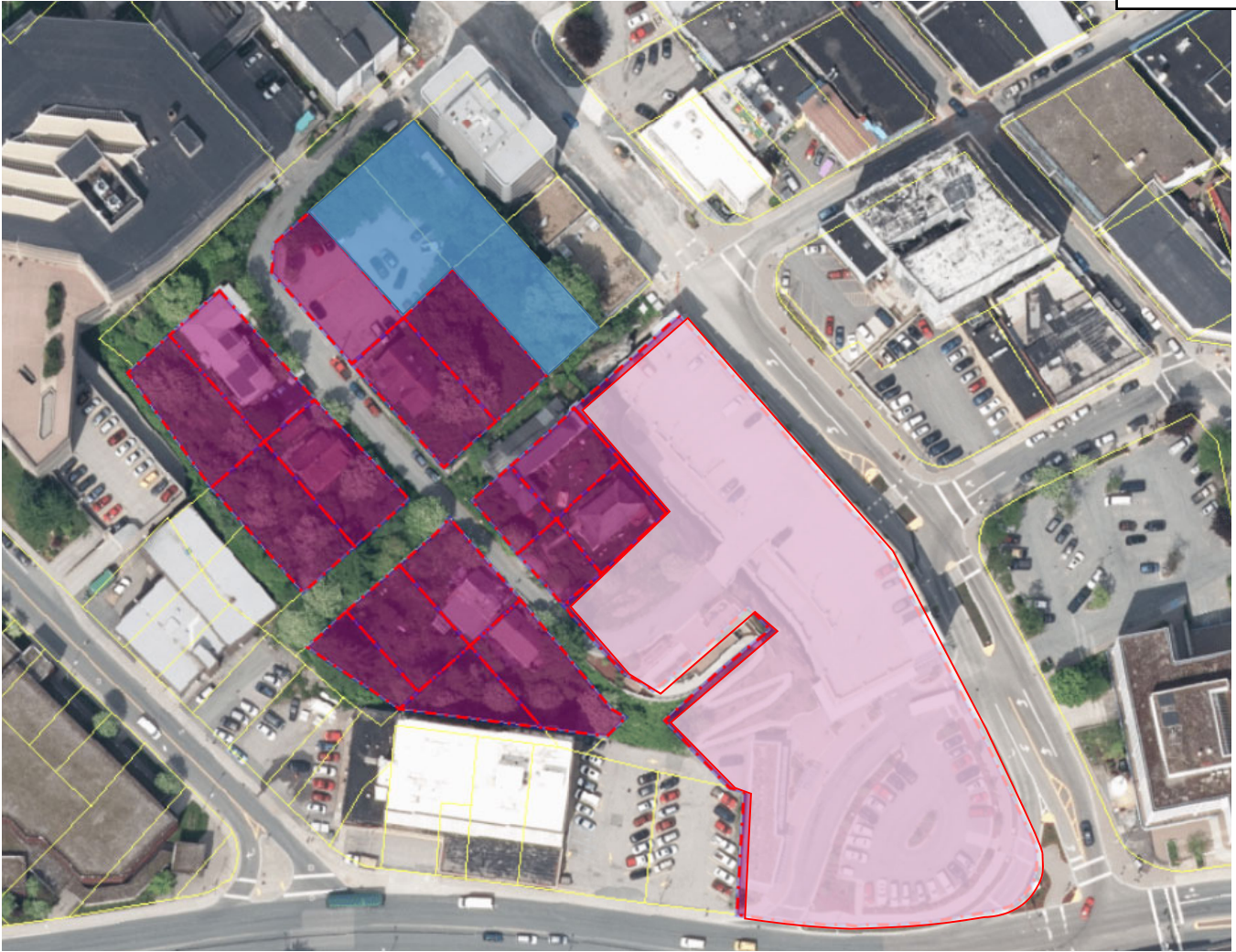


Image courtesy of the CDD Planning Department

Telephone Hill Planning Area

Description of Survey Area

The survey area, depicted above in magenta, consists of Blocks 1, 6, D, and E. It contains 16 Lots which, according to the CDD Street and Property Atlas, have been consolidated numerically, accommodating the seven residences that occupy multiple lots. At the time of the 1984 Survey, structures in the areas highlighted above in pink and blue were included. These structures, numbering 5, no longer exist.

All of the dwellings are rental properties; most have been subdivided to accommodate multiple residents.

5 buildings included in the 1984 survey are no longer extant:

- Juneau Motor Company (11 Egan Drive)
- Kodzoff House (107 - 109 West First Street)
- Percy Reynolds House (116 West First Street)
- Alexander House (120 West First Street)
- Engstrom Building (125 West Third Street)

1 building included in the 1984 survey does not affect the proposed survey results:

- Juneau and Douglas Telephone Company (204 Main Street)

Eligible Buildings within Telephone Hill Planning Area

AHRS Code	CBJ Code	Address	Historic Name	Date
JUN-070	D-02	135 W. Second Street	Edward Webster House	1882
JUN-291	D-03	214 Dixon Street	Bosch-Carrigan House	1913/1914
JUN-292	D-04	203 W. Third Street	Peterson-Kasnick House	c. 1898
JUN-293	D-05	211 Dixon Street	Bayless-Powers House	1913
JUN-294	D-06	128 Dixon Street	Martin-Johnston House	1931
JUN-295	D-07	125 Dixon Street	Worthen-Hurley House	1914
JUN-296	D-08	124 Dixon Street	Augustus Brown House	c. 1915

Buildings by Date of Construction

AHRS Code	CBJ Code	Address	Historic Name	Date
JUN-070	D-02	135 W. Second Street	Edward Webster House	1882
JUN-292	D-04	203 W. Third Street	Peterson-Kasnick House	c. 1898
JUN-293	D-05	211 Dixon Street	Bayless-Powers House	1913
JUN-291	D-03	214 Dixon Street	Bosch-Carrigan House	1913/ 1914
JUN-295	D-07	125 Dixon Street	Worthen-Hurley House	1914
JUN-296	D-08	124 Dixon Street	Augustus Brown House	c. 1915
JUN-294	D-06	128 Dixon Street	Martin-Johnston House	1931

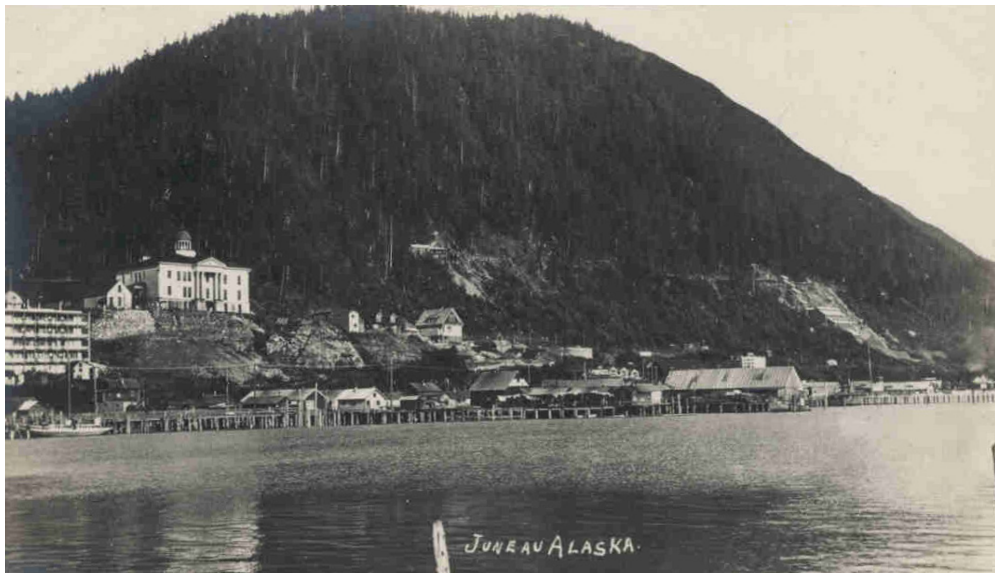
Prior to settler occupation of Juneau, the area now known as Telephone Hill served as an outer barrier to the fish-rich Dzantik'i Héeni (Gold Creek) Delta. Made up of low bedrock, the original Áak'w Village sat at its base. The hill itself was known as Dzantik'i, meaning "flounder" in reference to its shape ("Haa Léelk'w Hás Aaní Saax'u" 2012).

In 1881, the United States Navy established a government reservation and military post on the northern portion of the hill. Later, it became the site of two government courthouses, thus giving it its first settler name: Courthouse Hill. The first courthouse was constructed in 1893; following a fire in 1898, the second was constructed in 1904 (Image A). Eventually that courthouse was razed to make way for the current State Office Building.

As occupation of Telephone Hill began in 1881, it is associated with some of Juneau's oldest history, including the Juneau Townsite Survey which spanned from 1881 to 1894. Telephone or Courthouse Hill was home to some of Juneau's earliest settlers. Richard Harris, co-founder of the Juneau Townsite, built a home and owned several lots; the Harris family maintained their ownership of Telephone Hill property until the 1950s. John G. Peterson, who staked several mining claims in the Eagle River District during the initial Gold Rush, also constructed a home here and owned a couple of lots.

Edward Webster, a businessman whose family established the first stamp mill in the Juneau Gold Belt, created the Juneau and Douglas Telephone Company in 1893 with Frank Bach. The company was located in an addition on his home on Courthouse Hill. It was the demand and subsequent contribution of the Juneau and Douglas Telephone Company to the growth, development, and historic relationship of the neighborhood with the rest of Juneau that prompted a name change for the portion of the hill south of Third Street.

Additional historic context on Telephone Hill can be found in the *Cultural Resource Desktop Assessment* produced by Northern Land Use Research Alaska, LLC.



A. Image depicting the second courthouse and some early residences, 1915. Image Courtesy of Juneau-Douglas City Museum, (90.20.011)

Periods of Significance

Telephone Hill's period of significance, in relation to the structures that currently occupy it, spans from 1881 to 1939. This includes, as defined by CDD, the Initial Development Era (1880-1911), the Territorial Government and Beginning Mining Era (1912-1920), and the Peak Mining and Gold Mining Era (1921-1939).

Initial Development Era (1880-1911)

The United States Navy, in an effort to add to "the friendly feeling now prevailing towards the whites", visited Aanchgaltsóow, the primary Áak'w village, in 1880 to explain that valuable minerals had been found and they were anticipating "a large immigration in the spring" (Rockwell 1881b).

Come the summer of 1881, the U.S. Navy began an expulsion of the Tlingit from the settlement. Naval records state that this removal was carried out to prevent conflict between the settlers and Tlingit people. In a letter to Commander Henry Glass who was stationed in Sitka, Alaska, Lieutenant Commander Rockwell writes, "I have caused those Indians who were camped on the beach to remove to other places, outside of town limits, and they have established two villages, on each side of the town, near the water" (Rockwell 1881b).

Mary O. Reynolds further described the settlers' developments in Juneau, writing for the *San Francisco Examiner*, Dec. 18, 1881:

"This little camp, whose site a year previous to the time of which I write had never been visited by white men, now consists of nearly a hundred homes, and bids fair to double its size before another year shall have rolled around. On the eastern side of the town lies a little hill [Telephone Hill] upon which is situated the military post, where a Gatling gun commands a most comprehensive view of the town and also of the Áak'w village on the opposite side of the hill.

The Auks had formerly occupied the site upon which Harrisburg [Juneau] now stands, but were subsequently invited to remove themselves around the point..."

Shortly after this report, the oldest of the surviving houses on Telephone Hill was constructed, followed by two courthouses, the second a replacement of the first. The establishment of the courthouses on the hill generated the site's first settler name: Courthouse Hill. Of the surveyed dwellings, two were constructed during the Initial Development Era.

Territorial Government and Beginning Mining Era (1912-1920)

With the passage of the Second Organic Act of 1912, the Territory of Alaska was created and Juneau was confirmed as the capital. The development of the Alaska Juneau Gold Mining Company and the expansion of the Alaska Gastineau Mining Company during this time instigated population boom, growing 86% from 1910 to 1920.

Edward Webster, a resident of the southern portion of Courthouse Hill, and Frank Bach expanded their Juneau and Douglas Telephone Company during this time to service the growing population. Webster gained sole ownership of the company and its operation was moved to an addition in his Courthouse

Hill home. This move prompted the adoption of "Telephone Hill" for the portion of the hill south of Third Street. During this time, four of the seven surveyed dwellings were constructed.

Peak Mining and Gold Mining Era (1921-1939)

During this time, the Juneau Townsite experienced significant development, but only one of the seven surveyed dwellings was constructed. This era marked the beginning of relatively little change on Telephone Hill.



B. Image depicting early Telephone Hill dwellings, 1891. Image Courtesy of Juneau-Douglas City Museum, (2006.38.058)

D-02: Edward Webster House



West Facade; Higher roofline reflects the initial, two-story house. Lower roofline shows later renovation encompassing the original house.
Edward Webster House, 2023

AHRS#: JUN-070

Historic Name: Edward Webster House

Period of Significance: Initial Development Era 1883-1911

Location Description or Address: 135-139 W Second Street

Architectural Style: Eclectic-Classic Box

Architectural Description:

135 W Second Street is situated on Lot 7 in Block 1; having undergone a consolidation of two separate lots, Lots 7 and 8 became Lot 7 in the 2012 CBJ Street and Property Atlas, with a subsequent revision in April 2021. The lot is rectangular in shape and measures 100' x 50'.

The initial design of the residence was a two-story, hipped roof, classic box house. Various phases

of construction have left their mark on the property. Around 1890, a one-story shed-roof a was constructed on the north facade. In 1946, an enclosed 10'x17' hip-roofed sun porch was added, contributing to the evolution of the architectural style. In its current state, the two story, L-Shaped dwelling has an imitation-brick asphalt shingle exterior that conceals the original clapboard siding.

The windows showcase the different stages of the house's development. The older and original sections feature a mix of double-hung sash and fixed multi-lite windows, some with sidelites. Modifications over time have seen the introduction of picture windows, replacing certain original windows and contributing a contemporary element to the structure. On the south facade, a large picture window now occupies the space where a bay window once stood.

Some of the original storm windows have been retained, underscoring a partial preservation of the structure's historical features. The main entrance, located on the north facade, is accessed through an enclosed porch featuring a multi-pane door with sidelites.

A staircase that used to connect the residences sun porch to the rest of the city along 2nd Street has been removed in the time since the 1984 survey.

Statement of Significance: 135 W Second Street was constructed in 1882, associating it with the Initial Development Era of Juneau, and dating it as one of the earliest homes in the area (Criteria A). Its original owner, Edward Webster, was the co-founder of the Juneau and Douglas Telephone Company (Criteria B). After gaining sole ownership, the company was operated out of the residence from 1915 to 1958. It was the first commercial telephone service in Alaska. To determine eligibility of the property for the National Register, a formal Determination of Eligibility will need to be completed. At that time, properties would be examined for retention of the seven aspects of integrity.

Criterion: A, B

- A. An association with events that made a significant contribution to broad patterns of history;
- B. An association with the lives of persons significant to the past; ("National Parks Service's National Register Bulletin 24" 1985)



Enclosed sun porch, added in 1946.
Edward Webster House, 2023



North Facade, main entrance
Edward Webster House, 2023



Asphalt-shingle siding covers the original clapboard siding. Therefore the residence does not retain the key exterior materials dating from the period of its historic significance.

Edward Webster House, 2023

D-03: Bosch-Carrigan House



East Facade
Bosch-Carrigan House, 2023

AHRS#: JUN-291

Historic Name: Bosch-Carrigan House

Period of Significance: Territorial Government/Beginning Mining Era 1912-1920

Location Description or Address: 214 Dixon Street

Architectural Style: Late Victorian/Queen Anne

Architectural Description:

214 Dixon Street is located on Lots 3 and 4 in Block D; the combined lots result in a 100'x100' square footprint. The dwelling, measuring 1 ½ stories and 28'x34', is designed in a decorated pioneer farmhouse style.

The architectural features include a steeply pitched gable roof with boxed cornices, details such as

scalloped/fish scale siding on the gable ends, and original shingle siding.

The dwelling incorporates shed dormers on both gable slopes, with the southern dormer being a contemporary addition. The windows showcase a variety of styles, including double-hung sash, fixed sash, multi-lite, picture, and casement windows. Some windows feature a diagonal leaded glass pattern.

Throughout the evolution of the property, certain windows have been replaced. Notably, a decorative bay window on the south facade has been substituted with a large picture window, contributing a contemporary element to the structure. Additional fixed-sash windows have been added on the front and rear facades.

A wood deck and concrete walkway have been installed on the north and east facades.

Statement of Significance: 214 Dixon Street was constructed in 1913-14, associating it with the Territorial Government and Beginning Mining Era of Juneau (Criteria A). Its original owner, William Bosch, owned the Old Stand Saloon on Front Street. The dwelling retains aspects of architectural significance such as the scalloped siding and original shingle siding, indicative of its Late Victorian/Queen Anne Style (Criteria C). To determine eligibility of the property for the National Register, a formal Determination of Eligibility will need to be completed. At that time, properties would be examined for retention of the seven aspects of integrity.

Criterion: A, C

- A. An association with events that made a significant contribution to broad patterns of history;
- C. Embody distinctive architectural characteristics of a type, period, method of construction, or that represent the works of a master or contain high artistic merit; ("National Parks Service's National Register Bulletin 24" 1985)



Original scalloped/fish scale siding retained
Bosch-Carrigan House, 2023



Contemporary additions include the picture windows and dormer on the south facade
Bosch-Carrigan House, 2023

D-04: Peterson-Kasnick House



East Facade. Additions have encompassed the original residence.
Peterson-Kasnick House, 2023

AHRS#: JUN-292

Historic Name: Peterson-Kasnick House

Period of Significance: Initial Development Era 1883-1911

Location Description or Address: 203 W. Third Street

Architectural Style: Eclectic

Architectural Description:

203 West Third Street is situated on Lots 5 & 6 in Block D; the combined lots form a 100'x100' square property. The L-shaped structure, measuring 26' x 68', currently functions as a multi-family dwelling. It comprises a large main floor apartment, three efficiency apartments in the basement, and a single unit within the original portion predating 1898. The cumulative effect of various additions over time has resulted in an eclectic architectural style.

The northern section of the residence encompasses John Peterson's original building, characterized by a hip roof intersecting with the gable roof of a later addition. Both the roof and the main level are covered with shake shingles. Shed-style dormers facing east and west are present on the gable roof of the primary addition.

The facades exhibit a diversity of window styles. Notably, the south facade of the northern section features picture windows with sidelites, while double-hung sash windows adorn all three facades of the original structure. The addition introduces a mix of double-hung sash, casement, and fixed single-pane windows.

Entrances to the three basement apartments are distributed on the east, south, and west facades. The west facade accommodates a deck and a brick chimney that extends the full 1 ½ story height.

Statement of Significance: 203 W. Third Street was constructed circa 1898, associating it with the Initial Development Era of Juneau (Criteria A). It's original owner, John G. Peterson, "established 11 mining claims in the Eagle River District and owned a tin-metal shop on Front Street from 1915-1916" (City and Borough of Juneau). Shortly after being sold to William and Dorothy Johnson in 1944, the original 20'x24' dwelling underwent "extensive" alterations until it was sold to Joe and Aletha Henri in 1965. The Henri's made further alterations, bringing the house to its current 26'x68' size. To determine eligibility of the property for the National Register, a formal Determination of Eligibility will need to be completed. At that time, properties would be examined for retention of the seven aspects of integrity.

Criterion: A

- A. An association with events that made a significant contribution to broad patterns of history;
("National Parks Service's National Register Bulletin 24" 1985)



West Facade. Contemporary decks added to allow access to the three basement apartments. The dormer is also a contemporary addition.
Peterson-Kasnick House, 2023



South Facade featuring a contemporary picture window and an entrance to one of the three basement units. Shake-Shingle siding covers the entire residence. Peterson-Kasnick House, 2023

D-05: Bayless-Powers House



South Facade. Original, double-hung sash windows and original cedar shake siding retained. Wooden gutter has been replicated and replaced in the 1980s.
Bayless-Powers House, 2023

AHRS#: JUN-293

Historic Name: Bayless-Powers House

Period of Significance: Territorial Government/Beginning Mining Era 1912-1920

Location Description or Address: 211 Dixon Street

Architectural Style: Late 19th and Early 20th C. American Movements/Bungalow/Craftsman

Architectural Description:

211 Dixon Street is situated on Lots 1 and 2 in Block 6, collectively forming a 100' x 100' square footprint. This 1 ½ story multi-family dwelling, spanning 30'x44.5', adheres to the Craftsman-Shingle architectural style.

The structure's post-and-beam frame is enveloped in cedar shakes, resting on a poured concrete

foundation. A gabled roof with extended eaves and fascia boards is covered with composite. The west facade features two gabled dormers. The original double-hung sash windows, adorned with upper multi-lites, are symmetrically arranged on all facades. Some of the original wood storm windows remain.

Throughout its history, 211 Dixon Street has seen some maintenance. According to a local resident, the property underwent a painting process in the mid to late 1990s. Additionally, the wooden gutters, a unique feature of the residence, have been replaced twice within the last 30 years.

Statement of Significance: 211 Dixon Street was constructed in 1913 associating it with the Territorial Government and Beginning Mining Era of Juneau (Criteria A). It is a Craftsman-Shingle dwelling; the exterior of the home has been unaltered (Criteria C). Its original owners, Claire and Edward Bayless, purchased the lot from Juneau co-founder Richard T. Harris. Bayless operated a law library on the premises before selling the house to Thomas J. McCaul (Criteria B). In 1941 Senna Paul Powers purchased Lots 1 and 2. In the time of her ownership, the house was converted into a multi-family dwelling with three units. To determine eligibility of the property for the National Register, a formal Determination of Eligibility will need to be completed. At that time, properties would be examined for retention of the seven aspects of integrity.

Criterion: A, B, C

- A. An association with events that made a significant contribution to broad patterns of history;
- B. An association with the lives of persons significant to the past;
- C. Embody distinctive architectural characteristics of a type, period, method of construction, or that represent the works of a master or contain high artistic merit; ("National Parks Service's National Register Bulletin 24" 1985)



West and South Facades.
Bayless-Powers House, 2023



Main entrance
Bayless-Powers House, 2023

D-06: Martin-Johnston House



East Facade. Contemporary windows replace originals. Contemporary wooden deck added.
Martin-Johnston House, 2023

AHRS#: JUN-294

Historic Name: Martin-Johnston House

Period of Significance: Peak Gold Mining Era 1921-1939

Location Description or Address: 128 Dixon Street

Architectural Style: Late 19th and Early 20th C. Revivals/Tudor Revival

Architectural Description:

128 Dixon Street is situated on Lots 5, 6, and 7 in Block E, collectively forming an irregular shape measuring approximately 80' x 115'. The residence, characterized as an eclectic dwelling, primarily comprises a 1 ½ story main section measuring 31' x 22.5'.

Its architectural features include a steeply pitched wood-shingled gable roof, modest overhangs, and an

overlapping front gable. A linked-top, cement block chimney situated along the south facade replaced with a metal chimney since the 1984 Survey.

Access to the main entrance is facilitated by a contemporary wood deck on the north facade, leading to the basement apartment via steps. The exterior is adorned with wood shingles, and symmetrically placed double-hung sash windows contribute to the overall facade composition.

Statement of Significance: 128 Dixon Street was constructed in 1931 associating it with the Peak Gold Mining Era of Juneau (Criteria A). It was constructed for Ralph and Mildred Martin by a local contractor James Larson (Carrigan, Johnston 1983). Martin worked for the Alaska Electric Light and Power Company for 25 years (Bayers Collection 1947). The Johnstons purchased the home from Mildred Martin in 1950. It was sold again in 1981 to Homan-McDowell. To determine eligibility of the property for the National Register, a formal Determination of Eligibility will need to be completed. At that time, properties would be examined for retention of the seven aspects of integrity.

Criterion: A

- A. An association with events that made a significant contribution to broad patterns of history;
("National Parks Service's National Register Bulletin 24" 1985)



East Facade. Retention of diagonal leaded glass patterned window.
Martin-Johnston House, 2023



South Facade. A metal chimney has since replaced the original cement block chimney.
Martin-Johnston House, 2023

D-07: Worthen-Hurley House



West Facade. Cedar shingles cover original clapboard siding. The large, picture windows in the upper left are part of the open porch that was enclosed in the 1950s.
Worthen-Hurley House, 2023

AHRS#: JUN-295

Historic Name: Worthen-Hurley House

Period of Significance: Territorial Government/Beginning Mining Era 1912-1920

Location Description or Address: 125 Dixon Street

Architectural Style: Late 19th and Early 20th C. American Movements/Bungalow/Craftsman

Architectural Description:

125 Dixon Street is located on Lot 8 in Block 1, formerly recognized as separate Lots 6 & 7 and later consolidated as per the 2012 CBJ Street and Property Atlas, revised in April 2021. The lot measures 100' x 50'. The one-story, 24' x 44' rectangular bungalow incorporates an above-grade basement.

The dwelling features a hip roof with flared eaves and exposed rafter ends. A brick chimney along the

ridgeline is an original element of the structure. Cedar shingles now cover the original clapboard. Additional contemporary elements include two decks with steps added to the east and west facades.

The windows on the house consist of double-hung sash, with a fixed-sash diamond-shaped window on the front facade. Other windows are fixed single-sash, with several incorporating sidelites. On the west facade, there is a 6' x 13' shed roof, initially serving as an open porch before being enclosed in the 1950s.

Statement of Significance: 125 Dixon Street was constructed in 1914 associating it with the Territorial Government and Beginning Mining Era of Juneau (Criteria A). The house is adjacent to the Edward Webster House; H.S. Worthen, a friend of the Websters and president of Worthen Lumber Mill, was allowed to build on the Websters' property so long as they "retained ownership". To determine eligibility of the property for the National Register, a formal Determination of Eligibility will need to be completed. At that time, properties would be examined for retention of the seven aspects of integrity.

Criterion: A

- A. An association with events that made a significant contribution to broad patterns of history;
("National Parks Service's National Register Bulletin 24" 1985)





West Facade. Stairs and decks are contemporary additions.
Worthen-Hurley House, 2023

D-08: Augustus Brown House



South and East Facades.
Augustus-Brown House, 2023

AHRS#: JUN-296

Historic Name: Augustus Brown House

Period of Significance: Territorial Government/Beginning Mining Era 1912-1920

Location Description or Address: 124 Dixon Street

Architectural Style: Pioneer Farmhouse

Architectural Description:

124 Dixon Street occupies Lots 3 and 4 in Block E, creating a triangular shaped lot measuring 114' x 118' x 150'. The 1 ½ story wood frame structure spans 33' x 23' and features a steeply pitched composition shingle gable roof and a cinder-block chimney along the ridgeline.

The exterior of the house is currently clad in vinyl siding; it is unclear if this contemporary addition was

installed directly over the previously documented asphalt composition siding and whether wood siding is still intact beneath these layers. A stucco finish covers the partial basement.

Fixed-sash windows with sidelites are placed under the gable eaves on both the north and south facades. Additionally, two double-hung sash windows are located on the main and basement levels. The south facade features a picture window with sidelites and a small, polygonal window.

The two entrances to the residence are situated on the northeast and west facades, connected by a small porch.

Statement of Significance: 124 Dixon Street was constructed circa 1915 associating it with the Territorial Government and Beginning Mining Era of Juneau (Criteria A). In the late 1880s, Augustus Brown obtained the property; according to local records, however, the lot has no significant value until 1913. "Brown was reportedly on his way to the Klondike gold fields when he arrived in Juneau, but readily became a permanent fixture in town." Assumed to have lived off rental income and an estate allowance from England, he left \$30,000 for the construction of an indoor pool upon his death in 1949. To determine eligibility of the property for the National Register, a formal Determination of Eligibility will need to be completed. At that time, properties would be examined for retention of the seven aspects of integrity.

Criterion: A

- A. An association with events that made a significant contribution to broad patterns of history;
("National Parks Service's National Register Bulletin 24" 1985)



South Facade. Contemporary vinyl siding clads the residence.

Augustus-Brown House, 2023



South Facade. Picture windows are placed under the gable and at the main level of the residence.
Augustus-Brown House, 2023

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Inventory of Telephone Hill Structures (Updated 2023)

Historic Name	Address	Block #	Lot #	Owner	Construction Date	Style	AHRS	Remarks
Edward Webster House	135 W. Second Street	1	7	CBJ	1882	Eclectic-Classic Box	JUN-070	Alterations belie significance.
Bosch-Carrigan House	214 Dixon Street	D	3 & 4	CBJ	1913/1914	Late Victorian/ Queen Anne	JUN-291	Moderately maintained example of building type.
Peterson-Kasnack House	203 W. Third Street	D	5 & 6	CBJ	c. 1898	Eclectic	JUN-292	Alterations belie significance.
Bayless-Powers House	211 Dixon Street	6	1 & 2	CBJ	1913	Late 19th/Early 20th C. American Movements/Bungalow/Craftsman	JUN-293	Maintained example of building type.
Martin-Johnston House	128 Dixon Street	E	5, 6, & 7	CBJ	1931	Late 19th/Early 20th C. Revivals/ Tudor Revival	JUN-294	Common, national architectural style; significant work needed to restore.
Worthen-Hurley House	125 Dixon Street	1	8	CBJ	1914	Late 19th/Early 20th C. American Movements/Bungalow/Craftsman	JUN-295	Common, national architectural style; significant work needed to restore.
Augustus Brown House	124 Dixon Street	E	3 & 4	CBJ	c. 1915	Pioneer Farmhouse	JUN-296	Common, national architectural style. Historic materials have not been maintained

Inventory of Telephone Hill Structures (1984 Survey)

NAME	ADDRESS	BLOCK#	LOT#	OWNER	CONSTRUCTION DATE	STYLE	AHRS	REMARKS
Alexander House	120 West First Street	1	1	Southeastern Newspaper Corporation	1939	Eclectic Bungalow	Yes	Lacks historical, architectural significance
Augustus Brown House	124 Dixon Street	E	2,3,4	Southeastern Newspaper Corporation	circa 1915	Pioneer Farmhouse	Yes	Good example of building type
Bayless-Powers House	211 Dixon Street	6	1,2	Senna Powers	1913	Craftsman-Shingle	Yes	Major architectural significance
Bosch-Carrigan House	214 Dixon Street	D	3,4	Roy and Verna Carrigan	1913-1914	Decorated Pioneer Farmhouse	Yes	Major architectural significance
Edward Webster House	135-139 West Second Street	1	7,8	Robert E. Hurley	1882	Eclectic-Classic Box	AHRS JUN-070	Major historical significance; altered beyond recognition
Engstrom Building	125 West Third Street	6	6,7	Allan A. Engstrom	1951	Stepped Commercial	No	Lacks historical, architectural significance
Juneau and Douglas Telephone Company	204 Main Street	6	3,4	Continental Telephone System	1956	Industrial Box	No	Lacks historical, architectural significance

Inventory of Telephone Hill Structures (1984 Survey)

Juneau Motor Company	11 Egan Drive	F	7,8	Juneau Motor Company, Inc.	1958; 1965	Utilitarian Commercial	No	Lacks historical, architectural, significance
Kodzoff House	107-109 West First Street	F	5,6	Anita Kodzoff	circa 1900	Pioneer Bungalow	Yes	Fair example of building type
Martin-Johnston House	128 Dixon Street	E	5,6,7	Homan-McDowell	1931	Tudor-Builder	Yes	Moderate architectural significance
Percy Reynolds House	116 West First Street	1	2	Southeastern Newspaper Corporation	1939	Eclectic	Yes	Lacks historical, architectural significance
Peterson-Kasnick House	203 West Third Street	D	5,6	Fred and Rachel Kasnick	circa 1898	Eclectic	Yes	Altered beyond recognition
Worthen-Hurley House	125 Dixon Street	1	6,7	Robert E. Hurley	1914	Rectangular Bungalow	Yes	Moderate historical, architectural significance



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February 1, 2024

James Brackenhoff, AIA, Principal
First Forty Feet
412 NW Couch Street, Suite 405
Portland, Oregon 97209
james@firstfortyfeet.com

RE: Cultural Resources Desktop Assessment for the proposed Telephone Hill Land Redevelopment Study, Juneau, Alaska (Redacted for public release¹).

Mr. Brackenhoff:

The City and Brough of Juneau, Alaska (CBJ), proposes to develop a master plan and high level civil engineering concepts for the Telephone Hill redevelopment area (Project).

The land on which the Project is located was formerly owned by the State of Alaska (SOA) but was deemed excess to the needs and transferred to the CBJ for economic development during the 2022 legislative session. In its current configuration, the Project is not a Federal Undertaking subject to Section 106 of the National Historic Preservation Act (NHPA) or the National Environmental Policy Act (NEPA). The Project does not involve SOA-owned or controlled lands and is not subject to the provisions of the Alaska Historic Preservation Act.

Despite the lack of a federal or state nexus that would trigger an assessment of the Project’s potential to impact historic properties, the CBJ has chosen to complete a cultural resource desktop assessment and updated historic site and structures survey for the known sites (structures) listed on the Alaska Heritage Resources Survey (AHRS), located within the Project Study Area.

CBJ contracted with First Forty Feet (FFF) for project management, a cultural resources desktop assessment, site survey, draft planning, engineering, cost estimating. FFF contracted Northern Land Use Research Alaska, LLC (NLURA) to complete a cultural resource desktop assessment

¹ The only information redacted from the original version of this report is the location of AHRS sites within the prehistoric study area originally shown in Figure 3.

for the Project. NLURA completed a review of previous reports, surveys, and consultation documents to identify cultural resources and historic properties² within the Project Study Area.³

A site visit was added to the scope while this research was underway. The purpose of the site visit was to assess the condition of previously identified structures listed on the AHRS and make a preliminary recommendation on their potential eligibility for listing on the National Register of Historic Places (NRHP). This information will be used for Project planning.

This document provides a summary of the previous cultural resource surveys within the preliminary area of potential effect (APE), information on known cultural resources in the Project Study Area, the results of the site visit (conducted on August 30, 2023), and recommendations for future cultural resources research.

1 Project Location and Preliminary Area of Potential Effect

The proposed Project is located in the historic neighborhood of Telephone Hill in Juneau, Alaska (Table 1, Figure 1). The historic neighborhood of Telephone Hill (also referred to as the Preliminary APE) is defined as the area located on W. 3rd St. and Dixon St. and consists of approximately 4.66 acres (ac.) (1.63 hectares [ha]).

Table 1. Project location.

Location	USGS Quadrangle	MTRS	Area	Landowner
Telephone Hill	Juneau B-2	C041S067E23	4.03 ac. (1.63 ha)	CBJ

Table notes:

CBJ = City and Borough of Juneau

Locational data from Department of Natural Resources and Bureau of Land Management

Landowner data from Bureau of Land Management General Land Status

ac. = acre(s)

ha = hectare(s)

MTRS = Meridian Township Range Section

USGS = United States Geological Survey

1.1 Project Study Area

Typically, NLURA utilizes a ½-mile (mi.) (.8 kilometer [km]) buffer around the Preliminary APE to define the Project Study Area. However, in order to obtain sufficient regional information regarding prehistoric, historic, and ethnographic site types and patterns, NLURA established separate study areas by resource category. As such, The Project Study Area consists of a Prehistoric Study Area, a Historic Study Area, and an Ethnographic Study Area (Figure 2).

1.1.1 Prehistoric Study Area

NLURA defined the Prehistoric Study Area based on the nearest representative examples of prehistoric AHRS sites, which are located approximately 11 mi. (17.7 km) away from the Preliminary APE.

² Historic properties are defined as cultural resources eligible for listing on the National Register of Historic Places (NRHP).

³ See Section 1.1 for definition of Project Study Area.

1.1.2 Historic Study Area

NLURA defined the Historic Study Area as the Preliminary APE and adjacent parcels that may be directly and/or indirectly affected by the Project.

1.1.3 Ethnographic Study Area

NLURA defined the Ethnographic Study Area as the geographical region where the Aak' w Kwaan Tlingit currently and historically live. This geographical region depicting current and historic Aak' w Kwaan Tlingit occupation is based on information from the Sealaska Heritage Foundation, the Sitka Tribe of Alaska, Alaska Federation of Natives, the University of Alaska Southeast, The University of Alaska Fairbanks, and the Klukwan Heritage Foundation as presented by Metcalfe and Hope III (2003).

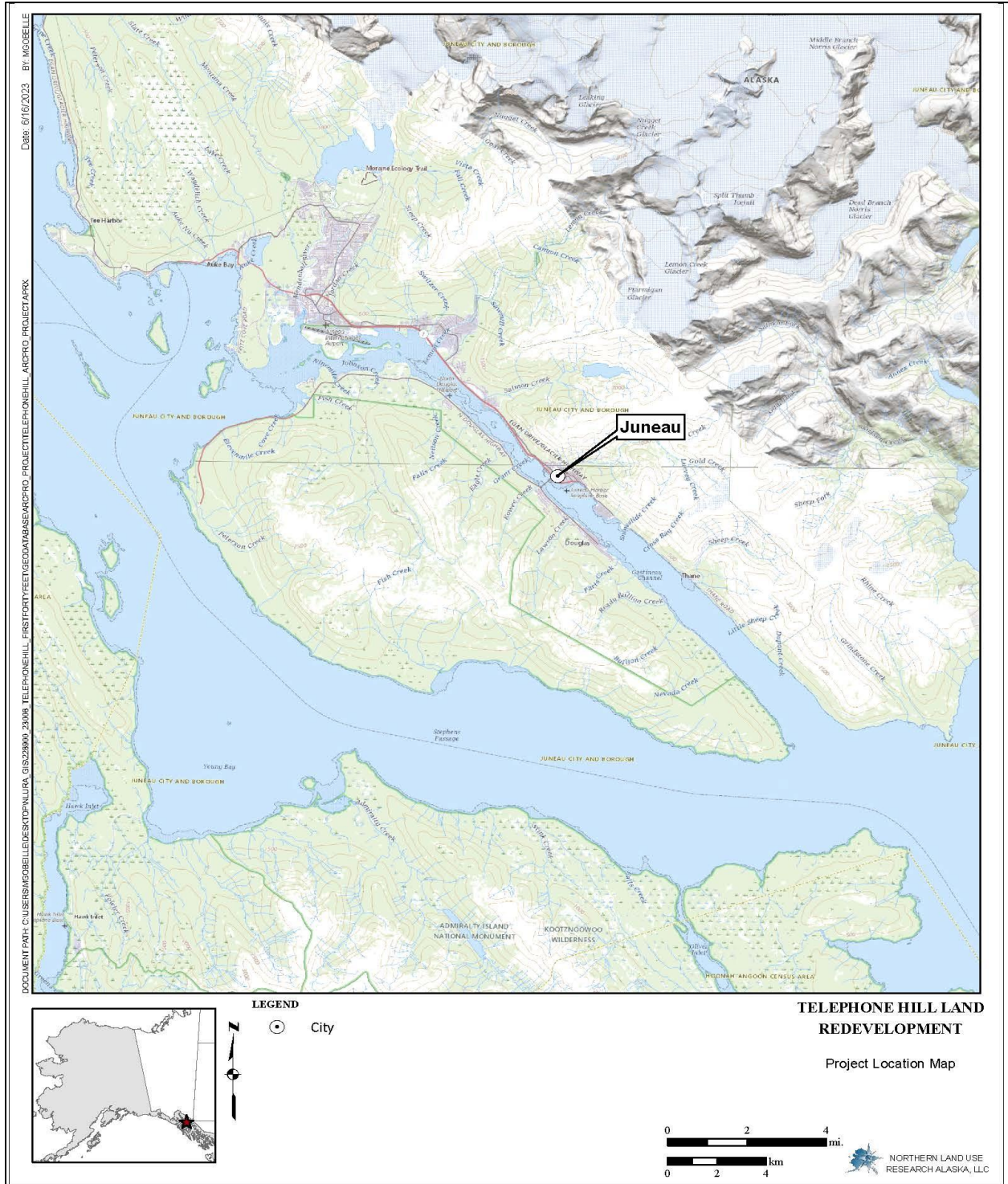


Figure 1. Project location.

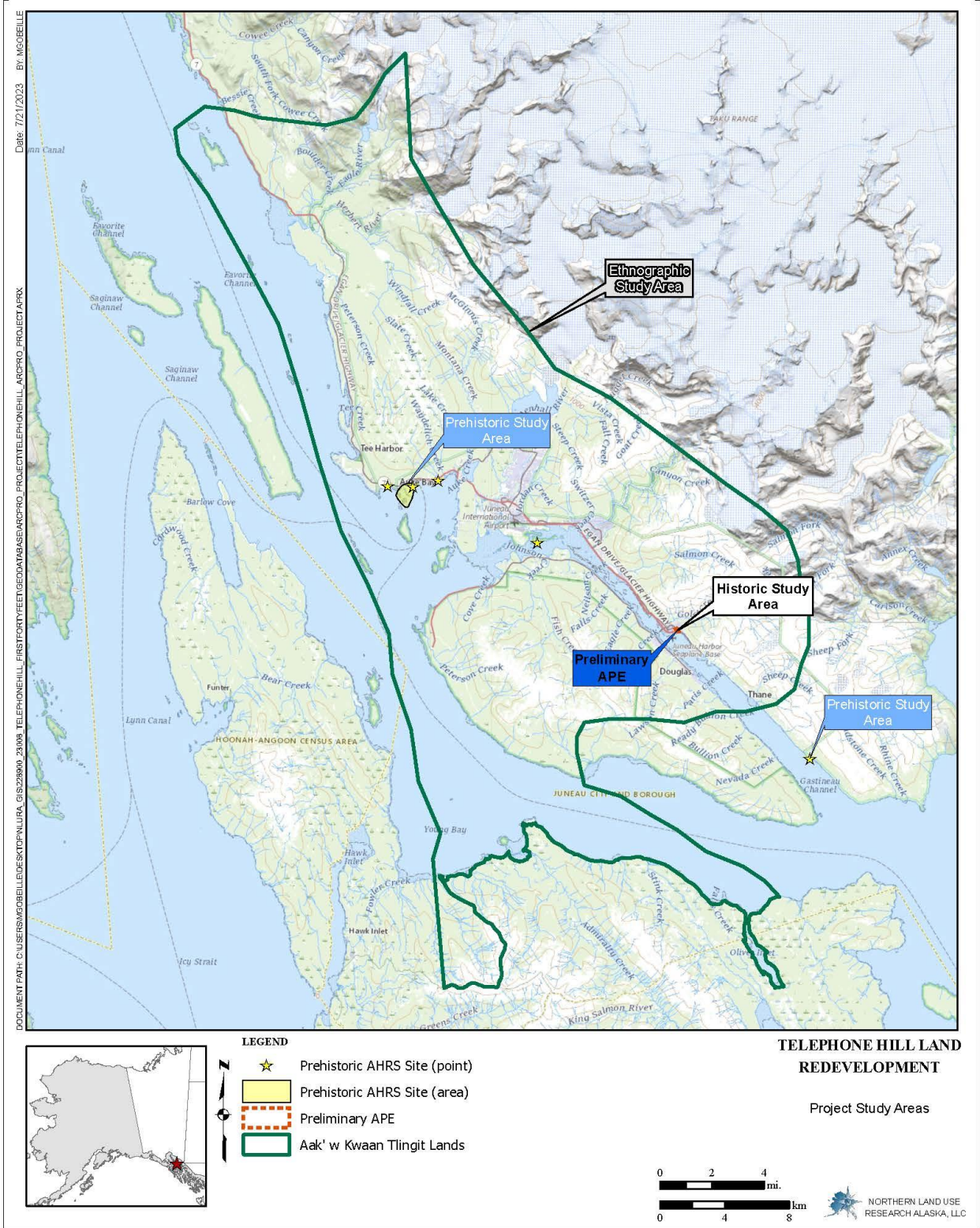


Figure 2. Preliminary APE and Prehistoric, Historic, and Ethnographic Study Areas (collectively referred to as the Project Study Area).

2 Cultural Resource Investigations in the Preliminary Area of Potential Effect

The desktop review identified three cultural resource investigations conducted in or dealing with resources located in the Preliminary APE (Table 2). Only one cultural resources survey (Choate 1984) has been conducted within the Preliminary APE.

Table 2. Previous cultural resource surveys in the Preliminary APE.

Date	Project	Description	Citation
1984	Telephone Hill Historic Site and Structure Survey Juneau, Alaska 1984	The Alaska Department of Transportation and Public Facilities contracted Alaska Archives Resource and Records Management to perform historical, architectural and archaeological surveys of the Telephone Hill site and structures. Telephone Hill, the recommended site of the new Legislative Hall, that is located in the original Juneau townsite	(Choate 1984)
1986	Inventory of Historic Sites and Structures, City and Borough of Juneau, Alaska	The project goal of the update Inventory was the identification of historic neighborhoods that met the criteria for future designation as a historic district. This designation would aid the Planning Department in developing ordinances and assist in creating incentives for preservation and restoration within the historic district	(Peterson et al. 1986)
2002	Request for Concurrence re: Whittier to Main Street Improvements	Request that no historic Properties are affected by the Whittier to Main St. Improvements Project	(Yost 2002)

Table notes:

Source: AHRS IBS, accessed June 12, 2023

In 1984, Alaska Archives Resource and Records conducted records research and pedestrian survey of the Telephone Hill neighborhood for the proposed State of Alaska Legislative Hall. A pedestrian survey was conducted where possible in the neighborhood. Areas of steep terrain, areas of severe ground disturbances, and dense brush were not surveyed. The properties present at the time of the survey were documented and photographed. While the report produced did not determine any individual houses eligibility for inclusion in the National Register of Historic Places (NRHP), they did find that the structures built between 1882 and 1939 would be collectively significant for inclusion in a historic district, citing the sites' association with the early development of Juneau, and the buildings details reflecting the changing construction designs during the past century (Choate 1984).

The 1986 Inventory of Historic Sites and Structures in the City and Borough of Juneau was compiled by the Juneau Planning Department to develop a strategy for historical preservation. This report was an update of the 1980 report. This report synthesized and summarized the work that was done by Choate (1984).

The Yost (2002) letter requested SHPO concurrence that no historic properties would be affected by the Whittier to Main Street Improvement Project. No survey was conducted for this letter.

3 Known Cultural Resources within the Project Study Areas

This section provides information on documented cultural resources located in the Study Areas and provides information regarding the type of resource and the location of the resource relative to the Preliminary APE.

3.1 Alaska Heritage Resource Survey Sites

3.1.1 Known Prehistoric AHRS Sites

According to the AHRS, there are six prehistoric sites within the Prehistoric Study Area, none of which are located within the Preliminary APE (Figure 3). Four sites (JUN-00025, JUN-00239, JUN-00537, and JUN-00720) are all approximately 12 mi. (19.3 km) to the northwest of the Preliminary APE. The other two sites (JUN-00042 and JUN-00253) are approximately 7 mi. (11.2 km) from the Preliminary APE (Table 3).

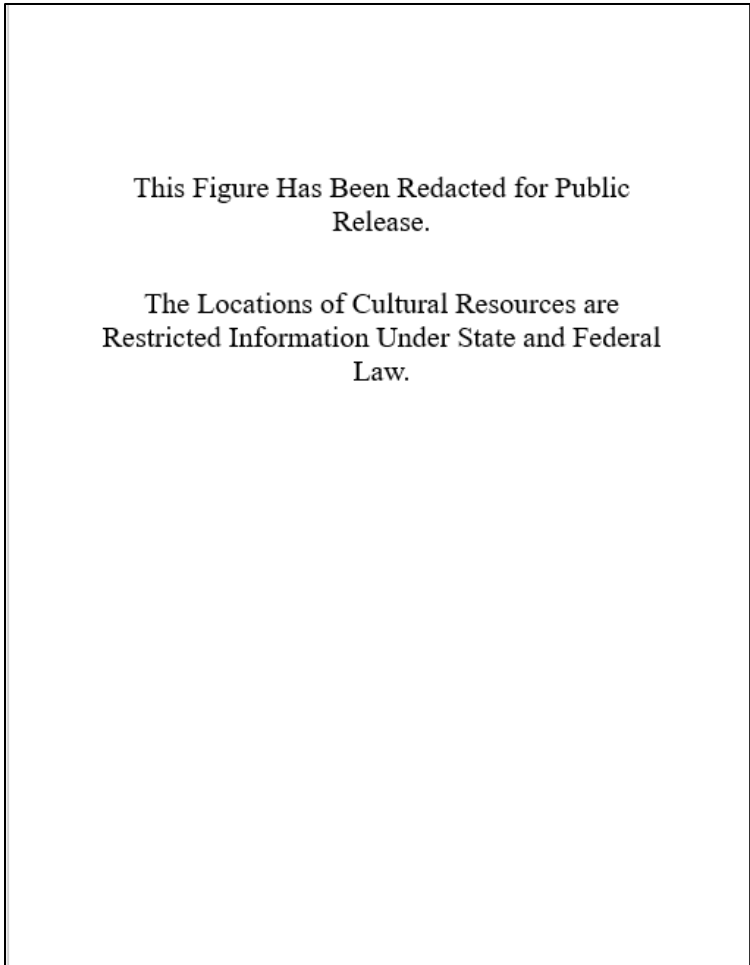


Figure 3. AHRS sites identified in the Prehistoric Study Area.

Table 3. AHRS sites within the Prehistoric Study Area.

AHRS No.	Site Name	Description	NRHP Eligibility	Distance to Preliminary APE
JUN-00025	Auke Bay Village	A multi-component site, originally reported as a Tlingit village site by informants and historic sources. Sealaska found no remains of Native origin but noted that the broad grassy area appeared to be a former area of Native houses. No remains of the cemetery area, shown on USGS maps, were noted	DE	12.5 mi. (20.1 km) northwest
JUN-00042	Dupont Point Petroglyph	Petroglyph reported by an informant as "on the beach at the last house beyond the point	NDE	7.4 mi. (11.9 km) south east
JUN-00239	Auk Nu Shell Midden	The site consists of a moderate to high density shell midden situated on the end of a peninsular terrace. Visible midden exposure covers a minimum of 300 sq m and contains an abundance of Mytilus and lesser quantities of charcoal, Saxidomus, Protothaca, Chinocardium, Balanus, and Littornia	NDE	12 mi. (19.3 km) northwest
JUN-00253	Runway Island Site	A single waste flake was located in talus material, below a soil horizon, on an elevated, wooded, rocky outcrop	NDE	6.3 mi. (10.1 km) northwest
JUN-00537	Graves and Canoe Run	The site consists of three unmarked Native graves and four canoe runs. The graves were first reported in 1960. Each grave is described as relatively large. It is not clear whether the graves were surface or subsurface features. In the intertidal zone on the beach are four linear rock features. Each consists of a strip of beach, perpendicular to the shore, in which boulders have been removed and piled on either side	NDE	12 mi. (19.3 km) northwest
JUN-00720	X'unaxi Traditional Cultural Property	The site consists of Tlingit camps and houses, with evidence of canoe runs and graves on the cape and islands. A midden was located along the eastern sea cliff with cultural deposits 600 to 800 years old, 67 CMTs, four canoe runs, and grave sites. The shell midden is approximately 300 sq. m in size and 40 cm deep	DE	12 mi. (19.3 km) northwest

Table notes:

Source: AHRS IBS, accessed June 14, 2023

AHRS = Alaska Heritage Resources Survey

APE = Area of Potential Effect

cm = centimeter(s)

CMT = Culturally modified tree(s)

DE = Determined Eligible

DNE = Determined Not Eligible

km = kilometer(s)

mi. = mile(s)

3.1.2 AHRS Sites

There are 20 AHRS sites recorded within the Historic Study Area, 13 of which are located within the Preliminary APE (Table 4, Figure 3).

None of the 13 AHRS sites located within the Preliminary APE (JUN-00070, JUN-00291, JUN-00292, JUN-00293, JUN-00294, JUN-00295, JUN-00296, JUN-00297, JUN-00313, JUN-00976, JUN-00977, JUN-00981, JUN-01013) have been subjected to formal Determinations of Eligibility (DOEs). Based on the AHRS cards and the 2023 site visit, four of these sites (JUN-00297, JUN-00976, JUN-00977, and JUN-00981) have been demolished. The Telephone Hill Neighborhood has been assigned two, duplicative AHRS numbers (JUN-00313 and JUN-01013). For the purposes of this report, JUN-00313 is used for the district. As such, at the time of this report, only 8 AHRS sites (7 buildings [JUN-00070, JUN-00291, JUN-00292, JUN-00293, JUN-00294, JUN-00295, JUN-00296, JUN-00297] and the Telephone Hill neighborhood [JUN-00313]) are still present within the Preliminary APE.

Of the seven AHRS sites located within the Historic Study Area, outside the Preliminary APE (JUN-00080, JUN-00120, JUN-00142, JUN-00180, JUN-00182, JUN-00188, JUN-01012), one (JUN-00120) has been determined not eligible for inclusion on the NRHP.

According to the AHRS cards, the three remaining sites (JUN-00142, JUN-00188, and JUN-01012) have had no formal Determination of Eligibility completed but are contributing properties to the Juneau Historic Downtown District (JUN-00456), which is listed on the NRHP. However, JUN-00188 has been demolished and no longer has the integrity required to be eligible for listing on the NRHP individually or as a contributing element to a historic district.

Table 4. AHRS sites within the Historic Study Area.

AHRS No.	Site Name	Description	NRHP Eligibility	Distance from Preliminary APE
JUN-00070	Edward Webster House	A two-story wood frame structure with a hipped roof, open porch, and imitation-brick asphalt shingles over the original clapboard siding. Additions have significantly altered the original appearance. Construction was begun in 1882 and completed in 1884.	NDE	within Preliminary APE
JUN-00080	Flag of All Nations Cabin Site	The Flag of All Nations Cabin Site was of a simple 12 x 14 ft. log structure torn down in 1893. It served as the first Post Office in Juneau. There is no available description of the exterior of the cabin. Historic photographs only	Contributing property to Juneau Historic Downtown District	143 ft. (43.5 m) northeast

AHRS No.	Site Name	Description	NRHP Eligibility	Distance from Preliminary APE
		illustrate the cabin interior (Demolished)		
JUN-00120	Pacific Steamship Wharf	Former site of Pacific Coastal Steamship Company beginning in 1901. Company steamers and ships from the Canadian Pacific Steamship Company docked here. It later became the site of Alaska Coastal Airways, an airline started in 1939 by Alex Holden and Sheldon Simmons. The site apparently includes a two-story, 302 x 52 ft. wood frame commercial waterfront structure built on pilings and wood posts	DNE	282 ft. (85.9 m) southeast
JUN-00142	San Francisco/Purity Bakery	A two-story stressed concrete structure with hand-formed tin roof, stucco exterior, second-floor transom windows, and vernacular storefront facade. Constructed in 1914 by Gustave Messerschmidt, a Juneau baker. It was operated by the Messerschmidt family as the San Francisco Bakery (1914-1945) and as the Purity Bakery (1946-1980)	NDE	165 ft. (50.2 m) northeast
JUN-00180	Goldstein Building	A 100 x 100 ft., five-story, wood-formed reinforced concrete structure, with flat roof, and full concrete basement. Originally constructed in 1914 for Charles Goldstein, the building at one time housed the Governor's Office and State Legislature	Contributing property to Juneau Historic Downtown District	245 ft. (74.6 m) northeast
JUN-00182	Kubach - Studebaker Building	A 25 x 71 ft., two-story, wood frame structure on a concrete foundation, with a flat roof, lapped siding, and no basement. Originally constructed in 1898, renovations have totally obscured its original appearance. Now used for office and retail space	Contributing property to Juneau Historic Downtown District	182 ft. (55.4 m) east

AHRS No.	Site Name	Description	NRHP Eligibility	Distance from Preliminary APE
JUN-00188	I.L.W.U. Hall	A 26 x 48 ft., one and a half story, wood frame structure on wood post foundation, having a gable roof with metal sheeting, false front, and vertical and horizontal, tongue and groove siding. Built in 1898, it was the oldest union hall in Alaska (Demolished)	NDE	345 ft. (105 m) west
JUN-00291	Bosch/Carrigan House	A 28 x 34 ft. one and a half story, Decorated Pioneer Farmhouse, with steeply pitched gable roof, boxed cornices, detailed fish scale siding on gable ends, cedar shingle siding, dormer, and open porch. Constructed by William Bosch in 1913-1914	NDE	within Preliminary APE
JUN-00292	Peterson/Kasnick House	A 26 x 68 ft. two-story, wood frame structure, with hip roof intersecting with gable roof of later addition, shake shingles, wood siding, two additions to the original structure, and poured concrete basement. Reportedly built in 1898 by Juneau miner, John G. Peterson. In 1944 his widow sold the property to William and Dorothy Johnson; today the structure is a multi-family dwelling	NDE	within Preliminary APE
JUN-00293	Bayless/Powers House	A 30 x 44 ft. one and a half story, post and beam frame structure, with gable roof, composition shingles, extended eaves with fascia boards, cedar shake exterior, two gabled dormers, small entry porch, and basement. Built circa 1885.	NDE	within Preliminary APE
JUN-00294	Martin/Johnston House	A 31 x 22 ½ ft. one and a half story, wood frame structure main section with two additions, wood shingled gable roof, and wood shingle siding. One addition is a 31 x 16.5ft., one-story, shed-roof structure. Originally	NDE	within Preliminary APE

AHRS No.	Site Name	Description	NRHP Eligibility	Distance from Preliminary APE
		constructed for Ralph and Mildred Martin in 1931		
JUN-00295	Webster-Hurley House	A 24 x 44 ft. one-story, wood frame structure, with hip roof, cedar shingles over original clapboard siding, a 6 x 13 ft. shed-roof extension over an open porch, and a poured concrete foundation. H.S. Worthen constructed the house in 1914	NDE	within Preliminary APE
JUN-00296	Augustus Brown House	A 33 x 23 ft. wood frame structure, with gable roof, composition shingles, asphalt composition siding over the original wood siding, small open porch, and partial basement. Built circa 1915 as the home of Augustus Brown	NDE	within Preliminary APE
JUN-00297	Kodzoff House	A two-story, wood frame structure, with intersecting gable roofs, composition shingles, asphalt composition siding except for wood-shingled south facade, glassed-in porch with shed roof, extended eaves with boxed cornices, and poured concrete partial basement. Built circa 1900	NDE; demolished 1988	within Preliminary APE
JUN-00313	Telephone Hill	Conspicuous promontory, encompassing 4.66 ac., site of short-lived military post named for Commander Rockwell. was the home of the Juneau and Douglas Telephone Company, 1915-1956	NDE	Duplicate site to JUN-01013; within Preliminary APE
JUN-00313	Telephone Hill	Conspicuous promontory, encompassing 4.66 ac., site of short-lived military post named for Commander Rockwell. was the home of the Juneau and Douglas Telephone Company, 1915-1956	NDE	within Preliminary APE
JUN-00976	Alexander House	This bungalow style one and a half story, 24 x 36 ft. structure, encompasses 1,028 square ft. It has a	NDE; demolished 1988	within Preliminary APE

AHRS No.	Site Name	Description	NRHP Eligibility	Distance from Preliminary APE
		green stucco exterior and an intersecting cedar-shingle gable roof with minimal eaves and original chimney. Wood steps lead up to the front entry located on the facade. The entry is sheltered by a shed-roofed open canopy. A rectangular garage has shiplap siding, corrugated-metal roofing on a low-pitch gable roof		
JUN-00977	Percy Reynolds House	This two-story 30 x 35 1/2 ft. structure with brown siding and trim had an intersecting gable composition roof with minimal eaves. Stucco siding covers the lower two thirds of the house; painted siding covers the upper one-third. Poured concrete steps lead to an	NDE	within Preliminary APE
JUN-00981	Engstrom Building	The commercial building, constructed in 1951 housed the Alaska Public Works Department from 1951 to 1973. The two-story structure contains business offices and apartments. The main structure is 27 x 35 ft. with a floor area of 945 square ft. The one-story extension is 22 x 41 ft., encompassing 902 square ft. The extension entry was on the north facade	NDE; demolished	within Preliminary APE
JUN-01012	Juneau and Douglas Telephone Company	The rectangular, one-story, Industrial Box building, was constructed in 1956. Its 40 x 100 ft. area encompasses 4,000 sq. ft. The structure is made of steel and concrete with a steel entry door and stepped, flat canopy on the east facade. The main floor's small switching room previously served as a public service counter. Today it serves as a switching station	NDE	25 ft. (7.62 m) east

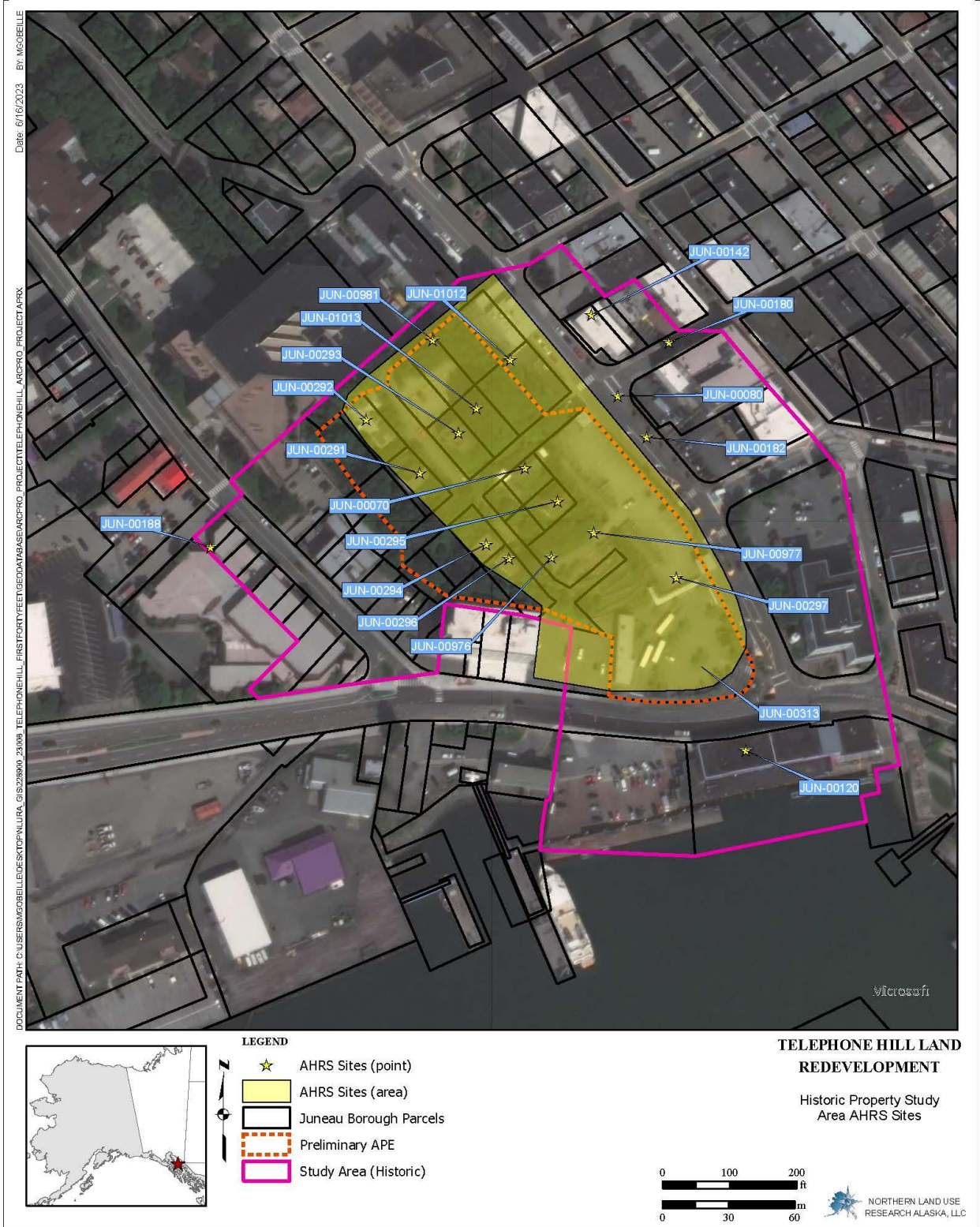


Figure 4. AHRS sites within the Historic Study Area.

NLURA synthesized the site information provided below for AHRS sites located within the Preliminary APE and Historic Study Area based on the 2023 site visit and information from the AHRS-IBS (AHRS 2023), the Choate (1984) survey report, and the 1986 *Inventory of Historic Sites and Structures* (Peterson et al. 1986).

3.1.2.1 AHRS SITES WITHIN THE PRELIMINARY APE

The Edward Webster House (JUN-00070) is located at 135-139 West 2nd St. and was built between 1882 and 1884. It was originally a two-story wood frame structure with a hipped roof, open porch, and imitation-brick asphalt shingles over the original clapboard siding. Additions have significantly altered the original structure. The house was built by Edward Webster, who founded the Juneau and Douglas Telephone Company in 1893 and ran the business out of an addition to the house until 1967. There has been no formal Determination of Eligibility completed for this property.

During the 2023 site visit, the Edward Webster House (JUN-00070) (Figure 5) was found to be standing but appeared to have been heavily modified, with modern doors, windows, and siding. The building also appeared to have been divided into apartments. Additional research would be required to determine how much the building has been altered since its period of significance, if it is eligible for listing on the NRHP, and if it is a contributing or non-contributing element to a historic district or districts.



Figure 5. Looking east from Dixon St. at the Edward Webster House (JUN-00070) in 2023 (NLURA Photograph).

The Bosch/Carrigan House (JUN-00291) is located at 214 Dixon St. and was constructed by William Bosch in 1913 and completed in 1914. It is a 28 x 34 ft., one and a half story, decorated pioneer farmhouse featuring a steeply pitched gable roof, boxed cornices, detailed fish scale siding, cedar shingle siding, dormers, and an open porch. William Bosch was the owner and operator of the Old Stand Saloon located on Front St. There has been no Determination of Eligibility completed for JUN-00291.

During the 2023 site visit, the Bosch/Carrigan House (JUN-00291) was found to be standing and retained windows, doors, siding, and fenestration consistent with its date of construction. A small garage located on the north side of the house had a modern garage door, but otherwise had an appearance consistent with the age of the house. Additional research would be required to determine how much the building has been altered since its period of significance, if it is eligible for listing on the NRHP, and if it is a contributing or non-contributing element to a historic district or districts.



Figure 6. Looking southwest from Dixon St. at the Bosch/Carrigan House (JUN-00291).



Figure 7. Looking west from Dixon St. at the Bosch/Carrigan House (JUN-00291). Note the Victorian style shingles in the gable end (NLURA photograph).

The Peterson/Kasnick House (JUN-00292) at 203 West 3rd St. was built in 1898 by Juneau miner John G. Peterson. It was originally a 26 x 68 ft., two-story, wood frame structure, with a hip roof intersecting a gable roof addition. It featured a poured concrete basement and had shake shingles and wood siding. Two additions to the original structure have been added over time and the property is currently a multi-family dwelling. There has been no Determination of Eligibility completed for JUN-00292.

During the 2023 site visit, the Peterson/Kasnick House (JUN-00292) (Figure 8) was found to be standing and retained windows, doors, siding, and fenestration consistent with its date of construction. A small garage (Figure 9) located on the south side of the lot had an appearance consistent with the age of the house. Additional research would be required to determine how much the building has been altered since its period of significance, if it is eligible for listing on the NRHP, and if it is a contributing or non-contributing element to a historic district or districts.



Figure 8. Looking northwest from Dixon St. at the Peterson/Kasnick House (JUN-00292) (NLURA photograph).



Figure 9. Looking west from Dixon St. at the garage of the Peterson/Kasnick House (JUN-00292) (NLURA photograph).

The Bayless/Powers House (JUN-00293) is located at 211 Dixon St.. It was originally built in 1885 and was a 30 x 44 ft., one and a half story, post and beam frame structure, with a gable roof, extended eaves with fascia boards, composition shingles, a cedar shake exterior, two gabled dormers, a small entry porch, and basement. There has been no Determination of Eligibility completed for JUN-00293.

During the 2023 site visit, the Bayless/Powers House (JUN-00293) was found to be standing and retained windows, doors, siding, and fenestration consistent with its date of construction. Additional research would be required to determine how much the building has been altered since its period of significance, if it is eligible for listing on the NRHP, and if it is a contributing or non-contributing element to a historic district or districts.



Figure 10. Looking east from Dixon Steet at the Bayless/Powers House (JUN-00293) (NLURA photograph).

The Martin/Johnston House (JUN-00294) is located at 128 Dixon St. and was built in 1931 by Ralph and Mildred Martin. It was a 31 x 22 1/2 ft., one and a half story, wood frame structure with a wood shingled gable roof, and wood shingle siding. It was expanded with two additions over time. There has been no Determination of Eligibility completed for JUN-00294.

During the 2023 site visit, the Martin/Johnston House (JUN-00294) was found to be standing and retained windows, siding, and fenestration consistent with its date of construction, though the door appears to be modern. Additional research would be required to determine how much the building has been altered since its period of significance, if it is eligible for listing on the NRHP, and if it is a contributing or non-contributing element to a historic district or districts.



Figure 11. Looking west from Dixon St. at the Martin/Johnston House (JUN-00294) (NLURA photograph).

The Webster/Hurley House, also identified as the Worthen/Hurley House (JUN-00295) is located at 125 Dixon St.. It was built By H.S. Worthen in 1914 and was sold to the Webster and Hurley families (owners of the Juneau and Douglas Telephone Company). It was a 24 x 44 ft., one-story, wood frame structure featuring a hip roof, cedar shingles and clapboard siding. The home was built on a poured concrete foundation. There has been no Determination of Eligibility completed for JUN-00295.

During the 2023 site visit, the Webster/Hurley House (JUN-00295) (Figure 12) was found to be standing and retained windows, doors, siding, and fenestration consistent with its date of construction. Additional research would be required to determine how much the building has been altered since its period of significance, if it is eligible for listing on the NRHP, and if it is a contributing or non-contributing element to a historic district or districts.



Figure 12. Looking east from Dixon St. at the Webster/Hurley House (JUN-00295) (NLURA photograph).

The Augustus Brown House (JUN-00296) is located at 124 Dixon St.. It was originally built in 1915 by Juneau businessman Augustus Brown and he resided there until his death in 1949. It was originally a 33 x 23 ft. wood frame structure, with a gable roof, with wood siding, a small open porch, and partial basement. The exterior has been altered over time. There has been no Determination of Eligibility completed for JUN-00296.

During the 2023 site visit, the Augustus Brown House (JUN-00296) was found to be standing and retained windows, doors, siding, and fenestration consistent with its date of construction. Additional research would be required to determine how much the building has been altered since its period of significance, if it is eligible for listing on the NRHP, and if it is a contributing or non-contributing element to a historic district or districts.



Figure 13. Looking southwest from Dixon St. at the Augustus Brown House (JUN-00296) (NLURA photograph).



Figure 14. Looking west from Dixon St. at the Augustus Brown House (JUN-00296) (NLURA photograph).

The Kodzoff House (JUN-00297) was located at 107-109 West 1st St.. It was originally built in 1900 and was a two-story, wood frame structure, with intersecting gable roofs, extended eaves with boxed cornices. It had composition shingles and asphalt composition siding except for a wood-shingled south façade. It featured a glassed-in porch with shed roof and a poured concrete partial basement. The property was reported as demolished in 1988 (City and Borough of Juneau Assessors Office 2023).

During the 2023 site visit, the Kodzoff House (JUN-00297) was found to have been demolished and was within the footprint of the parking garage on the east side of Telephone Hill (Figure 15). No additional research is recommended for this building as it lacks the integrity required for listing on the NRHP.



Figure 15. Looking roughly south at the former location of the Kodzoff House (JUN-00297) (NLURA Photograph).

The Alexander House (JUN-00976) was located at 120 West 1st St.. It was originally built by George Forest Alexander in 1939. It was a 24 x 36 ft. bungalow-style, one and a half story structure. It had a green stucco exterior and an intersecting cedar-shingle gable roof. It featured a porch and dormered windows. There has been no Determination of Eligibility completed for

JUN-00976 this property was reported as demolished in 1988 (City and Borough of Juneau Assessors Office 2023).

During the 2023 site visit, the Alexander House (JUN-00976) was found to have been demolished (Figure 16). No additional research is recommended for this building as it lacks the integrity required for listing on the NRHP.



Figure 16. Looking north at the former location of the Alexander House (JUN-00976) showing the site is demolished (NLURA photograph).

The Percy Reynolds House (JUN-00977) was located at 116 West 1st St.. Percy Reynolds built the house in 1936. It was a two-story, cream stucco, 30 x 35 1/2 ft. structure with brown siding and trim had an intersecting gable composition roof with minimal eaves. It featured stucco siding on the lower two thirds of the house and painted siding on the upper one-third. It had a poured concrete basement and one car garage. There has been no Determination of Eligibility completed for JUN-00977 and this property was reported as demolished in 1991 (City and Borough of Juneau Assessors Office 2023).

During the 2023 site visit, the Percy Reynolds House (JUN-00977) was found to have been demolished (Figure 17). No additional research is recommended for this building as it lacks the integrity required for listing on the NRHP.



Figure 17. Looking northwest at the former location of the Percy Reynolds House (JUN-00977) showing the site is demolished (NLURA photograph).

The Engstrom Building (JUN-00981) was located at 111-113 West 3rd St. and was originally built in 1951 by the Elton and Allan Engstrom. This was a 27 x 35 ft. two-story main structure with a 22 x 41 ft. one-story extension attached to its east facade. This was built as a commercial building and housed the Alaska Public Works Department from 1951 until 1973. It was later used as offices and apartments. There has been no Determination of Eligibility completed for JUN-00981 and this property was reported as demolished (City and Borough of Juneau Assessors Office 2023).

During the 2023 site visit, the Engstrom Building (JUN-00981) was found to have been demolished (Figure 18). No additional research is recommended for this building as it lacks the integrity required for listing on the NRHP.



Figure 18. Looking roughly east from West 3rd St. at the former location of the Engstrom Building (JUN-00981) showing the site is demolished (NLURA photograph).

The Telephone Hill site (JUN-00313) covers 4.66 ac. (1.88 ha) on the top of Telephone Hill (Figure 4). The site was originally a military post named after Commander Rockwell. The first courthouse in Juneau was built on the site in 1893 but was replaced numerous times. The current State of Alaska office buildings (AHRS 2023) are in the location of the former courthouse. No Determination of Eligibility has been completed for the Telephone Hill site (JUN-00313). There are currently seven historic buildings (JUN-00070, JUN-00291, JUN-00292, JUN-00293, JUN-00294, JUN-00295, JUN-00296, JUN-00297) within the boundaries of the Telephone Hill site (JUN-00313). Additional research would be required to determine if the Telephone Hill site (JUN-00313) is eligible for listing on the NRHP as a historic district, and if it is a contributing or non-contributing element to any other historic district or districts.

Telephone Hill Neighborhood (JUN-01013) consists of approximately 4.66 ac. (1.88 ha) bounded by West 3rd St., Main St., Egan Drive (Dr.), and Willoughby Avenue (Ave.). The US Navy established a reservation on the hill in 1881. The Telephone Hill name became associated with the southern half of the hill after 1884, when Edward Webster established the Juneau Douglas Telephone Company from his home on the hill (Edward Webster House [JUN-00070]). A courthouse was constructed on the northern end of the hill in 1893 and some historic accounts

refer to the hill as Court House Hill. Telephone Hill is one of the oldest continuously occupied areas in Juneau.

No Determination of Eligibility has been completed for the Telephone Hill Neighborhood (JUN-01013). The site appears to be a duplicate of the Telephone Hill site (JUN-00313). It is recommended that these two sites be consolidated. See the Telephone Hill site (JUN-00313) section of this report for recommendations for additional research.

3.1.2.2 AHRS SITES WITHIN THE HISTORIC STUDY AREA, OUTSIDE THE PRELIMINARY APE

The Flag of All Nations Site (JUN-00080) was a simple 12 x 14 ft. log structure that was torn down in 1893. There is no available description of the exterior but historic photographs of the cabin's interior exist. The building served as Juneau's first post office and community meeting space.

No Determination of Eligibility has been completed for the site, but the AHRS card states the Flag of All Nations Site (JUN-00080) is a contributing element to the NRHP listed Juneau Downtown Historic District (JUN-00456).

During the 2023 site visit, the location of the Flag of All Nations Site (JUN-00080) shown on the AHRS was found to be in the center of the intersection of Second and Main Sts. (Figure 19).

During 2023 site visit a two-story historic structure was observed at 119 2nd St. which did not have an AHRS number. After the fieldwork, NLURA examined the Juneau Historic Structures Database, which is maintained by the CBJ Office of Community Development (City and Borough of Juneau Historic Resources Advisory Committee 2023). According to the database, the Flag of All Nations Site was located at 119 2nd St. and the building observed during the 2023 site visit is the Koosher Building, which was constructed in 1893. The database, and the AHRS states that Koosher tore down the Flag of All Nations cabin to construct a pharmacy. However, the database mistakenly lists the address for the Koosher Building as 130 Seward Street. The 1986 inventory report (Peterson et al. 1986) lists the property at 130 Second St.

Additional research is recommended for this site/building to determine the integrity required for listing on the NRHP or to be a contributing or non-contributing element to a historic district.



Figure 19. Looking roughly north west at the location of the Flag of All Nations Site (JUN-00080) (NLURA photograph). The AHRS point is in the center of Main St. .The Juneau and Douglas Telephone Company (JUN-01012) is the lower building in the foreground (NLURA photograph).

The Pacific Coastal Steamship Wharf (JUN-00120) is located at 1 Egan Dr., on the waterfront. The oldest part of the building was used by the Pacific Coastal Steam Ship Company beginning in 1901. A seaplane hangar was added in the 1920s and beginning in 1939, the building housed Alaska Coastal Airways, which operated a float plane airline from the site until 1976. The building is described as a 302 X 52 ft. wood frame two-story building with an attached 50 x 100 ft. single story airplane hangar. The building was completely remodeled in 1976 and now houses small privately owned businesses.

The Pacific Coastal Steamship Wharf (JUN-00120) was determined not eligible for listing on the NRHP in 1996 and is not a contributing or non-contributing element to a historic district.

During the 2023 site visit, the Pacific Coastal Steamship Wharf (JUN-00120) was still standing and in the condition described on the AHRS card (Figure 20). No additional research is recommended for this building as it has been determined not eligible for listing on the NRHP.



Figure 20. Looking southeast at the Pacific Coastal Steamship Wharf from Egan Ave. (JUN-00120) (NLURA photograph).

The San Francisco/Purity Bakery (JUN-00142) was a two-story stressed concrete structure constructed in 1914 by Gustave Messerschmidt at 120 2nd St.. As originally constructed, the building had a tin roof, stucco exterior, a second-floor transom window, and a vernacular storefront window. Between 1914 and 1980, the Messerschmidt family operated a bakery in the building. The Messerschmidt family sold the building in 1980 and it is now the Silver Bow Inn.

No Determination of Eligibility has been completed for the San Francisco/Purity Bakery (JUN-00142).

During the 2023 site visit, the San Francisco/Purity Bakery (JUN-00142) was found to be standing and the building retains its historic defining features including front façade, transom windows and stucco exterior (Figure 21). Additional research would be required to determine how much the building has been altered since its period of significance, if it is eligible for listing on the NRHP, and if it is a contributing or non-contributing element to a historic district or districts.



Figure 21. Looking northeast at the San Francisco/Purity Bakery (JUN-00142) from Main St. (photograph courtesy of Google Earth).

The Goldstein Building (JUN-00180) is a 100 x 100 ft., five story reinforced concrete building with a flat roof constructed in 1914 by Charles Goldstein at 130 Seward St.. Once the Governor's Office and the State Legislature, the building was gutted by fire in 1939 but was restored and reopened in 1946 with a more modern look.

No Determination of Eligibility has been completed for the Goldstein Building (JUN-00180) but it is a contributing element to the NRHP listed Juneau Downtown Historic District (JUN-00456).

During the 2023 site visit, the Goldstein Building (JUN-00180) was standing and appears to retain its post 1946 appearance (Figure 22). Additional research would be required to determine how much the building has been altered since its period of significance, if it is eligible for listing on the NRHP, and if it is a contributing or non-contributing element to a historic district or districts.



Figure 22. Looking Southwest at the Goldstein Building (JUN-00180) from the intersection of Seward and 2nd Sts. (NLURA photograph).

The Kubach/Studebaker Building (JUN-00182) was a 25 x 75 ft. two story wood frame building with a flat roof and lapped siding constructed in 1898 at 124 Front St. Although the building has undergone modifications, the AHRs card states it retains its original massing, windows, and cornice.

No Determination of Eligibility has been completed for the Kubach/Studebaker Building (JUN-00182), but it is a contributing element to the NRHP listed Juneau Downtown Historic District (JUN-00456).

During the 2023 site visit, the AHRs point for the Kubach/Studebaker Building (JUN-00182) was found to be in an adjoining parking area along Main St.. However, the building was standing and appeared to retain its original massing, and cornice. Additional research would be required to determine how much the building has been altered since its period of significance, if it is eligible for listing on the NRHP, and if it is a contributing or non-contributing element to a historic district or districts.



Figure 23. Looking northwest at the Kubach/Studebaker Building (JUN-00182) from the top of the parking garage (NLURA photograph).

The I.L.W.U. (International Longshore and Warehouse Union) Hall (JUN-00188) was a 26 x 48 ft. one and a half story structure built at 222 Willoughby Ave. in 1898. It was a wood frame building with a post foundation, metal gable roof, false front, and tongue and groove siding. The building was the oldest union hall in Alaska but according to the AHRs card was “apparently” destroyed, date unknown.

No Determination of Eligibility has been completed for the I.L.W.U. Hall (JUN-00188).

During the 2023 site visit, the I.L.W.U. Hall (JUN-00188) was found to have been demolished (Figure 18). No additional research is recommended for this building as it lacks the integrity required for listing on the NRHP or to be a contributing or non-contributing element to a historic district.



Figure 24. Looking southeast along Willoughby Ave. at the former site of the I.L.W.U. Hall (JUN-00188) (NLURA photograph).

The Juneau Douglas Telephone Company (JUN-01012) was constructed in 1956 by the Webster family, who owned the telephone company, to serve the needs of the growing telephone system. It was a one story 40 x 100 ft. steel and concrete industrial box building with a flat roof. When completed, the building housed the first automatic dialing system in Juneau. The Webster family sold the Juneau and Douglas Telephone Company to the Continental Telephone Company in 1968 and the building, though modified, continues to serve as a switching station.

No Determination of Eligibility has been completed for Juneau Douglas Telephone Company (JUN-01012).

During the 2023 site visit, the Juneau Douglas Telephone Company (JUN-01012) (Figure 19) was still standing but showed evidence of a recent refurbishment. Additional research would be required to determine how much the building has been altered since its period of significance, if it is eligible for listing on the NRHP, and if it is a contributing or non-contributing element to a historic district or districts.

3.2 RS2477 Trails

According to the State of Alaska RS2477 Historic Trails Database (DNR 2023), there are no historic trails located within the Preliminary APE.

3.3 Other Known Historic Resources

The 2nd St. Pedestrian Tunnel is 350 ft. (106.6 m) long and was constructed in the 1970s by the Alaska Electric Light and Power Company to facilitate a high voltage power line and provide a pedestrian short cut under Telephone Hill (Resnick 2018). After construction was completed, it was found that water seeped through the highly fractured rock and the tunnel was deemed not suitable for pedestrian use. It has been closed off from the public since the 1970s. In 2001, a 16 inch water line was run through the tunnel (Resnick 2018). This tunnel currently has no AHRS number but is located (subsurface) within the Preliminary APE.

4 Ethnohistory of the Project Study Area

Current literature for the Project Study Area includes ethnohistories which document Tlingit traditional culture, Native language, and land use over time (Table 5). Based on the information in these publications, there is evidence that the area around Gold Creek, to the west of Telephone Hill, was used for subsistence uses by the Aak’w Kwaan Tlingit.

Table 5. Sample of ethnographic works on Aak’w Kwaan Tlingit.

Date	Title	description	reference
1956	The Tlingit Indians: Results of a Trip to the Northwest Coast of America and the Bering Straits	Alaska, ethnographic study of Tlingit Natives in Southeast Alaska, includes folklore, legends, stories	(Krause 1956)
1967	The Tlingit: An Introduction to Their Culture and History	Tlingit tribes during a series of visits, each in the summer season, in the years 1933, 1934, 1949, and 1954, studying the structure and functions of the complex social life. It includes additional data on other aspects of Tlingit life	(Olson 1967)
1980	Auke Village	Ethnographic study of the Auke Tlingit at Auke village	(Moss 1980)
1984	The Subsistence Lifeway of the Tlingit People: Excerpts of Oral Interviews	Ethnographic study of subsistence patterns in Tlingit Native communities	(Newton and Moss 1984)
1987	Haa Shuka, Our Ancestors	Ethnographic collection of Tlingit narratives	(Dauenhauer and Dauenhauer 1987)
1994	Haa Kusteeyi, Our Culture: Tlingit Life Stories	Ethnographic collection of Tlingit narratives	(Dauenhauer and Dauenhauer 1994)
1997	Traditional Cultural Property Investigation for Auke Cape, Alaska	Study of Auke Cape including archaeological, documentation, and oral sources of information. Local Native consultation including more than 40 interviews	(Thornton 1997)
1998	Haa Aani' Our Land. Tlingit and Haida Land Rights and Use	Ethnographic study of Tlingit land use issues in Southeast	(Goldschmidt and Haas 1998)

Date	Title	description	reference
		Alaska including Native land claims and territoriality	
2001	The Tlingit: An Introduction to Their Culture and History	History of Tlingit Native culture including interviews of local informants	(Olson 2001)

Table notes:
 Source: AHRS IBS, accessed June 12-20, 2023

While numerous Alaska Natives reside in the Juneau area, the A’akw Kwáan of the Tlingit Tribe have a long-documented history of inhabiting the Juneau area and are represented by the Douglas Indian Association (DIA). The known sites associated with this Tribe include village sites in Berners Bay (JUN-00059 and JUN-00062) and sites in Auke Bay (JUN-00025, JUN-00533, JUN-01077, and JUN-00239). According to the current data available (ADF&G 2023), the nearest anadromous stream (Gold Creek) is approximately 2,100 ft. (640 m) west of Telephone Hill and has a salmon run in August. The traditional land use sites identified in the Juneau area associated with the A’akw Kwáan include seasonal activities like berry picking, salmon fishing, hunting, and trapping. (Emmons 1991; Goldschmidt and Haas 1998; Joseph 1967; Krause 1956). There are historic references to seasonal camps near the mouth of Gold Creek that had smokehouses, gardens, and berry picking in the area (Joseph 1967; Krause 1956; Rockwell 1882). It was also reported that the A’akw Kwáan established a hunting and fishing village called Dzántik’i Héeni, on Flounders Creek (modern Gold Creek), but spent winters at the main Auke Bay Village (Moss 1980).

According to the first naval chart produced for Juneau in 1881 (Figure 25, Figure 26, and Figure 27), Dzántik’i Héeni was located near the base of Telephone Hill (Allen 2020). Rockwell (1882) reported that the Auke people living around the newly organized town were asked to move to the mouth of Gold Creek. Similarly, there is information that the Auke Tlingit primary village at Auke Bay was abandoned sometime around 1900 and that most of the population had moved to the Juneau townsite (Olson 1967).

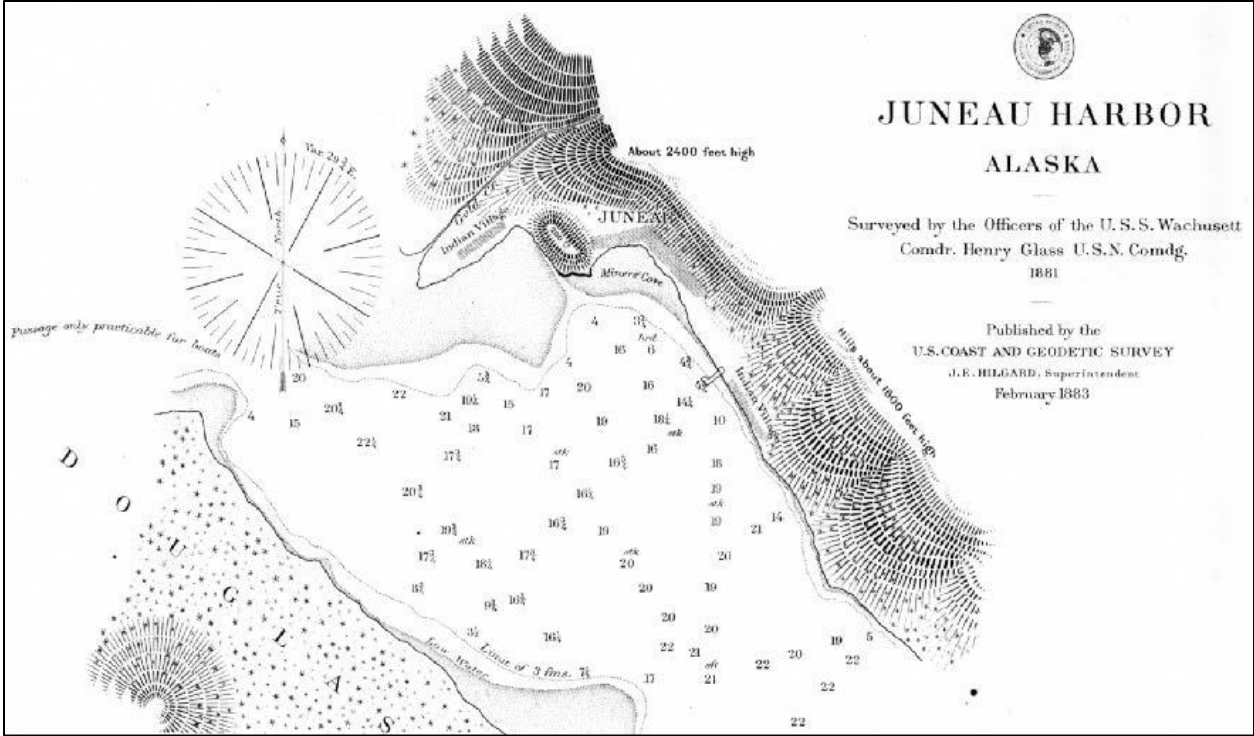


Figure 25. 1881 Naval Chart produced by the Officers of the USS Wachusett showing an “Indian Village” at the mouth of Gold Creek (Allen 2020).

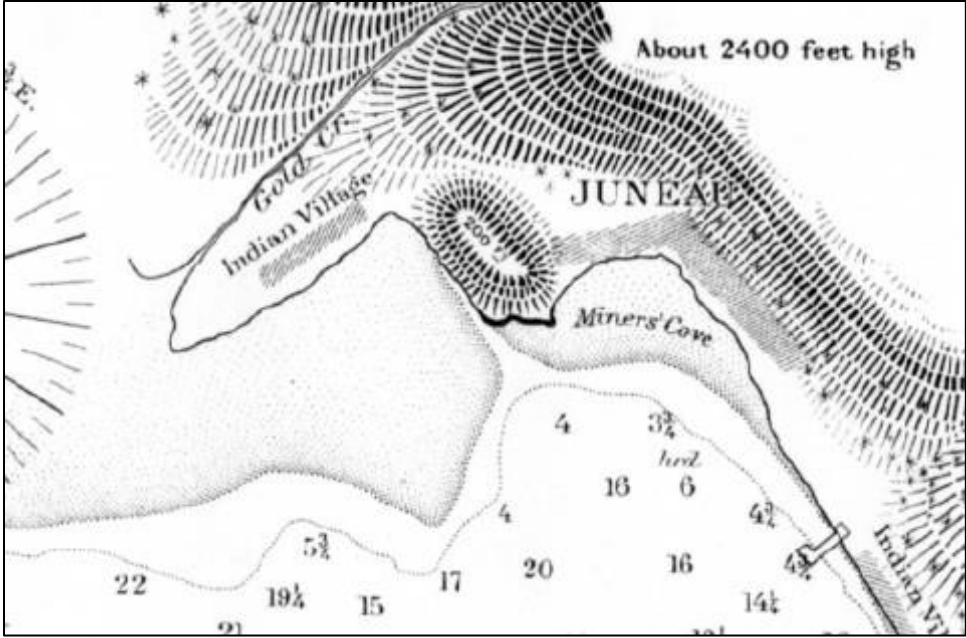


Figure 26. Detail of 1881 Naval Chart (Allen 2020).

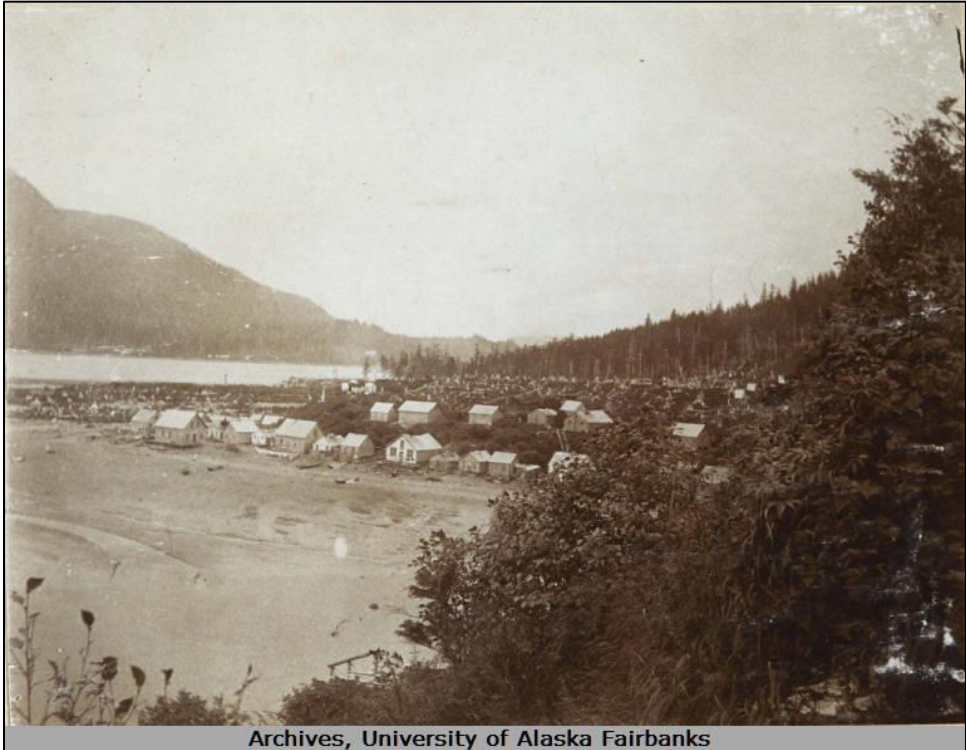


Figure 27. Auks village along shoreline of Juneau townsite with homes on Telephone Hill in 1890 (Courtesy of the University of Alaska Fairbanks Archives).

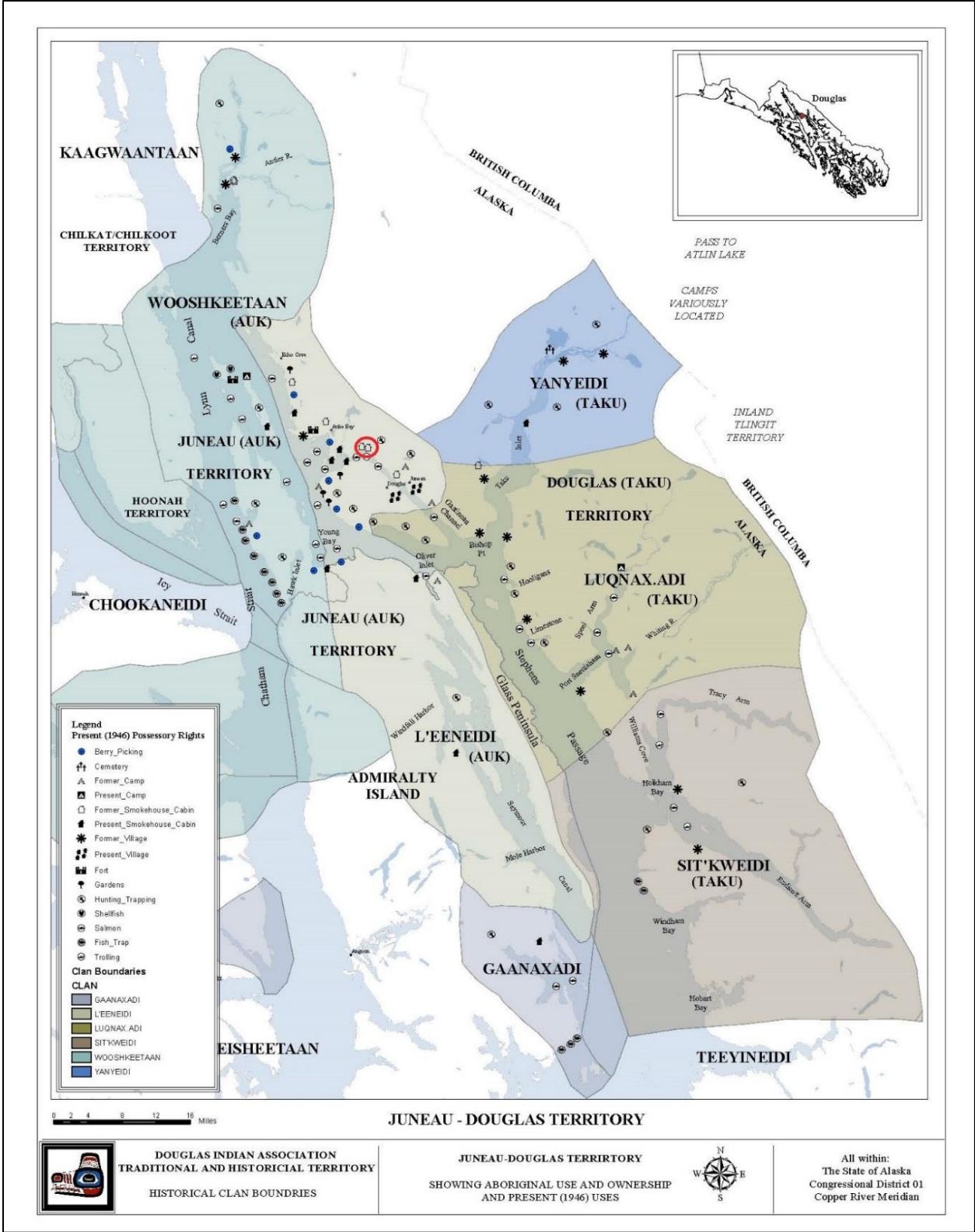


Figure 28. Traditional use areas in the Juneau/ Douglas area. The approximate location of the Preliminary APE circled in red (Douglas Indian Association 2017).

5 Cultural Resource Potential in the Project Study Area

The previous cultural resource investigations and known cultural resources described in the previous sections provide baseline data on the potential for prehistoric, historic, and ethnographic resources to be located within the Project Study Area. The data provides a guide to the location and type of cultural resources that may be encountered within the Preliminary APE.

5.1 Prehistoric Site Potential

High and moderate potential locations for prehistoric archaeological sites are found:

(Farvacque 2008; Tedor 2022):

- Well drained and stable terrain (e.g., dry terrain without a topographic prominence)
- Defined topographical rise on level terrain (e.g., terraces, moraines, ridges)
- Level terrain near breaks in slope
- Rock shelters and caves (i.e., natural shelter)
- Adjacent confluences of rivers and streams
- Adjacent lakes
- Adjacent travel routes (e.g., rivers, streams, wetland edges, and passes)
- Adjacent areas that congregate game (e.g., natural game corridors, grazing areas, perennial and relict ice patches, mineral licks, salmon-bearing streams)
- In or adjacent to old-growth or mature vegetation
- Adjacent resources (e.g., potable water, toolstone, concentrations of plants of known ethnographic use)
- A location that offers protection from prevailing wind and/or drifting snow
- There are known cultural resource sites elsewhere on a landform
- Any of the above characteristics that were present in the past but not today (e.g., relict lake shores and river channels)

Based on the fact that the Preliminary APE is located on a well-drained and stable topographical rise overlooking various anadromous waters it is NLURA's professional opinion that there is a moderate to high potential to encounter subsurface prehistoric artifacts, features, and/or sites within intact soil matrices located in the Preliminary APE.

5.2 Historic Site Potential

Telephone Hill was one of the first settled areas when the townsite of Juneau was established in 1881. The first military post was established on the hill in 1881 and abandoned later that same year. The federal courthouse was located on the hill between 1893 and 1967 (DeArmond 1980). The first telephone company in Juneau was established there in 1893 and was headquartered on the hill until its sale in 1956. Numerous local businessmen had homes located on the hill over the years (DeArmond 1980).

The known historic-age cultural resources within the Project Study Area can be categorized by the historic themes known for the region. Historic themes are broad patterns of historic development of a community or region that are represented by the historic resource and provide

context for evaluating historic cultural resources (NPS 2023). Historic themes, their contexts, and representative site examples are provided in Table 6.

Table 6. Historic themes for the Project Study Area.

National Historic Theme ¹	Sub-themes/Historic Context	Examples within the Study Areas
Communications	Telegraph and Telephone	Edward Webster House (JUN-00070) and Douglas Telephone Company (JUN-01012)
Industry	N/A	Engstrom Building (JUN-00981), Juneau, I.L.W.U. Building (JUN-00188), and the Douglas Telephone Company (JUN-01012)
Government	N/A	Flag of All Nations Site (JUN-00080) and the Goldstein Building (JUN-00180)
Community	Domesticity and Family Life	Edward Webster House (JUN-00070), Bosch/Carrigan House (JUN-00291), Peterson/Kasnick House (JUN-00292), Bayless/Powers House (JUN-00293), Martin/Johnston House (JUN-00294), Webster/Hurley House (JUN-00295), Augustus Brown House (JUN-00296), Kodzoff House (JUN-00297), Alexander House (JUN-00976), and Percy Reynolds House (JUN-00977)

Table notes:

¹National historical themes in America as defined by the National Park Service www.nps.gov/parkhistory/categrs.htm

N/A = Not Applicable

Based on the various themes represented by the known historic resources within the Project Study Area, it is NLURA’s professional opinion that there is a potential to encounter subsurface historic artifacts, features, and/or sites within intact soil matrices located in the Preliminary APE.

5.3 Ethnographic Resource Potential

Ethnographic resources are objects or places of religious or cultural importance. Ethnographic resources can possess naturally occurring and/or culturally modified characteristics. They can also be tangible (i.e., mountain, artifact, structure) and/or intangible (i.e., traditional knowledge or feeling associated with an object or place). Numerous historic and ethnographic reports (Arndt et al. 1987; Goldschmidt and Haas 1946; Joseph 1967; Krause 1956; Olson 1967; Vancouver 1798 [1984]) have observed or reported Tlingit people occupying the Gastineau Channel region including the Juneau townsite. For example, (Arndt et al. 1987; Goldschmidt and Haas 1998; Sealaska Regional Corporation 1975) report a possible seasonal village site at Sheep Creek in Thane approximately 4 mi. (6.4 km) south of the Preliminary APE, but no AHRS site is currently recorded at the location.

In addition to the information presented in Section 4, CBJ has formally consulted with DIA requesting input on potential areas of Tribal interest.

Based on the location of the Preliminary APE relative to documented traditional Alaska Native land use, it is NLURA’s professional opinion that there is a potential for ethnographic resources to be located within and/or directly adjacent to the Preliminary APE. Ethnographic resources should be identified by the community sharing the values, traditions, beliefs, or social institutions

associated with such objects or places (see Section 6 for further recommendations regarding ethnographic resource potential).

6 Conclusions and Recommendations

Thirteen historic AHRS sites (JUN-00070, JUN-00291, JUN-00292, JUN-00293, JUN-00294, JUN-00295, JUN-00296, JUN-00297, JUN-00313, JUN-00976, JUN-00977, JUN-00981, and JUN-01013) are located within the Preliminary APE. All 13 sites have not been subjected to a formal DOE, and three of the sites (JUN-00297, JUN-00976, and JUN-00981) have been demolished. Two sites (JUN-00313 and JUN-01013) designate the Telephone Hill neighborhood as a site and represent the assignment of two separate AHRS numbers being assigned to the same resource. It is recommended that these two sites be consolidated.

Seven historic AHRS sites (JUN-00120, JUN-00142, JUN-00188, JUN-01012, JUN-00080, JUN00180 and JUN-00182) are directly adjacent to the Preliminary APE within the Historic Study Area All of these Site represent built resources. One site (JUN-00120) has been determined not eligible for inclusion on the NRHP, three sites (JUN-00142, JUN-00188, and JUN-01012) have not been subjected to a formal DOE, and three sites (JUN-00080, JUN00180, and JUN-00182) are contributing properties of the Juneau Historic Downtown District (JUN-00456). Two sites (JUN-00080 and JUN-00188) have been demolished.

During the 2023 site visit, several apparently historic area buildings adjacent to the Preliminary APE, within the Historic Study Area, were found not to have AHRS numbers.

The proposed actions associated with the Project have the potential to have a direct adverse effect on individual AHRS sites within the Preliminary APE and an indirect (primarily visual) adverse effect on the individual AHRS sites within the Historic Study Area should additional research determine they are eligible for listing on the NRHP. In addition, the proposed actions associated with the Project also have the potential to adversely affect the Juneau Historic Downtown District and potential Telephone Hill historic district (represented by JUN-00313 and JUN-01013) as a result of any direct or indirect adverse effects on their contributing elements or to the district(s) as a whole.

There are no known prehistoric or ethnographic AHRS sites located in the Preliminary APE. However, NLURA’s research indicates that there is potential for prehistoric and historic archaeological and ethnographic resources to be present within the Preliminary APE.

Although the Project is not subject to Section 106 or the AHPA, CBJ has chosen to complete a cultural resource desktop assessment and updated historic site and structures survey for the known sites (structures) within the Project Study Area listed on the Alaska Heritage Resources Survey (AHRS). If the CBJ desires to move forward in keeping with Section 106 practice, NLURA recommends the following:

- Phase II (Evaluation) survey for all historic AHRS sites (historic-age buildings) located within the Preliminary APE and Historic Study Area;
- Phase II Evaluation of a potential Telephone Hill Historic District;

- Phase I (Identification)/II (Evaluation) survey of previously unsurveyed and/or undeveloped portions of the Preliminary APE;
- Phase I (Identification)/II (Evaluation) survey of historic structures adjacent to the Preliminary APE that have not been assigned AHRS numbers.
- Evaluation of indirect effects from the proposed actions on the NRHP listed Downtown Juneau Historic District (JUN-00456);
- Proposed Project activities within previously disturbed portions of the Preliminary APE should operate under an Inadvertent Discovery Plan;
- Consult with local Alaska Native Tribes to inventory and evaluate ethnographic resources within the Preliminary APE (if any); and,
- Consult with local Alaska Native Tribes to determine whether or not the Preliminary APE adequately captures any potential direct or indirect effects to ethnographic resources (if any).

7 Limitations

Under the provisions of the National Historic Preservation Act (NHPA), site location information is restricted in distribution; disclosure of such information may be exempt from requests under federal and state freedom of information laws. Location information for prehistoric sites has been redacted from this report for public release. The location of historic buildings has not been redacted from this report.

This Project was carried out, and this document prepared, in accordance with generally accepted professional practices for the nature and type of work completed, at the time the work was performed. This document is based upon written information and/or verbal accounts provided by the agencies and individuals indicated above. NLURA can only relay this information and cannot be responsible for its accuracy or completeness. This report is not meant to represent a legal opinion. If you have any comments or questions regarding the information presented in this document please contact NLURA General Manager Lindsay Simmons (lja@northernlanduse.com).

Sincerely,



Lindsay Simmons, M.A., R.P.A.

NLURA General Manager

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City and Borough of Juneau Historic Resources Advisory Committee

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City and Borough of Juneau, Alaska Historic Resources Advisory Committee

December 11, 2023

Subject: Telephone Hill Redevelopment Plan

Honorable Mayor Weldon and Assembly:

The Historic Resources Advisory Committee (HRAC) is an Assembly appointed citizen committee established in the Land Use Ordinance (Title 49.10.410). One of the primary duties of HRAC is to advise the Assembly when historic resources of the community may be affected by proposed development. Telephone Hill is identified as an historic neighborhood in the CBJ Historic and Cultural Preservation Plan (Adopted Ordinance 2020-07). The Telephone Hill Redevelopment (THR) project, currently in a planning process, has the potential to negatively impact this historic neighborhood.

HRAC has been inquiring about the planning process since consultants were hired to proceed, especially concerned about analysis of the value and potential impacts to historic properties within the neighborhood. The understanding is that the process would include a study of the historic resources using the generally accepted criteria of Section 106 of the National Historic Preservation Act of 1966 as amended. This process has four primary steps:

1. Initiate consultation by notifying interested parties, i.e. local government entities, HRAC, local tribal entities, local historic societies, etc.
2. Identify historic properties of the project site and adjacent area and evaluate those resources for eligibility to be listed in the National Register of Historic Places.
3. Determine if there will be adverse impacts to historic resources determined eligible.
4. If adverse impacts are expected, resolve by avoiding, minimizing, or mitigating the loss of resources.

It should be noted that a determination of eligibility or listing in the National Register does not preclude property rights. Witness the recent demolition by property owners of the Elk's Hall – a National Register building within the Downtown National Register Historic District.

Community Development Department (CDD) staff has indicated to HRAC the Section 106 process has begun. However no formal notice has been given to HRAC or others per Step 1. Also, there has been no schedule of completion of the Section 106 process nor identification of when interested parties would have the opportunity for review and comment on draft findings. Yet, CDD has indicated the entire planning process would be complete in December 2023. The appropriate timeline would have the Section 106 process completed prior to formalizing a plan to allow consideration of the Section 106 findings.

Since the announcement of the THR project, HRAC has heard questions and public testimony at numerous regular meetings about the project and public process. The public expressed numerous concerns about the planning process of this high-profile project including the following:

1. Transparency of the process and easily accessible information related to the project. A search of relevant web sites (CBJ Main Site; Lands and Resources web page; CDD web page; First Forty Feet (consultant) website; MRV Architects (local liaison consultant) website) failed to find any

- information about the project or planning process. Public attendees at the HRAC meetings had no idea the Section 106 process had begun and that they should have a right to comment on the findings.
2. Distribution of inaccurate information about the project. At the first two public meetings; in CBJ documents; and in public media articles the consultant quoted as saying that “none of the homes in the area are eligible for historic recognition because they have been modified.” The Section 106 process is not complete thus this statement is premature and misleading. A 1984 Historic Site and Structures Survey determined that some of the houses were not eligible as individual buildings, but the neighborhood was eligible as a National Register Historic District. The Assembly Legislative Priorities for 2024 included Telephone Hill Redevelopment where it states “This project will include ... demolition of existing structures ...” yet the Section 106 process to evaluate the historic structures has not been completed.
 3. The premature and misleading statements about the historic buildings may have influenced answers to polls and comments about preferences for future development at the site. If it is a foregone conclusion that the buildings have no historic value and will be demolished, the public is likely to see preservation as not an option. The Section 106 process should be completed prior to declarations that the buildings have no historic value as it is critical information for consideration of future development options.

Good public process provides easily accessible information about the project; adequate public notice of meetings and project schedule; and reasonable opportunity for input and expression of interest by members of the general population. The public has expressed to HRAC in very strong statements their dissatisfaction with the quality of the process and opportunity to speak about the project. Considering the public comments heard by HRAC, it is recommended the Assembly take the following actions:

1. Provide complete project information to the public through easily accessible website(s) as well as accurate press releases for local news media.
2. Issue press releases correcting the inaccurate public statements made regarding the premature conclusions that none of the buildings on Telephone Hill have historic value. Explain that the Section 106 process information will be available to the public for review and comment prior to finalization.
3. Add additional opportunities for the public to weigh in after the inaccuracies have been corrected and the Section 106 review has been distributed.
4. Provide more opportunity for public discussion about the project as opposed to cell phone polls. HRAC heard that the public wants opportunities to discuss and evaluate the various development options and that one option should include retaining the historic buildings.
5. Pause decisions on how to proceed with the THR project until receiving recommendations from the Historic Resources Advisory Committee following the completion of the Section 106 review.

We appreciate your consideration of our recommendations,

Sincerely;



Shannon Crossley, Vice-Chair

Note: Chair Zane Jones, employed by MRV Architects, declared a conflict.

JUNEAU VISITOR CIRCULATOR STUDY Final Report



February 8, 2024



Juneau Visitor Circulator Study

Final Report

Prepared for

City and Borough of Juneau
155 S. Seward Street, Juneau AK 99801

Prepared by

LSC Transportation Consultants, Inc.
2690 Lake Forest Road, Ste. C
Tahoe City, CA 96145
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February 8, 2024

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Chapter 1

INTRODUCTION

INTRODUCTION

Juneau, Alaska has long been a major cruise ship destination for those seeking outdoor adventure, sightseeing, and wildlife viewing. This massive influx in tourism over time has led to an increase in traffic congestion and environmental pollution in and around Downtown Juneau during peak summer months. It also has led to visitor use of the Capital Transit fixed routes to a degree that impacts resident's mobility in peak visitor activity periods. To address these issues, the City and Borough of Juneau (CBJ) hired LSC Transportation Consultants, Inc. to evaluate the possibility of a public transit circulator strategies that could facilitate visitor travel within the area and help to solve these identified problems.

This document is the first in a series of working papers that will be developed over the course of the study to provide opportunities for public review and input.

Study Goals

The goal of the Circulator Study was to determine what types of transportation services the CBJ should consider, which service(s) would be most appropriate for the region, and how the CBJ could fund and implement such a program. Key questions to be addressed in the study included the following:

- How can a circulator service best address the impacts of high visitor levels on the community?
- How can improved circulator services enhance the local economy by better serving visitors and helping to spread visitors to a broader range of establishments and activities?
- What destinations should be served, and what are the appropriate hours and days of service?
- What is the appropriate role of the public sector (Capital Transit) versus private transportation services? How best can a visitor circulator service coordinate with existing transit services?
- Given the realities of financial and driver availability limits, what is an *implementable* strategy for circulator services?

Study Process

A series of Technical Memoranda (Tech Memos) were completed over the course of the study to provide opportunities for stakeholder review and input. The first Tech Memo summarized Juneau as it exists today in relation to tourism, transportation, and land use development. At this point, local stakeholders, business owners, and transportation providers were engaged in both an online community survey and in-person workshop to discuss current regional challenges and possible solutions. The second Tech Memo evaluated potential demand for visitor circulator services. The third and final memo then discussed potential service and capital alternatives while incorporating the stakeholder input received after Tech Memo 1. The final Juneau Circulator Study encompasses the information vetted through the tech memos review, with the addition of a final chapter presenting the final plan recommendations.

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Chapter 2

EXISTING COMMUNITY CONDITIONS

INTRODUCTION

Juneau is a unique destination with a diverse range of visitor attractions, including historical sites, harbors, sight-seeing, shopping, and hiking. Located at the base of Mount Juneau, it is both a mountain town and a maritime coastal port along the Gastineau Channel. While the city is home to only 32,000 residents, the region typically attracts more than 1 million visitors each year. This level of activity, concentrated in the busy summer season, impacts the very limited roadway network.

This chapter provides an in-depth overview of major characteristics including population, activity centers, existing traffic volumes, and future planned development. The chapter then concludes with relevant planning documents considered in this study.

STUDY AREA CHARACTERISTICS

Population

The population of Juneau has stayed consistent over the last 20 years, as shown in Table 1. A slight decline in population is anticipated in the coming decades. With this information in mind, this study will focus on anticipated visitor populations.

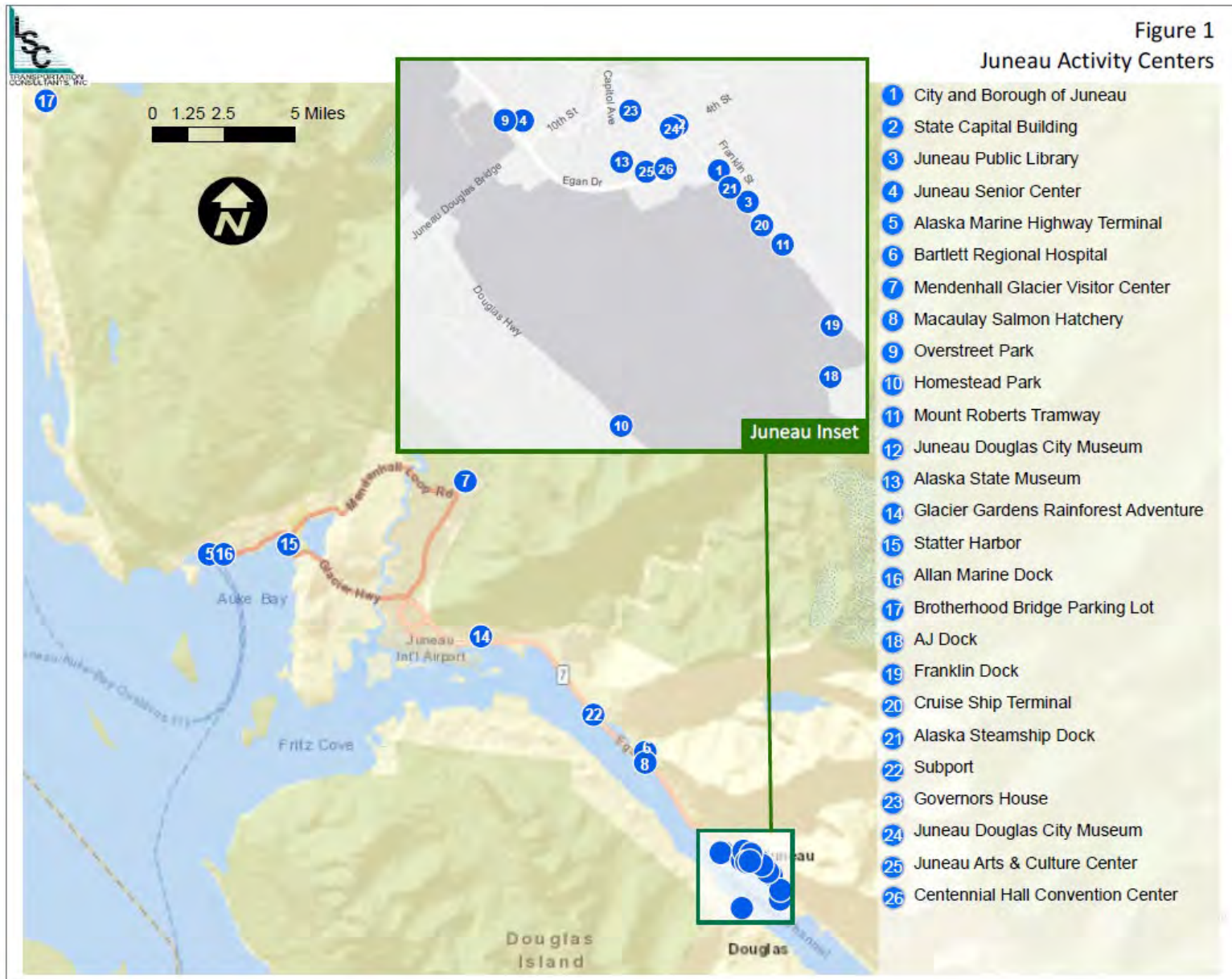
Table 1: Historic and Projected Population of Juneau

	Historic			Projected		
	2000	2010	2020	2030	2040	2050
Population	30,668	31,275	32,195	31,261	30,229	28,692

Source: US Census Bureau American Community Survey and Alaska Dept. of Labor and Workforce Development

Activity Centers

Major activity centers are important to recognize as potential transit trip generators. For the purpose of this study, an activity center may be a government agency, tourism destination, or any other interesting location attracting higher levels of day-to-day traffic. These centers are important not only for the possibility of providing transportation services but also for anticipating potential conflicts transportation services. As shown in Figure 1, activity centers are primarily located in Downtown Juneau and within Mendenhall Valley (the Mendenhall Glacier and Statter Harbor).



Downtown Juneau

Downtown Juneau is also shown in Figure 1. As illustrated, downtown Juneau is full of many points of interest including the Alaska State Capital, State Museum, Centennial Hall Conference Center, Mount Roberts Tramway, and the Governor’s Mansion. There are also a wide variety of retail shops, breweries, bars, and restaurants popular with both tourists and residents alike located along South Franklin Street and Front Street. Downtown Juneau is also the access point for hiking trails and the Last Chance Mining Museum located on Basin Road.

Mendenhall Glacier

Nearly 13 miles north of Downtown Juneau is the Mendenhall Glacier. Attracting around 700,000 visitors annually, the area offers not only the Mendenhall Glacier Visitor Center, but also several hiking trails and scenic viewpoints around Mendenhall Lake and guided adventures. Being located within the Tongass National Forest, the area is managed by the United States Forest Service (USFS).

In an effort to better accommodate annual visitors, the USFS is considering a series of improvements for the Mendenhall Glacier Recreation Area (MGRA). These improvements will include expanded parking facilities, increased visitor amenities (shelters and drop off/pick up locations), and improved trail access through the MGRA.

Macaulay Fish Hatchery (DIPAC)

The Macaulay Fish Hatchery (commonly referred to as the DIPAC Fish Hatchery) is primarily open between May and September between 10 am and 6 pm Monday through Friday and from 10am to 5 pm Saturday and Sunday. The destination offers an experiential learning tour of the salmon hatchery, saltwater aquariums, and tide pools. There is also a small gift shop with various types of locally made foods. In 2019, prior to the pandemic, the hatchery recorded its highest annual visitor count with over 90,000 people visiting. A hatchery representative indicated that a majority of summer guests arrive via tours scheduled from their respective cruise ships, often arriving in large, contracted vehicles.

Juneau International Airport

The Juneau International Airport is located 8.5 miles north of downtown Juneau, approximately 15 minutes by vehicle. Alaska Airlines and Delta Air Lines are the only two commercial services to the airport, operating alongside the following local air travel providers: Alaska Seaplanes, Coastal Helicopters, Island Air Express, NorthStar Trekking, Temsco Helicopters, Wings of Alaska Airways, and Ward Air. Alaska Airlines provides direct flights from Anchorage, Seattle, Ketchikan, Sitka, Yakutat, Cordova, and Wrangell.

Delta Air Lines provides direct flights from Seattle seven days per week in the summer and weekends only in the winter. Annual enplanements and deplanements by airline and year are shown in Table 2. As shown, prior to the pandemic total enplanements remained steady with a total of over 300,000 enplanements and deplanements year over year. While passenger activity declined during the pandemic, based on current enplanement and deplanements of 2022 year-to-date air travel to and from the region is returning to pre-pandemic levels. The airport employs over 1,000 people locally and provides commercial air travel to over 300,000 people on average per year.

Table 2: Annual Enplanements/Deplanement

	Delta Airlines		Alaska Airlines		Total	
	Enplaned	Deplaned	Enplaned	Deplaned	Enplaned	Deplaned
2016	20,462	19,397	302,546	300,852	323,008	320,249
2017	21,323	20,472	313,251	313,530	334,574	334,002
2018	20,797	20,332	322,929	323,718	343,726	344,050
2019	22,987	22,682	315,475	316,528	338,462	339,210
2020	9,290	9,690	133,451	135,118	142,741	144,808
2021	16,276	17,539	240,251	238,224	256,527	255,763
% Change 2016 - 2019	12%	17%	4%	5%	5%	6%

Source: Juneau International Airport, 2022

The Juneau Air and Ferry Visitor Survey, Summer 2018 prepared by McDowell Group indicated that 56 percent of travelers arriving by air were traveling for vacation/pleasure. Their top activities in the area were Mendenhall Glacier (63 percent), shopping (61 percent), hiking (45 percent) and the tramway (44 percent). Those arriving by air were planning to travel in the Juneau area by rental vehicle (27 percent), taxi (27 percent), personal vehicle (25 percent), hotel shuttle (18 percent) and public transit (10 percent).

Cruise Docks

The Juneau area welcomes nearly 1,000 cruise ships each summer season, each docking near and around the downtown Juneau area. There are six major docks in Juneau Harbor: AJ Dock, S. Franklin Street Dock, Intermediate Vessel Float, Cruise Ship Terminal, Alaska Steam Ship Dock, and Seadrome Dock.

Alaska Steam Dock and Cruise Ship Terminal are south of downtown Juneau running parallel to Franklin Street. Intermediate Vessel Float is a small dock adjacent to Cruise Ship Terminal on the south side. Heading southward, these docks are followed by South Franklin and AJ Dock Figure 2 shows a more detailed map of each dock location including the proposed Huna Totem dock. While some docks are very close to downtown Juneau (Alaska Steam Dock), Franklin Dock and AJ Dock are a 15- and 30-minute walk, respectively (Table 3).

Table 3: Distance to Downtown Juneau

	Walking	
	Distance (Mi)	Time (Min.)
Seadrome Dock	0.5	10
Alaska Steam Ship Dock	0.2	5
Cruise Ship Terminal	0.4	9
Intermediate Vessel Float	0.5	11
Franklin Street Dock	0.7	15
AJ Dock	1.5	30



TRAFFIC VOLUMES AND DELAYS

For the purpose of this study, pre-Covid Annual Average Daily Traffic (AADT) volumes were analyzed, as shown in Tables 4 and 5. For most major roads (Table 4), traffic volumes have remained steadily increasing year over year prior to the pandemic. Of the major roadways near Juneau, Mendenhall Loop Road has seen the greatest increase in daily traffic volumes increasing 14 percent, with a high of 5,353 vehicles per day in 2017. The second largest growth in volumes could be seen along Riverside Road with 9 percent growth since 2012. While the pandemic has reduced these volumes to close to 2012 levels, they can be expected to return to pre-pandemic levels in the future.

Table 4: Juneau AADT by Location and Year - Major Roads

Year	Juneau - Auke Bay	Juneau - Egan @ 3mile	Juneau - Riverside Dr.	Juneau - Mendenhall	Juneau - Sunny Pt.	
2012	2,086	21,428	3,920	4,508	25,281	
2013	2,107	21,225	3,969	-	25,254	
2014	2,108	21,412	3,967	4,520	26,795	
2015	2,189	21,719	3,861	5,181	27,201	
2016	2,191	22,585	3,915	3,518	24,963	
2017	2,142	21,320	4,042	5,353	24,749	
2018	2,125	21,449	4,045	5,016	25,137	
2019	2,205	22,317	4,291	5,141	24,910	
2020	2,120	16,900	3,850	4,230	20,200	Pandemic
2021	2,150	17,800	3,980	4,530	22,200	
% Change 2012-19	6%	4%	9%	14%	-1%	
% Change 2012-21	3%	-17%	2%	0%	-12%	

Source: LSC Transportation Consultants and Alaska Traffic Data

Downtown Juneau traffic volume data is shown in Table 5. The roadway that had grown the most pre-pandemic, was Thane Road near Mt Roberts Tram Parking (38 percent), followed by Glacier Highway and Willoughby Avenue - Between Behrends Avenue and 12th Street (28 percent). These volumes and traffic patterns will be considered in greater depth in later Tech Memos as possible circulator solutions are being evaluated.

VISITOR CHARACTERISTICS

The *Juneau Visitor and Economic Impact Study* was completed by McDowell Group in 2017. The study was written using data gathered by the Alaska Visitor Statistics Program 7 (AVSP) conducted in 2016. Key characteristics of Juneau visitors included the following:

- Of the 1,093,000 out of state visitors, 1,015,000 (93 percent) arrived by cruise ship, followed by 61,000 visitors (6 percent) who arrived by Air, and 17,000 visitors (2 percent) who arrived by ferry.

Table 5: Downtown Juneau AADT by Location and Year - Local Roads

Location	2014	2015	2016	2017	2018	2019	2014-18 Change
Glacier Highway/Willoughby Ave Between Norway Point & Ross Way	969	1,063	-	1,071	1,061	1,130	17%
Glacier Highway and Highland Dr	20,580	22,713	23,619	22,805	20,777	21,620	5%
Behrends Ave. - Between Glacier Highway/Willoughby Ave & Ross Way	120	150	192	138	176	155	29%
Highland Dr & Beharends Ave	2,034	1,930	1,862	2,095	2,479	2,642	30%
Glacier Highway/Willoughby Ave - Between Behrends Ave & 12th St	2,093	2,037	1,965	2,127	2,523	2,689	28%
12th St - Between Egan Dr & Glacier Highway/ Willoughby Ave	2,448	2,488	2,864	3,179	2,732	2,791	14%
Glacier Highway/Willoughby Ave - Between 12th St & 10th St	2,882	2,694	2,681	2,914	3,208	3,278	14%
Glacier Highway/Willoughby Ave - Between 10th St & Glacier Ave	5,055	5,136	5,112	5,157	5,276	5,391	7%
Glacier Highway/Willoughby Ave - Between Whittier St & Egan Dr	1,564	1,819	1,810	1,532	1,596	1,630	4%
12th St and 10th St	21,000	21,318	22,733	21,949	18,158	18,894	-10%
10th St - Between Egan Dr & Willoughby Ave	5,248	5,332	5,465	6,066	4,935	5,042	-4%
Glacier Ave - Between Egan Dr & Willoughby Ave	1,691	1,717	1,838	1,804	1,750	1,865	10%
Glacier Ave & Whittier St	14,940	15,166	15,803	15,258	11,942	12,426	-17%
Whittier St & Willoughby Ave	13,887	14,098	-	-	13,212	13,748	-1%
Willoughby Ave & Main St	12,250	12,436	13,796	13,320	13,212	13,748	12%
Gold St- Between 4th St & 8th St	491	502	509	560	479	460	-6%
4th St - Between Franklin St & Gold St	1,298	1,323	1,276	1,358	913	1,124	-13%
Franklin St - Between Front St & 4th St	-	-	-	-	2,020	1,524	--
Seward St - Between 4th & Front St	-	-	-	-	835	1,124	--
Seward St - Between Front St & Marine Way	1,850	1,880	1,299	1,441	1,252	1,279	-31%
Ferry Way - Between Marine Way & Franklin St	1,372	1,394	913	1,013	1,019	1,041	-24%
Franklin St - Between Mt Roberts Tram Parking & Marine Way Roundabout	5,266	5,351	5,955	5,860	3,925	4,010	-24%
Thane Rd & Mt Roberts Tram Parking	3,369	3,423	3,407	4,183	3,716	3,797	13%

Source: LSC Transportation Consultants and Alaska Traffic Data

- Cruise passengers were most likely to participate in whale watching and other day cruises (31 percent), followed by city/sightseeing tours, tram, hiking/nature walks, and wildlife viewing. Highway/ferry visitors reported a wide range of activities, topped by hiking/nature walks, wildlife viewing, and museums. Air visitors were much more likely to go fishing (17 percent) than other markets.
- The average age of Juneau visitors was 56.2 years. The average age of those visiting only Juneau were the youngest (47.3 years), while marine highway/ferry visitors were the oldest at 57.3 years.
- The most common age group was 65 and older (33 percent) for all travel markets. This percentage reflects an increase from 27 percent in 2011.

The *Alaska Visitor Volume Report* was also completed by the McDowell Group in 2020 and includes data from the 2018-2019 winter season and 2019 summer season. According to the study, 98 percent of all Alaska’s cruise ship visitors visit Juneau, making it the busiest port in Alaska (p.6). Prior to the pandemic, cruise passenger volume over the previous decade had grown at an average of 3.7 percent year over year. However, 2019 experienced the largest increase in cruise passenger volume with a 9 percent increase over the previous year. Another point of interest included the visitor industry executives McDowell Group interviewed for the report. A summary of these interviews provided the following insights in relation to cruise ship passengers:

- “Passengers were less likely to purchase land tours with their cruise. Lower average incomes and last-minute planning were cited as factors.” (Pg 8)
- “Cruise passengers are becoming more savvy about traveling independently and planning less traditional land tours. They want more customization.” (Pg 8).
- “They are more comfortable navigating on their own than in the past. One contact also observed a trend of cruise passengers desiring smaller groups.” (Pg 8).

These observations could indicate cruise passengers potential preference in planning their own day trips and shore excursions with the flexibility provided by public transit instead of pre-planned tour. Less reliance on private, curated tours could mean an increase in visitors using technology to research alternative ways of getting in and around Juneau and its various attractions.

Chapter 3

EXISTING TRANSPORTATION SERVICES

INTRODUCTION

The following chapter describes the existing transit and transportation network that provides mobility throughout the City of Juneau with connections to Douglas Island and Mendenhall Valley. These services include both public and private entities and are described in further detail below.

TRANSPORTATION SERVICES

Public Transportation - Capital Transit

Since 1970, Capital Transit has provided public transportation for Juneau. Capital Transit offers nine fixed routes and a paratransit dial-a-ride service (Capital AKcess). The following sections provide an overview of existing routes and ridership.

Existing Routes and Services

As of November 7, 2022, Capital Transit revised their current fixed route services. These routes are summarized below and shown in Figure 3. An overview of each route's schedule and frequency is summarized in Table 6. Capital Transit has been affected by the nationwide driver shortage and periodically needs to suspend service to some routes due to low staffing. Notifications are posted on the Capital Transit website (<https://juneaucapitaltransit.org/>).

- **Route 1: Douglas** begins at the Treadwell Ice Arena in Douglas and travels north towards Downtown Juneau. Major stops along the route include the Douglas Post Office, the Breeze-In, the Federal Building, and the State Museum.
- **Route 3 & 4: Mendenhall Valley** runs in both counterclockwise (Route 3) and clockwise (Route 4) directions. The route travels between Mendenhall Valley and Downtown Juneau making stops at the Valley Transit Center, Nugget Mall, Fred Meyer, Bartlett Regional Hospital, Federal Building, State Museum, and the Downtown Transit Center.
- **Route 5: University Connector** begins at the University of Alaska and continues on to Auke Bay and the Valley Transit Center.
- **Route 6: Riverside/Airport Connector** runs between the Juneau International Airport, Nugget Mall, and the Valley Transit Center.
- **Route 7: Lemon Creek Express** has one early morning run that begins at the Valley Transit Center making stops at the Nugget Mall, Fred Meyer, the Federal Building, and the Downtown Transit Center and two afternoon runs heading in the opposite direction.
- **Route 8: Downtown/Valley Express** runs between the Downtown and the Valley Transit Centers making stops at Fred Meyer, Glacier Highway, Tonsgard Court, Dredge Lake Road, and Auke Bay.
- **Route 9: Egan Express** runs once in the morning between the Downtown and the Valley Transit Centers making one stop only at the Federal Building.

- **Route 10: Taku Express** runs between the Juneau Job Center and the Valley Transit Center making stops at Dimond Park, Julep Street and Riverside Drive, and Mendenhall Loop Road.

Capital Transit offers a Ride Free Zone for locals and visitors who may experience mobility issues or are interested in getting to the Capital, Juneau-Douglas City Museum, Dimond Courthouse, Juneau Hostel, or other locations at the top of the hill. There are four bus stops in the Ride Free Zone – the Marine Parking Garage (at the Downtown Library), on Franklin Street near the old Gunakadeit Park (Pocket Park), on Fourth Street near Rainbow Foods, and the Downtown Transit Center. A map of the Capital Transit Ride Free Zone is found here: <http://capitaltransit.wpenginepowered.com/wp-content/uploads/2017/08/Capital-Transit-Ride-Free-Zone-Map.pdf>

Route	Service Hours						Service Frequency (Minutes)
	Weekday Service		Weekend Service				
	Start	End	Saturday		Sunday		
	Start	End	Start	End	Start	End	
Route 1: Douglas	6:58 AM	10:48 PM	6:58 AM	10:48 PM	8:58 AM	5:48 PM	Half-Hourly
Route 3: Mendenhall Loop Counterclockwise	7:58 AM	11:36 PM	7:58 AM	11:36 PM	8:58 AM	6:06 PM	Hourly
Route 4: Mendenhall Loop Clockwise	6:44 AM	11:16 PM	6:49 AM	11:16 PM	9:19 AM	6:36 PM	Hourly
Route 5: University Connector	6:48 AM	4:56 PM	Note 1	-	-	-	Hourly
Route 6: Riverside/Airport Connector	6:50 AM	5:28 PM	Note 1	-	-	-	Hourly
Route 7: Lemon Creek Express	6:50 AM	7:25 AM	Note 2	-	-	-	1 AM Run, 2 PM Runs
Route 8: Valley Express	6:38 PM	5:03 PM	-	-	-	-	Half-Hourly
Route 9: Egan Express	6:35 AM	7:22 AM	-	-	-	-	3 AM Runs, 2 PM Runs
Route 10: Taku Connector	6:16 AM	7:01 AM	-	-	-	-	3 AM Runs

Source: Capital Transit, 2022

Note 1: Mid-day runs (10 AM - 2 PM) currently not operated due to staff shortage.

Note 2: 7:05 AM and Mid-day runs (9 AM - 2 PM) currently not operated due to staff shortage.

Major connections between routes are made at the Downtown Transit Center and the Valley Transit Center. There are about 128 bus stops within the Capital Transit system, 15 of which are located in downtown Juneau, as also shown in Figure 3. Of the bus stops located in the downtown area, there are seven covered bus shelters.



Bus Stops and Shelters

Major connections between routes are made at the Downtown Transit Center and the Valley Transit Center. There are about 128 bus stops within the Capital Transit system, 15 of which are located in downtown Juneau, as also shown in Figure 3. Of the bus stops located in the downtown area, there are seven covered bus shelters.

Historic and Recent Ridership

Annual ridership over the last seven years is shown in Figure 4. Ridership was around 1 million passengers each year up until FY 2020/21 when ridership dropped from 1,036,923 passengers in FY 2019/20 to 485,128 passengers (a decline of 53 percent). In the most recent year (FY 2021/22) ridership rebounded somewhat by 25 percent to 606,648 but is still 41 percent lower than in FY 2019/20.

Figure 5 and Table 7 depicts monthly ridership by fiscal year. As shown, peak ridership tends to occur during the summer months, though that month may vary between June, July, and August. The summer ridership growth over the last two years is relatively strong (29 to 36 percent, depending on month) compared to the remainder of the year (22 percent), possibly reflecting the return of summer visitors.

Year	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
FY 2016	83,163	82,322	92,218	89,675	98,201	100,420	110,129	106,558	99,980	94,585	80,127	83,642	1,121,020
FY 2017	78,568	80,354	89,810	85,130	89,917	97,510	104,619	100,855	91,188	85,936	75,386	77,248	1,056,521
FY 2018	76,186	76,201	86,398	84,649	92,418	96,977	90,072	97,568	83,045	79,280	72,641	73,543	1,008,978
FY 2019	76,881	76,027	86,539	89,440	97,931	97,858	94,355	99,846	86,563	82,991	75,151	68,722	1,032,304
FY 2020	73,843	71,018	85,100	86,777	97,842	96,126	99,830	103,929	88,636	85,960	76,604	71,258	1,036,923
FY 2021	39,780	31,657	39,122	39,116	39,108	50,488	41,051	42,400	43,345	45,092	35,187	38,782	485,128
FY 2022	37,630	43,121	52,419	54,298	59,673	68,847	53,017	54,673	47,985	47,275	44,347	43,363	606,648

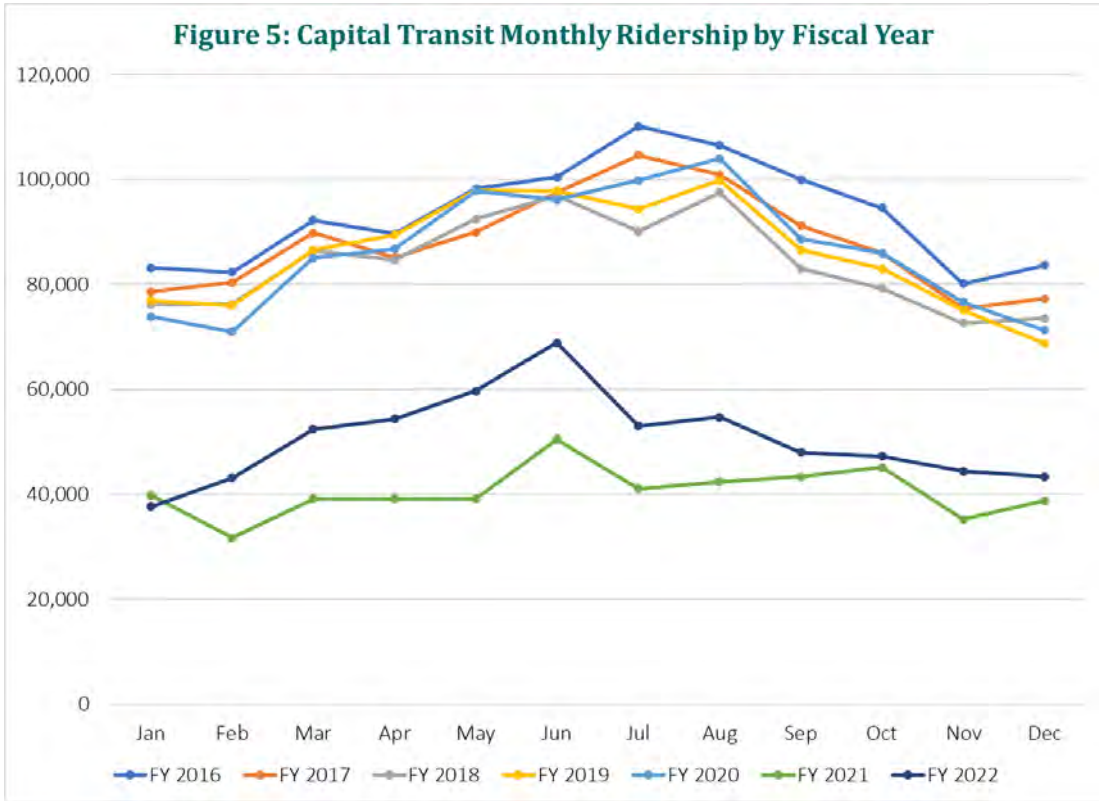
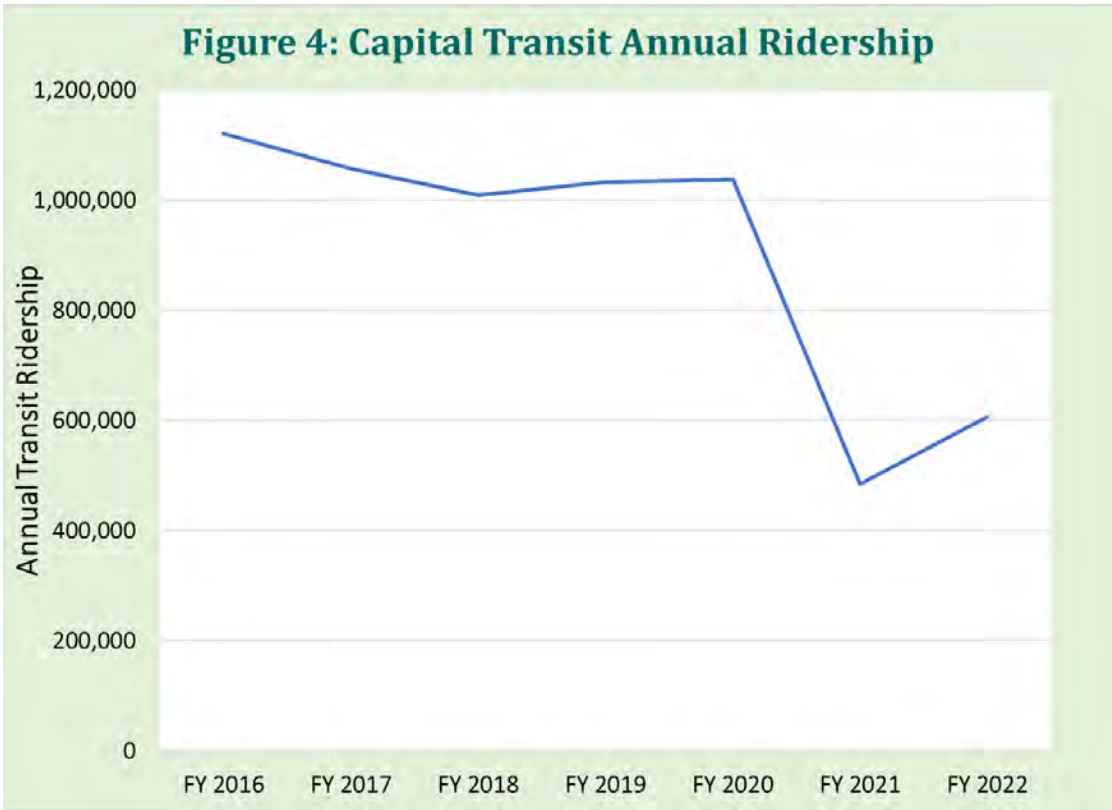
Source: Capital Transit Ridership, FY 2015/16 - FY 2021/22

Ridership Characteristics

The firm of Rain Coast Data conducted the *Juneau Transit Survey*¹ in April and May of 2022, which surveyed a total of 625 Juneau residents (of which 363 were Capital Transit users). Key findings pertinent to the circulator issue are as follows:

- Primary reasons for using Capital Transit are to travel to work (69 percent of riders) and shopping (66 percent of riders).
- Most riders are long-time users of the system, with a majority using it for more than 10 years.

¹ "Juneau Transit Survey 2022," Rain Coast Data, May 2022, <https://capitaltransit.wpenginepowered.com/wp-content/uploads/2022/09/Final-CBJ-Transit-Survey-with-Appendix.pdf>



- 45 percent were members of a low-income household, 47 percent were Alaska Natives, 15 percent were persons with a disability and 13 percent were age 65 or above.
- Riders indicated a preference for a simpler route network with more frequent and consistent service.

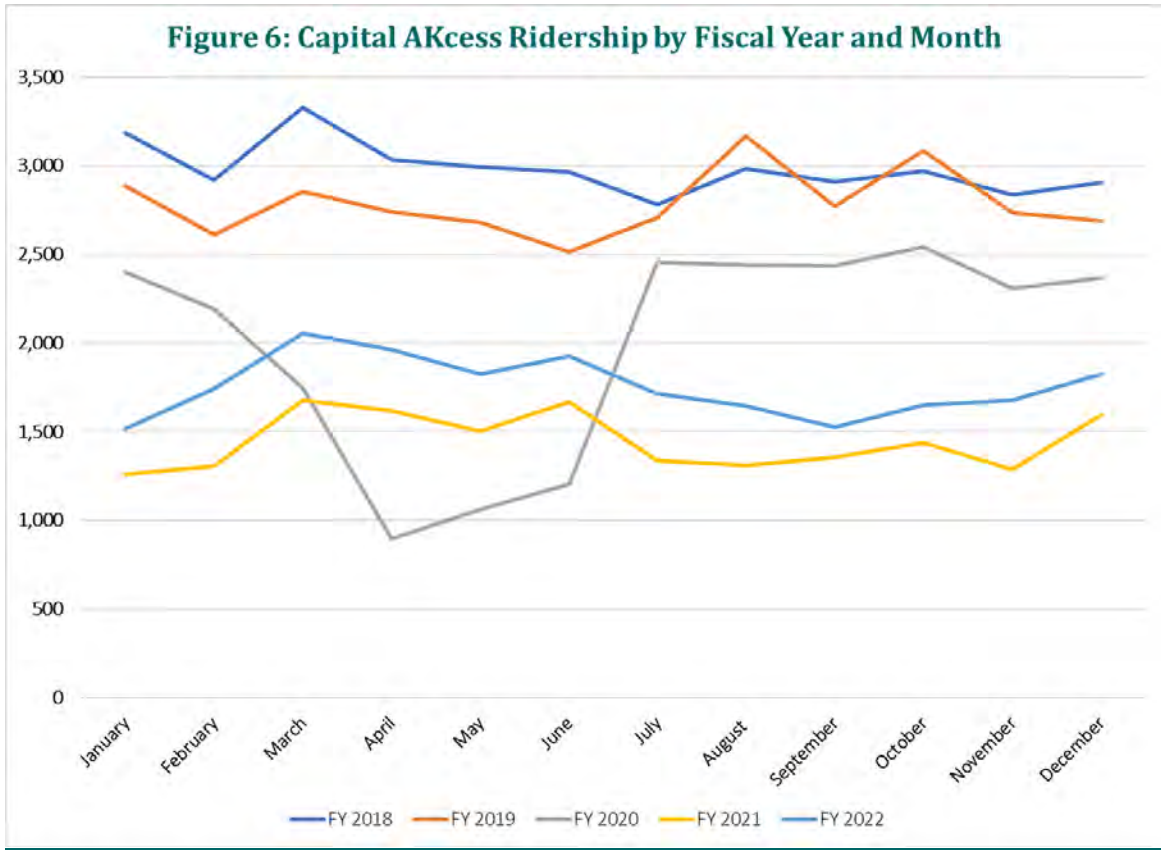
Operations, Fleet, and Maintenance

Capital Transit operates out of a modern operational and maintenance facility, located at 10099 Bentwood Place in the Mendenhall Valley. Capital Transit has a fleet of 17 35-foot Gillig buses and 1 40-foot Proterra electric bus that are inspected, maintained, and stored in this facility. Staff reports that there is no capacity at this facility for a substantial increase in the fleet.

Capital AKcess

Capital AKcess provides paratransit service in accordance with the Americans with Disabilities Act of 1990. Their services are intended to provide disabled individuals who are unable to use fixed route services and who are certified as ADA paratransit eligible as outlined in their Rider’s Guide. Visitors may also ride Capital AKcess if they are able to provide specific eligibility documentation. As shown in Table 8 and Figure 6, ridership was above 30,000 passengers per year prior to the pandemic. While FY 2021 saw a decrease to 17,358 passengers, ridership has been steadily rising.

Table 8: Capital Akcess Annual Ridership by Month					
	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022
January	3,186	2,887	2,399	1,258	1,516
February	2,921	2,612	2,193	1,306	1,741
March	3,328	2,855	1,747	1,680	2,054
April	3,034	2,740	894	1,616	1,961
May	2,995	2,683	1,061	1,502	1,824
June	2,968	2,517	1,204	1,669	1,925
July	2,783	2,707	2,457	1,339	1,715
August	2,984	3,170	2,440	1,311	1,647
September	2,913	2,774	2,436	1,354	1,527
October	2,970	3,087	2,544	1,440	1,651
November	2,838	2,736	2,308	1,287	1,676
December	2,907	2,690	2,368	1,596	1,827
Total	35,827	33,458	24,051	17,358	21,064
<i>Source: Capital Transit, November 2022</i>					



Cost for Services

Table 9 summarizes Capital Transit’s cost per mile, hour, and passenger trip for both fixed route and demand response services during FY 2022. As shown, the fixed route cost per mile was \$12.05 and cost per hour was \$164.72. Demand Response services cost a little less at \$5.25 per mile and \$95.06 per hour.

Table 9: FY 2022 Capital Transit Cost for Services		Total
Fixed Route		
Vehicle Revenue Miles		491,823
Vehicle Revenue Hours		35,972
Regular Unlinked Passenger Trips		606,648
	Cost Per Ride	\$9.77
	Cost Per Mile	\$12.05
	Cost Per Hour	\$164.72
Demand Response		
Vehicle Revenue Miles		177,352
Vehicle Revenue Hours		9,794
Regular Unlinked Passenger Trips		18,762
Sponsored Unlinked Passenger Trips		2,302
	Cost Per Ride	\$44.20
	Cost Per Mile	\$5.25
	Cost Per Hour	\$95.06
<i>Source: Capital Transit FY 2022 Grant Reporting</i>		

These values were created using Capital Transit’s budget costs and revenue, including grants. Fare revenues for that fiscal year were approximately \$116,000. In addition to fares and local funding, Capital Transit received the following a Federal 5311 grant for \$979,379 and a CARES Act grant for \$2,031,150. Historically in years without pandemic related funding, over 70% of Capital Transit’s funding comes from Juneau residents through property and sales taxes.

Private Transportation Services

The region has approximately 27 various private tour and transportation providers that cruise ship passengers and other visitors may book while visiting Juneau. Their services include transportation and tours to Mendenhall Glacier, and other attractions, shopping districts, helicopter tours, and other sightseeing/outdoor adventures. LSC Transportation Consultants, Inc. reached out to private transportation services in Juneau. In response, each private entity provided varying levels of details about their operations. The following section provides a brief description of each major transportation service provider in the area, followed by smaller companies and the services they currently provide.

Alaska Coach Tours

Alaska Coach Tours provides private group tours in Juneau and other major communities of southeast Alaska including Ketchikan, Skagway, and Sitka. The company was formed in 2004 with the sole purpose of providing transportation and tours for Royal Caribbean, Celebrity, Regent, Oceania, UnCruise Adventures, and Lindblad Expeditions/National Geographic cruise lines in Southeast Alaska. Their entire fleet is made up of 85 motorcoaches.

Holland America-Princess Alaska-Yukon

Holland America Princess (HAP) provides eight primary tours within Juneau, in addition to six other tours provided on behalf of various cruise lines directly. With a fleet of 73 revenue vehicles, the service provides tour transportation to approximately 500,000 passengers annually, with a weekly total of about 24,000 passengers during the peak season.

HAP has their own Maintenance Department consisting of a Foreman, Lead Mechanic, 4-5 Mechanic Technicians (year-round), 1-2 seasonal Mechanic Technicians, and 1 Parts Administrator. Historically, the operation employs up to 80 drivers in the peak summer, though pandemic and driver shortages have reduced this figure to about 45 drivers per season in recent years. HAP utilizes RTA software for its preventative maintenance program that tracks annual maintenance, scheduled maintenance, and defect repairs in accordance with FMSCA requirements. RTA interfaces with the Zonar electronic inspection and GPS tracking system that is installed in all HAP commercial vehicles.

HAP currently keeps a diesel fuel tank on property and has an arrangement in place with Petro 49 for fueling needs – including delivery of biodiesel that is mixed on property with regular diesel during tank fill ups at a range of between 5 and 8 percent. The tank on property was provided by Petro as part of their service. During the season, the tank is filled approximately twice a week.

Juneau Tours

Juneau Tours have been providing tour and transportation services to the Juneau area for 17 years for both visitors and residents. Serving over 90,000 visitors annually, they provide four types of tours during the summer season. They have a 3.5-hour whale watching and marine life boat tour that you may book with a group or as a private excursion. Each also includes transportation to and from Statter Harbor. There are also two types of bus tours; one that focuses only on visiting the Mendenhall Glacier, and another that visits both the Mendenhall Glacier as well as downtown Juneau. During the winter season they also provide special event transportation within downtown Juneau using their trolley bus.

M & M Tours of Juneau

M&M Tours provides three major bus tours within Juneau as well as one overnight tour from Juneau to Haines. The three Juneau bus tours include the following: the “Juneau Highlights” tour featuring Douglas Island, historic Juneau sites (Capital Building, and Marine Park), The “Blue Bus Glacier Express” that runs between downtown Juneau and the Mendenhall Glacier, and the “AJ Mine Gastineau Mill Tour” that includes transportation and a guided tour of the AJ Mine. The “Red Trolley Tour” has also been offered in the past but is currently unavailable for booking. When in operation, the Red Trolley Tour provides transportation to the Capitol Building, the Governor’s Mansion, City and State Museum, the hatchery, and Marine Park. M&M also provides several other adventure tours such as sea kayaking, river rafting, and whale watching. Air tours to see the Mendenhall Glacier and enjoy a sled dog experience are also offered.

Other Transportation Services

Other transportation service providers operate on a smaller vehicle fleet (30 vehicles or less) and include the following local taxi and shuttle companies:

- Dlux Rides
- Evergreen Taxi
- Juneau Taxi and Tours
- Glacier Taxi and Tours
- Capital Cab
- Goldbelt Transportation
- First Student
- Crew International Tours
- Mendenhall Glacier Transport
- Alaska and Yukon Tours
- Juneau Adventure Tours
- Alaska Shore Excursions
- Liquid Alaska Tours
- Gastineau Guiding
- Juneau Shore Tours

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Chapter 4

RELEVANT PLANNING DOCUMENTS AND PLANS

INTRODUCTION

This chapter first presents a review of key planning documents that impact the issue of a circulator service. This is followed by a summary of planned improvements to the port area that will affect visitor activity patterns in the next few years.

Blueprint Downtown Juneau Area Plan (2022)

The Draft Blueprint Downtown Juneau Area Plan provides an overview of the Downtown area, planning process, vision, goals, priorities, recommended actions, and measurements for success. While currently in Public Review, the Area Plan stands to serve as a comprehensive plan for Downtown Juneau. The Area Plan identifies goals that include providing diverse housing, a variety of mobility options and amenities, safety measures, managed tourism tactics, economic stability measures, and a sense of place that prioritizes walking and bicycling.

Chapter 7 of the plan focuses most on transportation, pedestrians, and streetscape. The most pertinent to our study is the plan's summary of a tourist transit circulator. Three general concepts are discussed:

- A "tourist shuttle" would relocate all existing staging areas outside of the downtown dock area to an undefined new location, with arriving cruise passengers using this shuttle to access private tour operators at the new location.
- A "Capital Transit circulator" would serve the downtown area as well as the Flats/Glacier Avenue areas to the west.
- According to the plan, a visioning process resulted in the desire for further study to better understand the potential to reduce traffic levels, logistics, connections with tour buses, costs, and potential staging areas.

Lastly, there are many actions identified that support the Plan's goals and priorities. Amongst these actions, ones that encourage transportation use and aim to improve the area's sense of place are most related to the subject of a possible circulator service. In particular, this document indicates that "A "circulator" system to easily move pedestrians across the downtown core is a highly supported and critical step to reduce the number of vehicles on the street, as well as downtown parking demand." (Pg. 24). The plan also includes an action to "Actively market the existing, free Capital Transit circulator and maximize its availability with increased frequency." (p 193)

Tourism Best Management Practices (2022)

Travel Juneau develops an annual Best Management Practices document to guide various aspects of private tourism-oriented business operations in Juneau. Key to this particular study are the agreements and restrictions between transportation companies on vehicle staging and operations, as well as the tour

broker operations. This includes limitations on particular roadways, such as use of South Franklin Street north of the Red Dog Saloon and 12th Street and Calhoun Avenue. Other major best practices related to transportation include the following:

- Drivers agree not to impede traffic and to maintain a safe travelling speed. Drivers agree not to use Sandy Beach, Twin Lakes, Cope Park, Eagle Beach, or Auke Bay Recreation Area (including the Auke Bay Recreation access road) as tour destinations.
- Drivers of all vehicles agree to turn engines off at every reasonable opportunity when loading and unloading passengers and/or when staging in the various loading zones, staging areas and tour venues throughout the CBJ.
- Drivers agree to avoid transiting residential streets within the City and Borough of Juneau unless conducting a specific pick-up or drop-off in the immediate vicinity.

A possible circulator would also need to abide by best management practices and be present for pre-season transportation meetings in order to align with other public and private transportation providers in Juneau.

City and Borough of Juneau Transit Development Plan (2014)

A Transit Development Plan (TDP) was conducted by Nelson Nygaard in 2014 to review the Capital Transit System and Care-a-Van services.² Informed by the information gathered and conclusions made in the 2013 Comprehensive Operations Analysis (COA), the TDP provided recommendations that supported the following five major goals:

1. Ensure that routes have adequate time to operate on-schedule.
2. Better match service levels with ridership demands to ensure resources are being used in the most efficient way possible.
3. Evaluate requests/demands for service to new areas.
4. Strive to ensure high-quality and convenient service.
5. Ensure that service design, marketing information, buses, and other elements of the service are as legible and easy to understand as possible.

In support of these goals, several short-term recommendations and actions were made including “Implement a Downtown Circulator route.” There was significant demand expressed during this study for a dedicated downtown circulator to provide service every 15 minutes. The implementation of a downtown circulator bus that operates from 7:00 AM to 11:00 PM seven days a week would cost approximately \$600,000 per year to operate and cannot be accommodated within existing budget levels.¹ Instead, service would be provided around the downtown loop every 30 minutes by the Douglas route.” (Pg. 2-2)

² “City and Borough of Juneau Transit Development Plan: Final Report,” Nelson Nygaard, Feb 2014; <http://juneaucapitaltransit.org/wp-content/uploads/2016/04/JUNEAUTDP-Final-140213.pdf>

City and Borough of Juneau Comprehensive Operations Analysis (2013)

The COA for CBJ was completed in 2013 by Nelson/Nygaard Associates Inc. The COA provides an overview of demographic trends as they relate to transit system characteristics. While it provided a summary of Capital Transit’s system and routes it also conducted a fair share of public outreach and community engagement with a study advisory group, stakeholders, and transit operators. It was noted throughout the analysis that both stakeholders and the general public were generally interested in a circulator transit service that would serve downtown. While conducting a “tradeoff exercise,” 75 percent of stakeholders stated that they’d like to see downtown improved by creating a separate downtown circulator route, while 25 percent preferred making better use of existing bus routes serving downtown.

City and Borough of Juneau Comprehensive Plan (2013)

An update to the CBJ Comprehensive Plan was completed in 2013. Chapter 8 discusses eight policies and actions to support transportation services within the region. Those related to public transportation within Juneau include the following:

- **Policy 8.4.** To support the improvement of transportation facilities and systems that reinforce Juneau’s role as the capital city of Alaska and a regional transportation and service center.
- **Policy 8.5.** To promote a balanced, well-integrated local multi-modal surface transportation system that provides safe, convenient, and energy-efficient access and transport for people and commodities.
- **Policy 8.6.** To promote and facilitate transportation alternatives to private vehicles as a means of reducing traffic congestion, air pollution and the consumption of fossil fuels, and to provide safe and healthy means of transportation to all people.

While a circulator would support any of the above-mentioned policies, it would best implement the intentions of Policy 8.5 and is listed as an action under 8.5IA6.

Juneau Circulator Feasibility Study Supplement (2011)

In 2011 Moore & Associates completed a Feasibility Study for a Juneau Circulator. The study included public outreach via direct mail and online directed towards year-round residents living and or working in downtown Juneau. The major survey findings from the study included the following:

- When asked which type of service residents preferred, 63 percent indicated a year-round service.
 - o Of those respondents, 46 percent answered that they would use it frequently if implemented.
- When asked how the service should be provided, 50 percent said they’d like the service to be provided by Capital Transit, followed by 26 percent answering they’d like it to be instead of Capital Transit.
- Preferred routes and destinations included the Federal Building (46 percent), Dept of Labor /Fish and Game (40 percent), and 12th Street/Calhoun Avenue (38 percent).
- 50 percent of respondents wanted the service to come every 30 minutes, followed by 45 percent preferring the service to run every 15 minutes.

- When asked how frequently participants might use the service, 42 percent stated 0-2 times per week, followed by 33 percent who would use the service 3-5 times per week. Only 15 percent indicated that they would not use the service at all.

With survey results and data collection in mind, the Feasibility Study offered six different alternatives for a downtown circulator. Each alternative shared the same following assumptions:

- Summer service would run seven days per week between 7:00AM and 8:00 PM
- Winter service would only run Monday through Friday between 9:00 AM and 6:00 PM.
- The service would run on 15-minute headways in only one direction.
- The service would be provided using two vehicles.
- In the summer, the service terminus would be the Princess Dock and in Winter it would be at the Library stop located at South Franklin and Egan.

Each alternative varied slightly with destinations and routes. The Feasibility Study recommended Alternative B with the following destinations in mind: downtown retail and restaurants, City Museum, State Buildings, Department of Labor, Department of Fish and Game, and other Key Employers along Egan Drive.

2003 Long Range Waterfront Master Plan for the City and Borough of Juneau

Bermello, Ajamil & Partners, Inc. completed the Long Range Waterfront Master Plan in 2003. The plan provides an overall vision for Juneau’s waterfront area. The plan had the four following overarching goals:

1. Enhance community quality of life.
2. Strengthen tourism product offerings as well as downtown retail, entertainment, residential and service activities.
3. Improve Juneau’s image and attractiveness for investment.
4. Recognize current waterfront uses and provide protection for pockets of working waterfront.

To best plan for the future of Juneau’s downtown waterfront, the plan divided the area into the following six subareas:

- Area A: Juneau-Douglas Bridge to Gold Creek
- Area B: Subport
- Area C: Downtown
- Area D: Franklin Street Corridor
- Area E: AJ Rock Dump
- Area F: Little Rock Dump

After an extensive public outreach process, the plan supports the continuation of mixed-use development throughout Areas A and B. Area C’s (Downtown) goal is to maintain and support historic character, walkability, and open space. Area D (South Franklin) acts as an extension of the downtown towards south cruise ship docks and its corridor is to be expanded and maintained. Lastly Areas E and F would continue to serve as an “important economic engine and logistics point for the community of Juneau” through the continuation of waterfront dependent and industrial uses.

Downtown Juneau Tourism Transportation Impact Study (2003)

This study was conducted by Kittelson and Associates, Inc. in 2003, and predates much of the subsequent port improvements, as well as the Downtown Transit Center. At the time, Capital Transit routes extended along S. Franklin Street to the Mt. Roberts Tramway. This study focused on roadway and pedestrian improvements in the dock areas, and did not include recommendations regarding a circulator service, though many of the stakeholders contacted as part of the study identified the desire for a downtown shuttle/circulator service.

FUTURE PLANNED DEVELOPMENTS

There are several planned developments to occur in the upcoming decade. However, for the purpose of this study, developments that has an impact on downtown and the cruise visitor experience are highlighted below.

Seawalk Connection

The Juneau Seawalk is planned to ultimately connect from Overstreet Park to the AJ Dock. Currently the Seawalk connects Overstreet Park to Gold Creek and begins again at Marine Park making its way south the South Franklin Dock. The South Franklin Dock to AJ Dock stretch of the project is currently in the planning stages and anticipated to begin construction in 2025.

Àak’w Landing

The vacant land and dock space located near Whittier Street and Egan Drive recently changed ownership from Norwegian Cruise Line to the Huna Totem Group. In November 2022, a conceptual plan was presented to the Assembly outlining a multiphase development project that includes a new dock, retail space, open park and entertainment space, and the potential for either conference, residential units, or office space. The proposed development also features a large parking lot and bus station. The design is currently in the early development stages with the intention to begin Phase 1 construction in 2024.

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Chapter 5

VISITOR DATA SUMMARY

A circulator service for Juneau considers how best to provide transportation to visitors and tourists. To better understand those visiting the region, various tourist surveys were summarized below. The following sections describe visitor volumes, demographics, and modes of transportation.

JUNEAU VISITOR OVERVIEW

Prior to the pandemic, several visitor surveys were conducted in Juneau as well as the greater region of Alaska. In 2016, the Alaska Visitor Statistics Program (AVSP) contracted the McDowell Group to survey Juneau travelers. AVSP is a statewide survey of Alaska visitors commissioned by the Alaska Department of Commerce, Community, and Economic Development and the Alaska Travel Industry Association. In 2017, McDowell Group summarized this data in the *Juneau Visitor Profile and Economic Impact Study*. Major takeaways from this report included the following:

- An estimated 1,093,000 out of state visitors traveled to Juneau between May and September of 2016.
- A huge majority of visitors arrived by cruise ship (93 percent or 1,016,490), followed by air (6 percent or 65,580), and highway/ferry (2 percent or 21,860).
- While visiting Juneau, cruise ship visitors participated in whale watching and other day cruises (31 percent), followed by city/sightseeing tours, tram, hiking/nature walks, and wildlife viewing.

Most recently, the *Alaska Visitor Volume Report* was completed by McDowell Group in 2020. According to their summary of the AVSP, 1,305,700 cruise ship passengers visited Juneau in 2019, indicating another increase over the previous year by 13 percent. Their report goes on to show steady growth in cruise ship visitor volume year over year prior to the pandemic as shown in Figure 7. According to Cruiseline International Association 1.1 million people visited Juneau in 2022 with another 1.6 million visitors being projected for 2023.

Visitor by Mode of Transportation

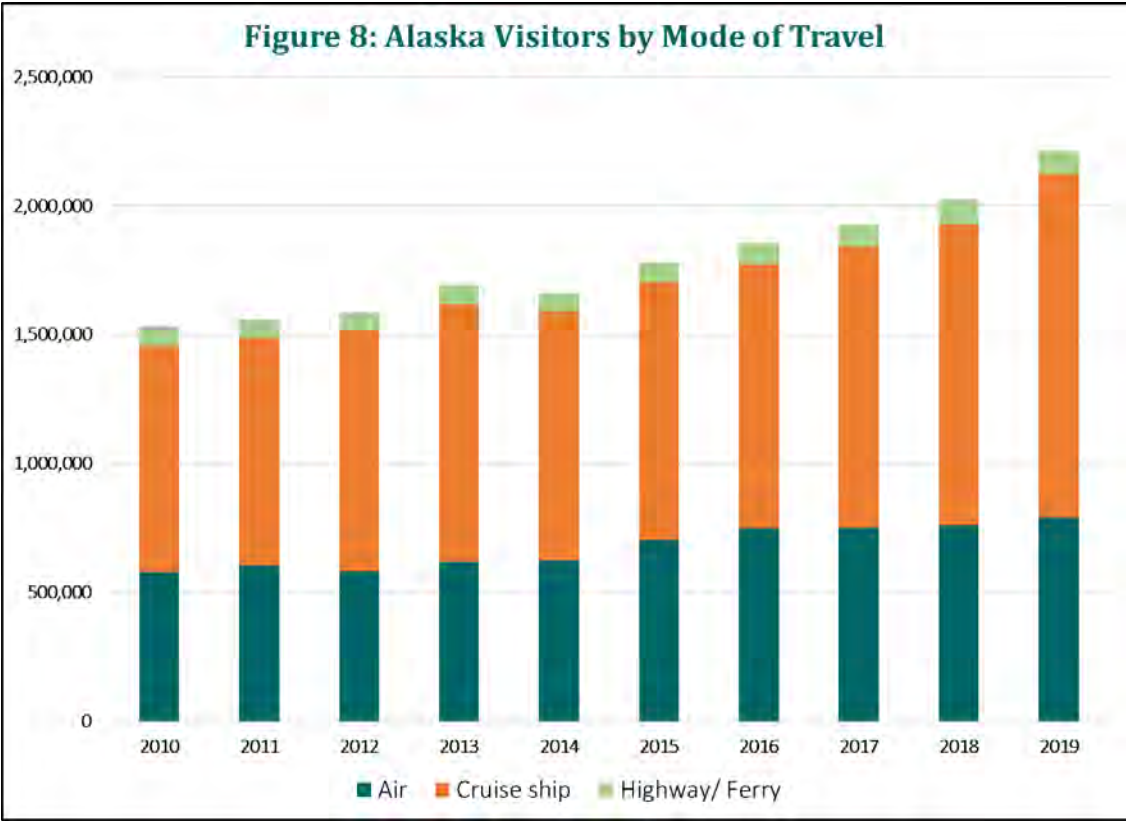
More recently, Travel Juneau contracted McDowell to conduct a *Juneau Air and Ferry Visitor Survey*. This report estimated a total of 1,229,100 visitors between May and September of 2018. This represented an increase of visitors to the area by 12.5 percent. Similar to 2016, 94 percent, or 1,155,300, of visitors arrived by cruise ship, followed by 5 percent (63,000) arriving by air, and 1 percent (15,000) arriving by ferry (Table 10 and Figure 8).



Table 10: Alaska Visitors by Mode of Travel

Year	Air	Cruise Ship	Highway/ Ferry	Total	% Change Cruise Visitors	% Change Overall
2010	578,400	878,000	76,000	1,532,400	-	-
2011	604,500	883,000	69,300	1,556,800	0.6%	1.6%
2012	580,500	937,000	69,100	1,586,600	6.1%	1.9%
2013	619,400	999,600	74,800	1,693,800	6.7%	6.8%
2014	623,600	967,500	68,500	1,659,600	-3.2%	-2.0%
2015	703,400	999,600	77,000	1,780,000	3.3%	7.3%
2016	747,100	1,025,900	84,500	1,857,500	2.6%	4.4%
2017	750,500	1,089,700	86,100	1,926,300	6.2%	3.7%
2018	760,100	1,169,000	97,200	2,026,300	7.3%	5.2%
2019	790,900	1,331,600	90,500	2,213,000	13.9%	9.2%

Source: Alaska Visitor Volume Report, McDowell 2020



The Juneau Air and Ferry Visitor Survey summarizes 728 non-cruise ship visitors who spent at least one night in Juneau. When studying various modes of transportation for these specific visitors, the following mode split information was identified:

- Air visitors were about equally likely to use rental vehicles (27 percent), taxis (27 percent), and personal vehicles (25 percent) to get around Juneau, while slightly fewer visitors reported using hotel/lodging transport (18 percent) and public transportation/buses (10 percent).
- Among air visitors, vacation/pleasure visitors reported a much wider variety of transportation types compared with other visitors: 34 percent used taxis, 27 percent used rental vehicles, 26 percent used hotel/lodging transport, and 16 percent used public transportation/buses. Business visitors reported the highest usage of rental vehicles (43 percent), while 19 percent reported using taxis. VFRs mostly relied upon personal vehicles to get around (75 percent), with 14 percent using rental vehicles and 10 percent using taxis.
- Ferry visitors relied heavily on personal vehicles to get around Juneau (66 percent), with less than 15 percent reporting using each of the other modes of transportation.

General Visitor Characteristics

General visitor demographics were collected during the 2016 survey. Major demographic characteristics identified by the survey included the following conclusions:

- U.S. residents represented 81 percent of Juneau visitors, with Western states being the most common region of origin (32 percent), followed by the South (24 percent), Midwest (15

percent), and East (11 percent). Within the West, California, Washington, Oregon, and Arizona were the most prominent states.

- The average age of Juneau visitors was 56.2 years. Juneau Only visitors were the youngest at 47.3 years, on average, while highway/ferry visitors were the oldest at 57.3 years.
- The most common age group was 65 and older (33 percent) for all travel markets. This percentage reflects an increase from 27 percent in 2011.

CRUISE SHIP AND PASSENGER ACTIVITY

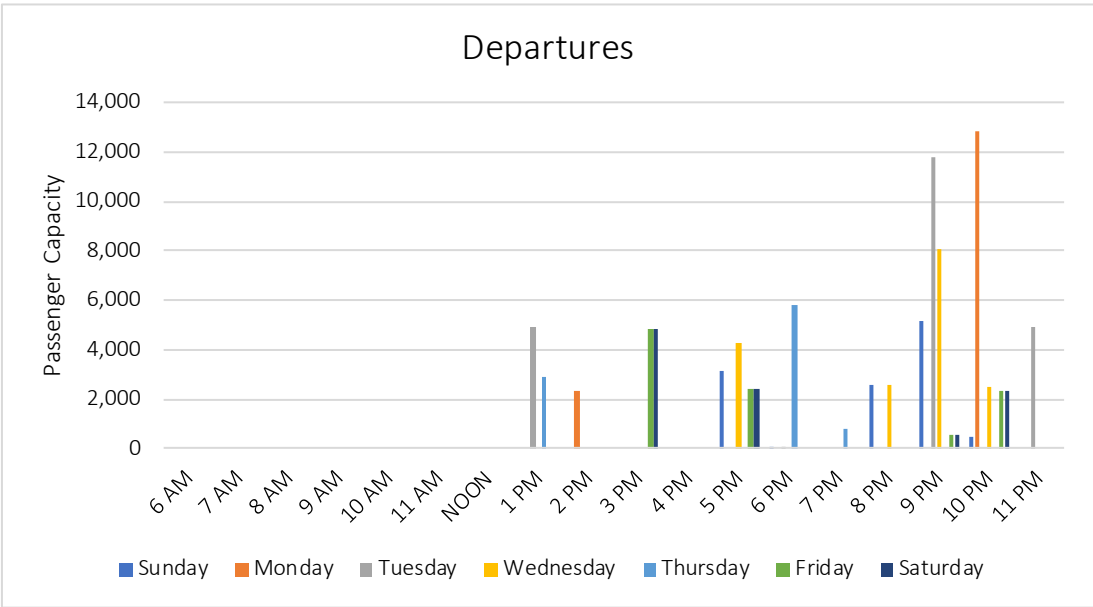
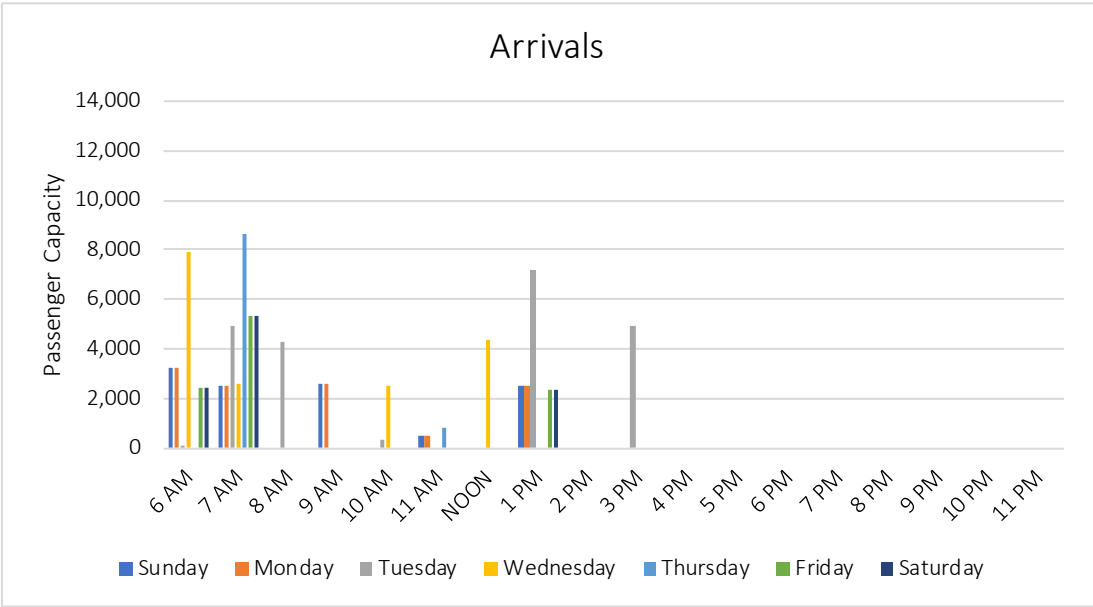
A key factor in the overall visitor demand for transportation services is the level and pattern of cruise ship visitation. Juneau’s cruise ship season is greatest during the months of May through September. With an average of just over a million cruise ship passengers per season, an influx of over 17,000 people can impact the port over the course of a single day. Table 11 presents an example of the cruise ship capacity that is in port for each day over a peak summer week in 2002.

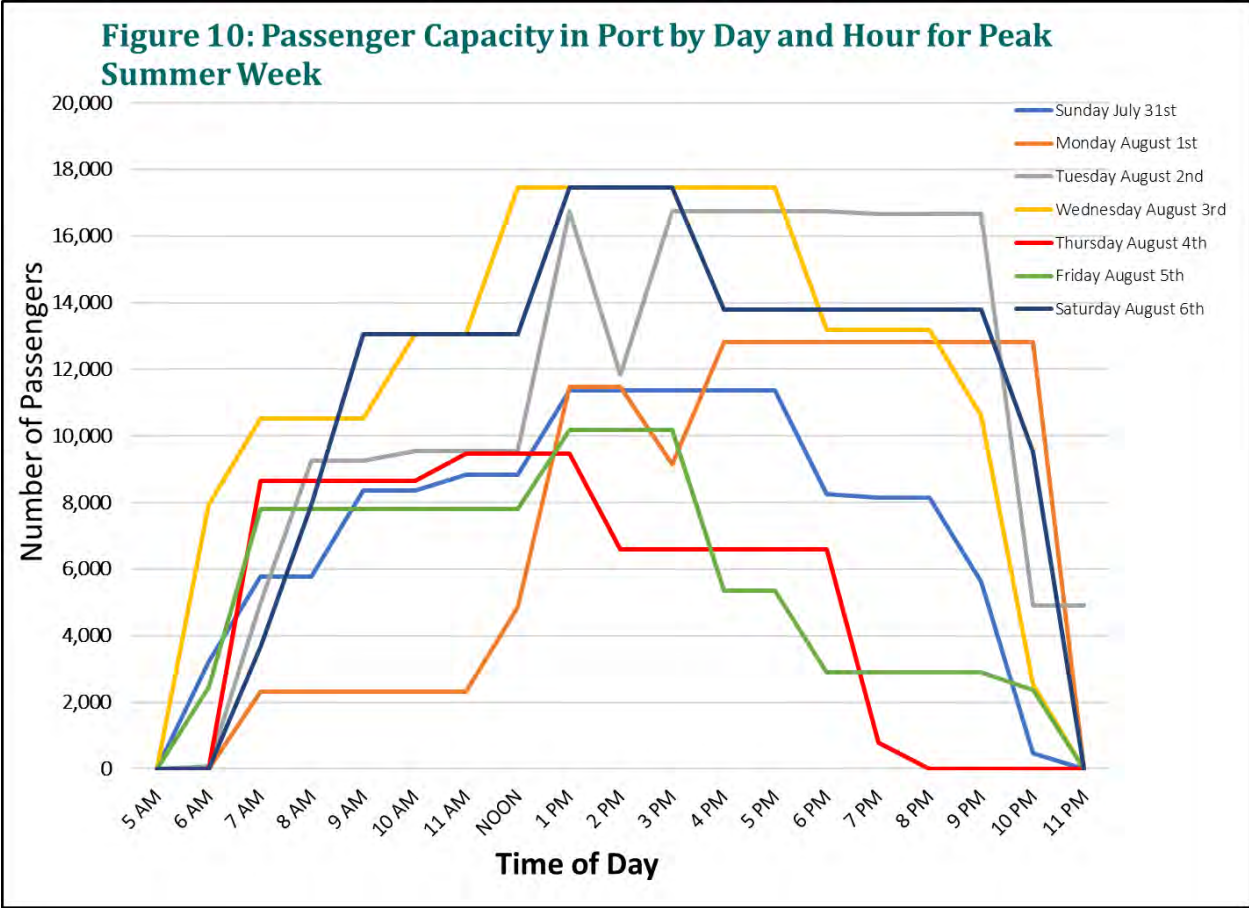
Figure 9 presents the arrival and departure times (by day and by passenger capacity), while Figure 10 presents a running total of cumulative capacity in port. This data indicates the following:

- Each day can vary and there is no consistent pattern. This indicates that a circulator program would need to vary and react to port activity.
- Daily cruise ships in port at once vary between 4 and 6 ships, with individual ship capacities ranging from as low as 70 passengers and upwards to nearly 5,000 passengers.
- Ships typically arrive in port in the 6 AM and 7 AM hour, though there is typically at least one ship arriving in the early afternoon (1 PM hour) and scattered arrivals at other times up until 3 PM.
- Ships predominantly depart between 9 PM and 11 PM, though there are departures as early as the 1 PM hour and another concentration around 5 PM.
- The length of stay in port varies between 7 hours and 16 hours, with an average of 11.3 hours. Longer stays in port increase the potential for individual passengers to make a second shore trip.
- The peak week peak capacity (17,453 passengers) was reached on both Wednesday and Saturday, both in the afternoon hours. Even within this peak week, the peak capacity in port varies by approximately 6,000 passengers (or roughly 30 percent).
- As many as 8,652 passengers may arrive within an hour and 9,175 over a two-hour period, putting an obvious strain on the ability of ground transportation to serve the passengers reaching the docks. At the end of the day, up to 12,813 of ship capacity can depart in any one hour.

Figure 9: Hourly Arriving and Departing Ship Capacity by Day and Hour

Peak Summer Week





MENDENHALL GLACIER VISITOR ACTIVITY

Mendenhall Glacier is the prime visitor destination in the Juneau area, generating 378,000 commercial visitors in 2021 (85 percent of the 2019 pre-pandemic figure). The majority of these visitors (approximately two-thirds) specifically visit the Visitor Center area.

The USFS regulates private transportation services to Mendenhall Glacier Recreation Area. Per the most recent award (in 2015) the USFS lists a total of 13 firms that provide transportation to/from the glacier (2 shuttle services, 2 taxi companies, 1 limo company and 8 other transport/tour companies). These companies are allowed a specific capacity (totaling 157,179 visitors per year to the Visitor Center and an additional 81,553 visitors per year to other access points).

The average length of time spent at Mendenhall Glacier ranges from 75 to 90 minutes. Visits to the glacier are often packaged together with stops at other visitor activities, such as the fish hatchery. Per the *Mendenhall Glacier Recreation Area Market Demand and Economic Analysis* report prepared by the USFS in 2022, a round-trip to the Glacier can be had for as little as \$50.

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Chapter 6

PUBLIC AND STAKEHOLDER OUTREACH

During late October and early November of 2022 an online community survey was launched and shared with local businesses and members of the community. The following is a brief overview of the online survey followed by a summary of the on-site stakeholder outreach conducted during LSC’s on-site visit November 8th-10th, 2022.

ONLINE COMMUNITY SURVEY RESULTS

An online community survey was conducted between October 28th and November 18th, 2022. This survey aimed to better understand the community’s perspective of the current challenges related to cruise ship passengers and other tourism occurring in Juneau. A total of 38 people, representing 34 different organizations completed the survey. The following is a summary of their responses.

Q1. What organization do you represent?

A total of 38 people took the survey, representing 34 different organizations throughout Juneau. A complete list of these participating organizations can be found in Appendix A. The following is an abbreviated list of those who participated:

- Alaska State Museum
- AWARE
- Juneau Lighthouse Tours
- Greater Juneau Chamber of Commerce
- Red Dog Saloon
- Travel Juneau
- USDA Forest Service

Q2. On a scale of 1 (not a problem) to 5 (very serious problem), please indicate your perception of the following issues during the peak summer tourism season:

Survey participants were given five potential issues that occur during the summer peak season. Of these potential issues downtown parking problems was ranked as the greatest problem with 39 percent of respondents indicating it as a 5 (very serious problem), followed by downtown traffic congestion (37 percent, ranked as a 4).

Q3: Beyond the cruise ship docks, what visitor activity centers do you think a circulator should serve?

About 18 percent of respondents agreed that downtown Juneau and the Alaska State Museum should be served by a circulator, followed by the airport (13 percent) and the Mendenhall Glacier (12 percent). Of the 9 percent of participants who indicated “other”, destinations included the Ferry Terminal, Perseverance Trail, and the State Capitol.

Q4: On a scale of 1 (not important at all) to 5 (very important), please identify the importance of potential goals of a visitor circulator service.

When asked which circulation service goals were most important, survey respondents indicated that improving the experience provided to Juneau visitors and spreading visitor activity & spending beyond existing locations.

Q5: In general, do you support the concept of a summer visitor circulator service?

A majority of community members (76 percent) responded that they do support the concept of a summer visitor service with only 5 percent indicating that they weren't in support. Of the 19 percent who said "maybe" their answers stated that it would depend on what the study finds and recommends, if it can actually reduce congestion, if it were provided by existing transportation businesses in the area, and what the costs will be to the community.

Q6. How do you think a Juneau Circulator could benefit you and your business?

When asked the above question, the most frequent response included something to the effect of reducing congestion in Juneau and supporting locally-owned businesses. Other benefits highlighted the need desire to distribute tourists to new destinations in and around Juneau, provide positive environmental impacts, and alleviate pressure on Capital Transit during peak season. There were a handful of individuals who did not see a benefit to adding a Circulator service to the region.

STAKEHOLDER PRESENTATION AND WORKSHOP

During an on-site stakeholder meeting on November 8th, 2022, a group of 16 community members gathered to discuss potential types of circulator transportation services and the benefits and challenges of each. This stakeholder group was made up of representatives of CBJ, National Forest Service, Travel Juneau, the Downtown Business Association, existing transportation providers, cruise ship corporations, and tour businesses.

During the stakeholder meeting, there were several existing challenges identified by our stakeholder group ranging from the overcrowding of Capital Transit buses to auto and pedestrian congestion along South Franklin Street. It was agreed by attendees that adding more buses of any kind to South Franklin would not result in less congestion but rather add to the competition.

Current Transportation Challenges

The following is a short list of current challenges being faced by business owners and transportation providers:

- Morning cruise passengers are filling up Capital Transit buses due to visitors' ability to research cheaper transportation to and from the Glacier. This results in overfilled buses and the inability for Capital Transit to pick up other riders along their route.
- Driver shortages.
- Visitors are looking for a cheaper way to get to Mendenhall Glacier.
- The CBJ and local environmental groups are concerned about road congestion and increased CO2 emissions in the downtown Juneau and Glacier areas.

- Lack of efficiency and safety issues near glacier area.
- Poor visitor experience when guests get lost/can't make connections between various destinations.
- Major sidewalk congestion between South Franklin Dock to downtown core/up the hill (Willoughby District).

Potential Benefits

When considering the possibility of a Circulator service in Juneau, stakeholders indicated that they would like it to provide the following benefits to Juneau and its residents and business owners:

- Decrease congestion downtown.
- Increase visitor spending while in port.
- Decrease overcrowding on Capital Transit buses due to visitors at peak times.
- Improve visitor experience in getting around Juneau.
- Move more people deeper into the core of Downtown Juneau (beyond immediate wharf area) and thus supporting more locally-owned businesses.
- Encourage the likelihood of a second outing while in port.

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Chapter 7

NEEDS ASSESSMENT AND SERVICE CONCEPTS

The following provides an overview of the perceived challenges and issues currently being faced by Juneau in relation to large populations of peak season visitors. This assessment is then followed by a brief description of three potential transportation alternatives to be considered further moving forward.

NEEDS ASSESSMENT

Based on the data collected throughout the study process (as presented above and in Technical Memorandum One) as well as stakeholder interviews and community surveys, the following three major transportation challenges have been identified.

In assessing the need for expanded public circulator/transit options, a key consideration is the existing ability for private firms to meet these needs. Put simply, there is no need to provide a public service if the private sector is already adequately serving the need. As documents in this study, the private transportation industry in Juneau is very robust. Therefore, this assessment of needs focuses on those elements not currently well-served by the private firms or where current services result in issues.

Downtown Juneau Visitor Congestion

The high levels of summer cruise ship passenger activity combined with the very constrained geography of downtown Juneau leads to a concentration of visitors in the immediate dock area, particularly along South Franklin Street and Marine Way. This results in a variety of issues:

- Traffic congestion.
- A limited ability for visitors (particularly those with mobility limitations) to explore the downtown area more than a block or two beyond the waterfront. This results in a diminishment in the quality of a Juneau visit, congestion on the sidewalks and in the stores, and a reduction in business activity in the outlying areas such as north of 3rd Street.
- Reduced visitation levels at facilities such as the Alaska State Museum and the Wickersham State Historic Site.

The need for expanded visitor transit service in the downtown area would also be increased through the expansion of port facilities (per the Huna Totem proposal) which will spread visitor activity beyond the current concentrated area.

Visitor Impact on Capital Transit Capacity

The growth in cruise passenger activity levels has resulted in times during peak summer days when visitors (largely traveling to and from Mendenhall Glacier) have filled Capital Transit buses leaving and returning to downtown Juneau. This in turn can result in Juneau residents being precluded from being able to accomplish their transit trip due to the lack of capacity on the buses. For trips such as medical appointments or employment, this can have a substantial impact on individuals, indicating a need for additional transit capacity.

During the summer months of 2023, Capital Transit kept a running count of days, number of passengers, and at which stops people were left behind by Capital Transit due to being over capacity. As shown in Tables 12, 13, and 14, the following is true in regard to visitor impacts on Capital Transit during the busy summery months:

- Days that experienced the greatest number of passengers being left behind were Wednesdays (221 passengers or 41 percent) followed by Mondays (134 passengers or 25 percent).
- By time of day, the largest proportion of passengers left behind occurs in the 2:00 PM hour (a total of 185 passengers over the survey period). As shown in Table 12, passengers are largely left at the curb between 10:00 AM and 3:30 PM, with an additional smaller increase between 5:30 PM and 6:30 PM.
- As shown in Table 13, an analysis of high capacity (more than 10,000 cruise ship passengers) days were compared against number of passengers being left behind at stops by Capital Transit. While there were many high-capacity days that experienced a fair share of left behind passengers, there were several high-capacity days that experienced very few left behind passengers.

TABLE 12: Capital Transit Passengers Unserviced by Time of Day

Half Hour Starting	Number of Incidences				Total Number of Passengers			
	Rt 3	Rt 4	Rt 8	Total	Rt 3	Rt 4	Rt 8	Total
8:00	0	0	1	1	0	0	12	12
8:30	0	0	1	1	0	0	2	2
9:00	0	0	0	0	0	0	0	0
9:30	2	0	0	2	3	0	0	3
10:00	2	1	1	4	8	25	1	34
10:30	9	0	0	9	19	0	0	19
11:00	2	8	0	10	3	26	0	29
11:30	8	8	0	16	22	18	0	40
12:00	3	3	0	6	4	6	0	10
12:30	6	1	0	7	34	1	0	35
13:00	1	2	0	3	1	7	0	8
13:30	3	4	0	7	15	4	0	19
14:00	2	17	0	19	2	112	0	114
14:30	7	2	0	9	55	26	0	81
15:00	2	6	0	8	4	38	0	42
15:30	0	0	0	0	0	0	0	0
16:00	1	0	1	2	2	0	1	3
16:30	0	0	0	0	0	0	0	0
17:00	0	1	0	1	0	2	0	2
17:30	2	3	0	5	9	12	0	21
18:00	0	13	0	13	0	40	0	40
18:30	1	1	0	2	2	1	0	3
19:00	0	2	0	2	0	12	0	12
19:30	0	1	0	1	0	1	0	1

Source: LSC Transportation Consultants and ()
 Note: Data date range May 8 - August 16, 2023

Table 13: Analysis of Passengers Unserved on Capital Transit vs. Ship Capacity

Date	# of Capital Transit Passengers Left at Stop	Total Daily Cruise Ship Capacity in Port	Day of Week	Ship Capacity Exceeds 10,000
5/8/2023	10	11,870	Monday	Yes
5/12/2023	2	8,240	Friday	
5/13/2023	1	9,455	Saturday	
5/14/2023	31	6,182	Sunday	
5/16/2023	10	15,618	Tuesday	Yes
6/2/2023	12	9,250	Friday	
6/5/2023	2	13,460	Monday	Yes
6/7/2023	13	14,502	Wednesday	Yes
6/19/2023	64	11,860	Monday	Yes
6/20/2023	3	19,942	Tuesday	Yes
6/27/2023	4	17,620	Tuesday	Yes
6/30/2023	19	10,400	Friday	Yes
7/8/2023	6	7,667	Saturday	
7/10/2023	1	11,220	Monday	Yes
7/11/2023	1	18,700	Tuesday	Yes
7/12/2023	62	12,436	Wednesday	Yes
7/13/2023	3	9,450	Thursday	
7/14/2023	16	8,970	Friday	
7/15/2023	4	8,206	Saturday	
7/16/2023	5	9,071	Sunday	
7/17/2023	5	11,160	Monday	Yes
7/19/2023	65	14,502	Wednesday	Yes
7/20/2023	11	10,604	Thursday	Yes
7/21/2023	14	8,490	Friday	
7/22/2023	1	9,507	Saturday	
7/24/2023	29	11,160	Monday	Yes
7/25/2023	3	14,620	Tuesday	Yes
7/28/2023	8	8,040	Friday	
7/29/2023	2	8,206	Saturday	
7/30/2023	8	10,113	Sunday	Yes
7/31/2023	23	11,160	Monday	Yes
8/1/2023	1	16,860	Tuesday	Yes
8/2/2023	21	13,512	Wednesday	Yes
8/3/2023	2	8,392	Thursday	
8/5/2023	1	7,355	Saturday	
8/8/2023	4	15,618	Tuesday	Yes
8/9/2023	26	13,426	Wednesday	Yes
8/10/2023	7	12,500	Thursday	Yes
8/15/2023	2	13,800	Tuesday	Yes
8/16/2023	34	11,420	Wednesday	Yes
Total	536			

Source: Capital Transit Passenger Counts, Summer Months 2023

For purposes of driver scheduling, it would be good to have a criteria that could be used to define in advance when passenger overcrowding is expected to occur. To provide this, the data was analyzed to assess the relationship between the total scheduled cruise ship capacity in port and the number of passengers left behind. The lower this criteria, the more of the overcrowding problem is addressed but the higher the cost of tripper service. On the other hand, if this criteria is set too high, much of the overcrowding would not be addressed. As shown in Table 14, this analysis indicates that almost all of the overcrowding (94 percent) was observed on days when a ship capacity of at least 7,000 beds were in port.

Table 14: Analysis of Cruise Ship Capacity in Port Criteria for Scheduling Tripper Buses
Based on Summer 2023 Data

Daily Cruise Ship Capacity in Port	# Passengers Left on Days with More than Identified Daily Cruise Ship Capacity in Port	Behind Passengers Provided with Tripper Service With Specified Daily Cruise Ship Capacity Criteria	# Days per Year With More than Identified Daily Cruise Ship Capacity
5,000	536	100%	40
6,000	536	100%	40
7,000	505	94%	39
8,000	498	93%	37
9,000	450	84%	30
10,000	428	80%	25
11,000	390	73%	22
12,000	224	42%	15
13,000	155	29%	13
14,000	104	19%	9
15,000	23	4%	6
16,000	9	2%	4
17,000	8	1%	3
18,000	4	1%	2
19,000	3	1%	1

Source: Capital Transit Passenger Counts, Summer Months 2023

Inconvenient Public Transit to Mendenhall Glacier

Capital Transit’s closest stop to the Mendenhall Glacier Visitors Center is at Dredge Lake Road / Mendenhall Loop Road, which is a 1 ¼ mile walk (on a paved multipurpose path) to the Visitor Center. While Capital Transit does not directly market to visitors, many visitors have discovered that the transit program provides a much less expensive transportation option between the cruise ship docks to the glacier than the private transportation services. Once at the glacier, however, some passengers find the walk back to the transit stop to be too much of a challenge and ask the private firms for trips back to the waterfront.

POTENTIAL ALTERNATIVES

The following are concepts identified as potentially addressing the needs discussed above. Each of these concepts (except Option 5) will be analyzed and presented in the following chapters, including service impacts and ridership potential.

Option 1: Downtown Circulator (Public Transit)

One ‘Downtown Circulator’ option would be a publicly run transit service. The service area would run as far east as South Franklin Street, running north towards 6th Street and the Capital Building, before heading down Main Street towards Egan Drive. This service could also run west towards the Museum, Overstreet Park as well as the future site of the Huna Totem Dock. It would be a well-marketed, simple, easy to use, and frequent service that would help in distributing locals and visitors throughout town for increased economic development.

Option 2: Downtown Circulator (Private Transportation Providers)

Another ‘Downtown Circulator’ option worth exploring further would be a privately run transit service. Just like Option 1, the circulator would run as far east as South Franklin Street, running north towards 6th Street and the Capital Building, before heading down Main Street towards Egan Drive.

Option 3: Capital Transit Tripper

A Tripper service would shadow existing Capital Transit Route 3 or 4 on peak summer season days to provide addition service along runs that are inundated with visitor passengers. It would only run during peak days and hours to allow additional service for local passengers. Routes being assisted by a tripper bus would need clear signage showing that an additional bus is coming.

Option 4: Limited Capital Transit Service to Mendenhall Glacier

Limited Capital Transit service to a possible staging area approximately ¼ mile south from the Glacier Spur Road Parking Lot could occur during the afternoons of peak season. This service would add about 5 minutes running time to the existing Route 8. By providing afternoon service only, the goal of this limited service would be to retrieve visitors that had taken transit to Dredge Lake Road and walked to the Glacier, without making the public transit access to the glacier so attractive that it significantly impacts the private transportation firms and/or adds significantly to the impact that visitors are having on the Capital Transit capacity.

Option 5: Full Circulator Service to the Mendenhall Glacier

Early in the study, it was determined that providing a convenient low-fare public transit option directly to and from the Mendenhall Glacier would effectively out-compete the local private transportation firms currently providing that same service. Furthermore, the anticipated demand would also be so great that it would likely put multiple private firms out of business.

In addition, meeting such demand would require a large fleet of 15 buses or more. Even when considering a very limited service (about 4 buses running every 15 minutes on a 1-hour loop) the service would still be overwhelmed at peak times, with long lines and wait times to board, resulting in a poor visitor experience.

Given that direct service to the Glacier would result possibly putting local private providers out of business while providing either a very expansive service or a limited and less efficient service, a direct circulator service to the Mendenhall Glacier was not considered further in the study.

Chapter 8

SERVICE ALTERNATIVES ANALYSIS

INTRODUCTION

Building upon previous chapters, this chapter details various possible options beginning with publicly and privately operated downtown circulators, followed by the Capital Transit tripper service, and concluding with limited service to the Mendenhall Glacier. The following options are all expected to serve the passenger and tourist volumes experienced in Juneau during the peak summer season. For this reason, we have used the August average daily passenger capacity from 2022 combined with the arrivals and departures information presented earlier in the study. This information is summarized in Table 15 below and expanded upon later in this Tech Memo. The occupancy rate of passengers versus capacity varies from year to year; for planning purposes, we multiplied the maximum capacity for each ship by a factor of 0.90 to define the demand level of passengers.

Table 15: Daily Cruise Capacity and Passengers by Day of Week
Average August Figures

Day of the Week	Passenger Capacity	Expected Passenger Volumes
Sunday	11,356	10,220
Monday	13,042	11,738
Tuesday	16,492	14,843
Wednesday	19,604	17,644
Thursday	7,084	6,375
Friday	8,582	7,724
Saturday	5,931	5,338

Source: Cruise Arrivals and Departures, August 2022

DOWNTOWN CIRCULATOR

The general concept of a downtown circulator is to provide a short, simple, high-frequency transit service connecting the dock areas with nearby visitor-oriented activities. The goals for this service would be to better distribute visitors around the area to expand visitor spending, reduce pedestrian congestion in the areas immediately around the docks, and enhance the visitor experience while in Juneau by improving access to other cultural and historic sites. While it would focus on serving visitors, it would also help residents and downtown workers to move around the area without adding to traffic and parking problems. As discussed below, two route options were evaluated.

Short Route Option

The Short Route Option is shown in Figure 11. As shown, it circulates in a counter-clockwise direction running east along Egan Drive, north along South Franklin Street, turning left along 4th Street, and heading south on Main Street towards the Downtown Transit Center (DTC). From the DTC, the service runs west turning north along Willoughby Avenue before turning left on Whittier Street. After stopping at the Alaska State Museum, the service turns back onto Egan Drive and begins the route again. Major stops include the Downtown Transit Center, the Alaska State Capital, and the Alaska State Museum. Note that the route does not extend south along Franklin Street beyond Marine Way to avoid adding to the congestion in this area and getting excessively delayed.

As shown in Table 16, this route would require an estimated 15 minutes to operate (including passenger loading and unloading time). Given this short time and considering the difficulties of keeping to a defined schedule, it would not operate on a defined schedule but would rather simply operate continual loops. On average, four round trips would be completed each hour.

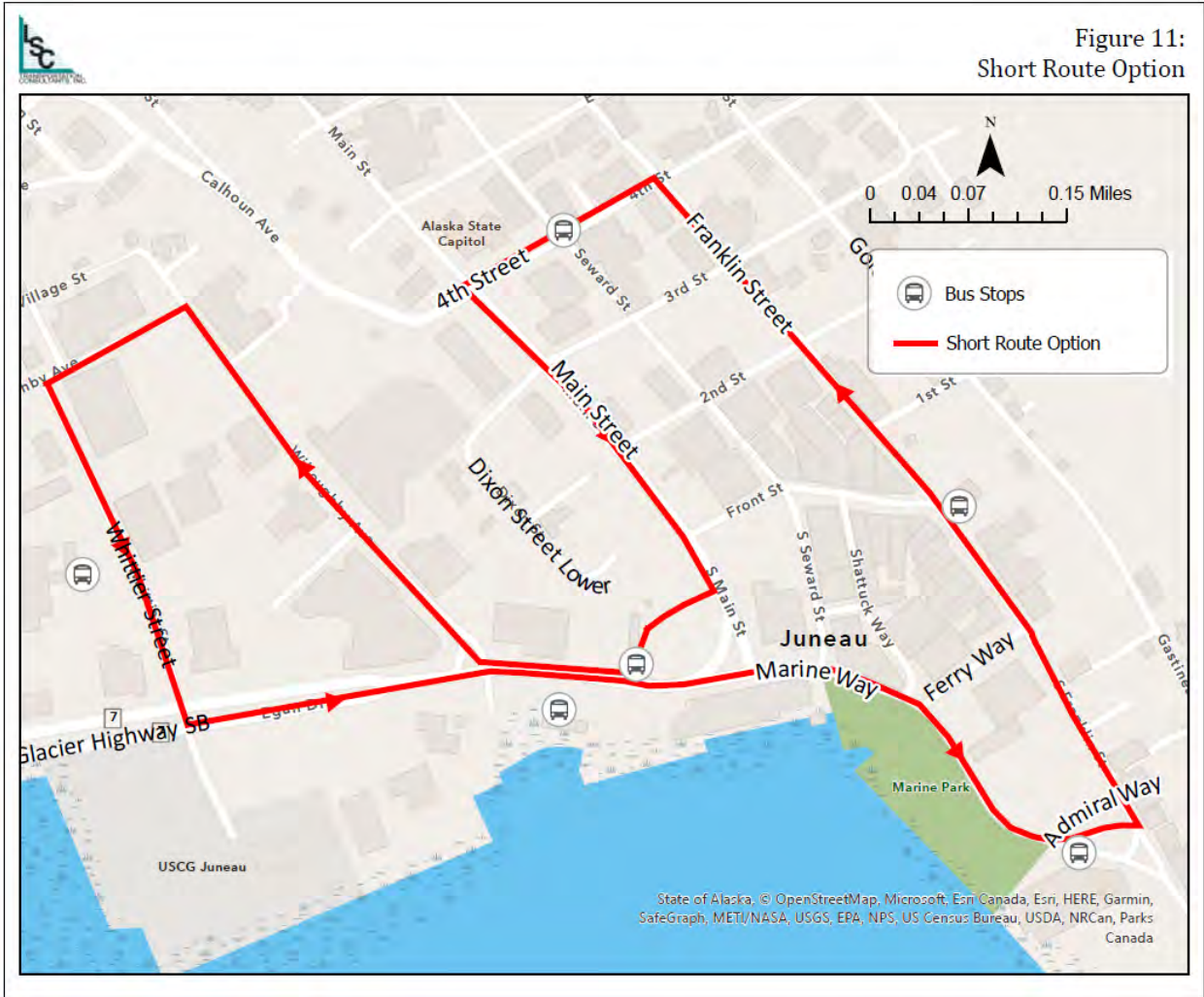
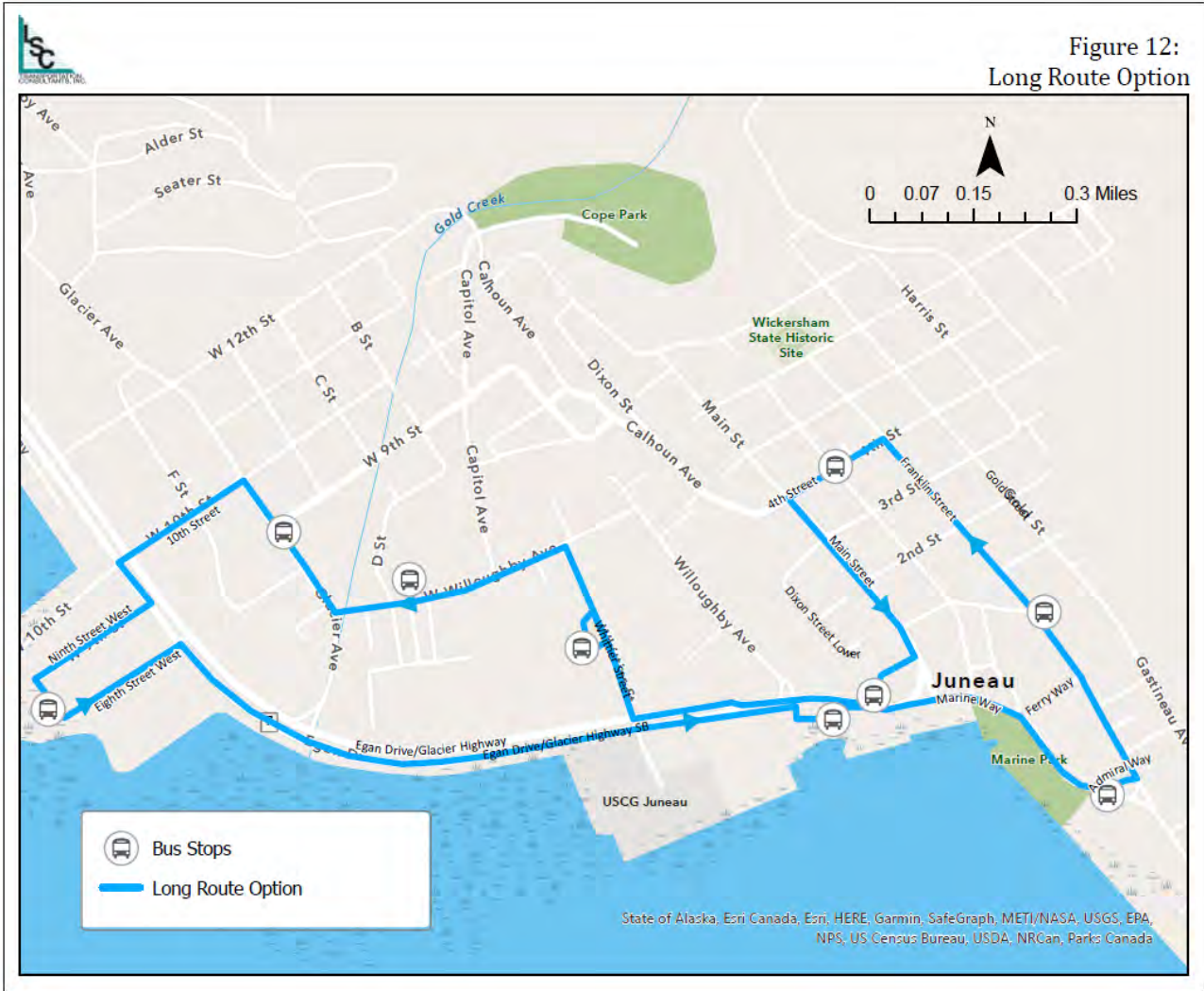


Table 16: Example Downtown Circulator Running Times

Stop	Miles From Start	Total Minutes
Short Route Option		
Downtown Transit Center		0
Alaska State Museum	0.4	2
Egan & Willoughby (76 Egan)	0.6	5
Library/Marine Parking Garage	0.9	9
Front & Franklin	1.0	11
Seward & 4th	1.3	13
Downtown Transit Center	1.5	15
<i>Cycles per Hour</i>		<i>4.0</i>
Long Route Option		
Downtown Transit Center		0
Alaska State Museum	0.3	2
9th & Glacier (Federal Building)	0.7	4
Overstreet Park	1.0	7
Egan & Willoughby (76 Egan)	1.7	10
Library/Marine Parking Garage	1.9	14
Front & Franklin	2.1	16
Seward & 4th	2.3	18
Downtown Transit Center	2.5	20
<i>Cycles per Hour</i>		<i>3.0</i>

Long Route Option

The longer Downtown Circulator is shown in Figure 12. Similar to the shorter route option, the route circulates in a counter-clockwise direction running east along Egan Drive, north along South Franklin Street, turning left along 4th Street, and heading south on Main Street towards the downtown transit center. From the transit center, the service runs west turning north along Whittier Street to stop at the Alaska State Museum. From there the service continues north along Whittier Street, turns left on Willoughby Avenue stopping at the existing bus stop near Foodland Shopping Center before continuing onto Glacier Avenue. The route then turns onto 10th Street, traveling onward to Overstreet Park before returning along Egan Drive to begin the route again. Major stops include the Downtown Transit Center, the Alaska State Capital, the Alaska State Museum, and Overstreet Park. This route requires 20 minutes per loop to operate, including loading and unloading time. It would operate continually.

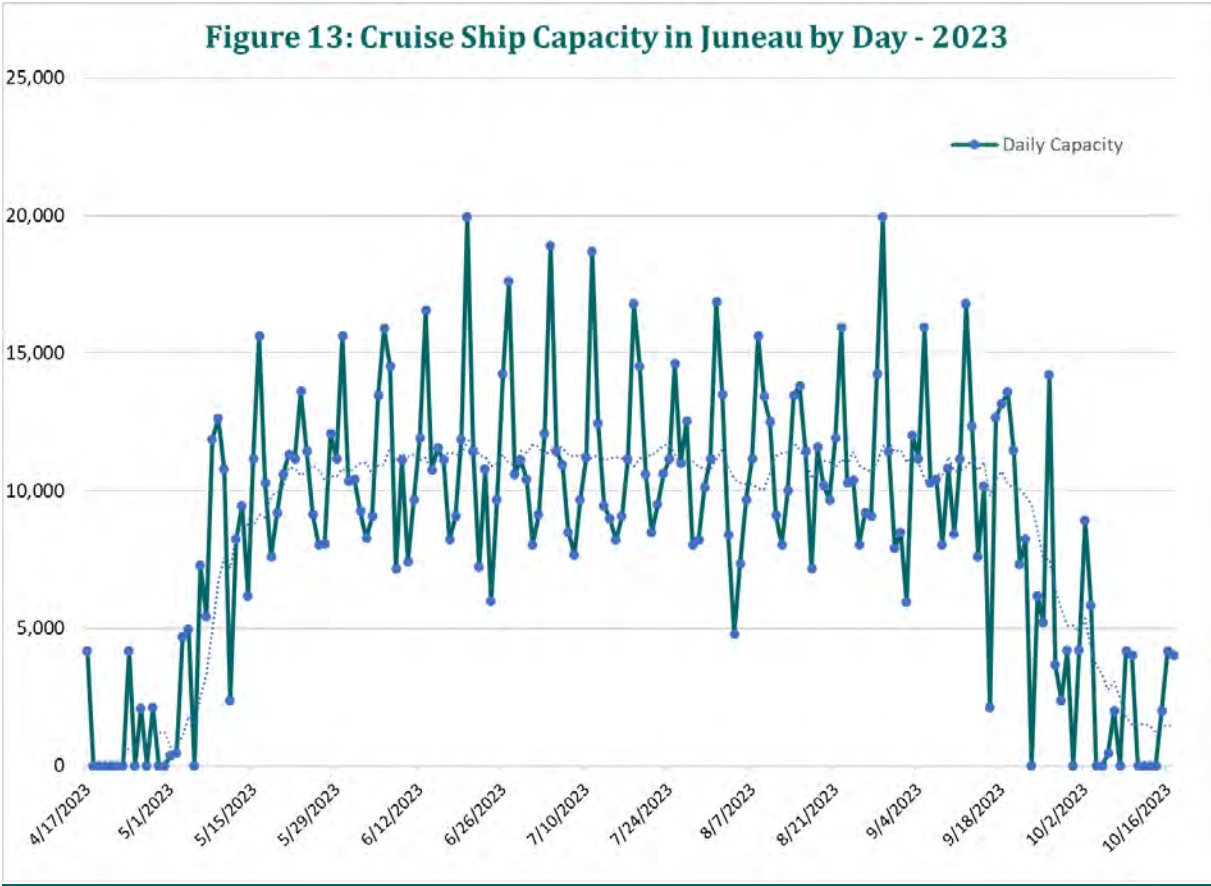


Other Route Options Considered

During the course of our analysis, we also considered a route that ran north of downtown along Calhoun Avenue. This option proved to be too narrow for frequent transit service, with limited sight distance. As it also did not serve very many additional visitor attractions, it was removed from further analysis.

Season of Service

As a basis for evaluating the length of the operating season, the total cruise ship capacity in Juneau was plotted for the 2023 cruising season. Figure 13 shows how the daily total cruise ship capacity by day varies dramatically from day to day, but the busy season generally extends from mid-May through mid-September. Based on this, two scenarios were evaluated for the length of the season: a shorter season from May 15 to September 20 (129 days) and a longer season from May 1 to October 3 (156 days). Service would be operated seven days a week.



Projected Passenger Trips on a Busy Day

Potential daily ridership on a circulator service was estimated for a “design day” defined as the fifth busiest day of the 2023 cruising season. This design level results in a system capacity that is adequate for the large proportion of days, while avoiding additional costs that would only potentially be needed a few days per year. It considered total passenger activity and assessed how various groups of passengers with differing schedules of activities while in Juneau would use a circulator service. As shown in Table 17, the analysis procedure consisted of the following steps:

- Figure 13 shows the anticipated cruise ship capacity for 2023 by day. The fifth highest value was 17,600.
- A 90 percent occupancy factor was applied to identify 15,840 cruise ship passengers visiting Juneau on the design day.
- It is reported that a small proportion of passengers choose to not leave the ship. Assuming a five percent proportion, the number of passengers debarking totals 15,000.

Table 17: Estimate of Daily Circulator Ridership on Design Day

Daily Ship Capacity - 5th Highest Day	17,600				
Estimated Occupancy	90%				
Daily Passengers	15,840				
Percent Not Leaving the Ship	5%				
Daily Ship Passengers on the Dock	15,000				
Percent by Length of Stay	≥ 8 Hours		< 8 Hours		
	93%		7%		
	14,000		1,000		
Percent With Prebooked Excursion	Yes	No	Yes	No	
	60%	40%	75%	25%	
	8,400	5,600	750	250	
Percent Without Prebooked Excursion Making Same Day Excursion	Yes		No		
	75%	25%	75%	25%	
	4,200	1,400	190	60	
Percent Making an Excursion Returning to Ship	75%	75%			
Percent Making a Second Excursion	25%	25%			
	2,100	1,400			Total
<i>Total Potential Circulator Ridership</i>	<i>2,100</i>	<i>1,400</i>	<i>1,400</i>	<i>60</i>	<i>4,960</i>

Shorter Route

Percent Choosing to Use Circulator	15%	15%	20%	20%	TOTAL
Persons Using Circulator	315	210	280	10	815
One-Way Passenger-Trips per Person	1.5	1.5	1.5	1.5	
Daily One-Way Circulator Passenger-Trips	470	320	420	20	1,230

Longer Route

Percent Choosing to Use Circulator	20%	20%	25%	25%	TOTAL
Persons Using Circulator	420	280	350	20	1,070
One-Way Passenger-Trips per Person	1.75	1.75	1.75	1.75	
Daily One-Way Circulator Passenger-Trips	740	490	610	40	1,880

- A passenger’s potential use of a circulator service depends on their overall length of stay in Juneau, as those with a longer length of stay (defined as 8 hours or more) have a greater opportunity to use the circulator as a “second excursion” over the course of their stay (considering the time needed to disembark the boat, the required time to be back on the boat before sailing and the typical length of time for an excursion). Total passengers were therefore split into those with a longer stay versus a shorter stay. A review of cruise ship arrival and departure times indicates that over the 2023 season, 93 percent of ships are in Juneau for 8 hours or more, and 7 percent for less than 8 hours.
- For those passengers with a longer stay, it is estimated (based on discussions and observations) that 60 percent arrive in Juneau with an excursion already pre-booked. Of the remaining 40 percent, it is estimated that 75 percent arrange an excursion once they are on the dock. In total, 90 percent of these passengers with longer stays take an excursion, while 10 percent choose to not take an excursion.
- Of those taking an excursion, it is estimated that 75 percent return to the ship either directly from the excursion or after a visit to the immediate downtown shops and restaurants near the docks, while 25 percent are interested in taking a “secondary excursion” further afield and are thus potential circulator riders. Applying this factor to those passengers with a longer stay taking an excursion, a total of 3,500 potential circulator riders consists of passengers with a longer stay taking an excursion.
- The 10 percent of longer-stay passengers not taking an excursion (1,400 passengers) also are potential circulator riders.
- For those 1,000 passengers per day with a relatively short stay in Juneau, anecdotal information indicates that 75 percent arrive with a pre-booked excursion and an additional 75 percent of the remainder book an excursion on the dock. This yields 60 additional passengers that are potential circulator passengers. In total, 4,960 passengers were potential circulator passengers over the course of the design day.
- Given this level of potential ridership, a key factor is the proportion of passengers that choose to use the circulator service. One source of guidance is provided in the *Transportation Planning Process for Transit in Federal Land Management Areas* (US DOT Federal Transit Administration, April 2008). This indicates a typical transit use rate of 20 percent among recreational travelers. Based on discussions with local staff and tour operators as well as LSC’s observations, this is a reasonable base figure, given a \$ 5-day pass fare level. This is applied to the longer route option for those passengers using the circulator as a secondary excursion (with relatively short available time). For those not making another excursion (and therefore having additional available time) a higher proportion of 25 percent is assumed. The shorter route is expected to be less popular, in particular given the high level of awareness of Overstreet Park. A 15 percent factor is applied for those who make another excursion and 20 percent for those who do not make another excursion.
- Applying these factors, a total of 815 people are forecast to use the shorter circulator option over the design day, and 1,070 are forecast to use the longer circulator option.
- Some passengers will choose to use the circulator for one one-way trip, either choosing to walk back from their destination or simply riding the service without stopping. For the shorter option, if 50 percent choose to walk back, the number of boardings per pass purchasers per

day would be 1.5. Given the longer walking distance, a higher 1.75 passenger-trips per person is used for the longer route option.

- Applying these factors, total design day ridership is estimated to be 1,230 for the shorter route option and 1,880 for the longer route option.

Hourly Ridership and Vehicle Requirements

It is important to estimate hourly ridership to assess the required vehicle capacity and the need for additional vehicles in operation. Table 18 provides an analysis of hourly circulator ridership by hour of day for both the short and long routes. The pattern of ship arrivals and departures by hour was drawn from Table 2 of Chapter 2. Adjusted for one hour to exit the boat and the need to be back onboard one hour before sailing yields the overall passenger capacity off of the ships at any one time. This is then used to identify the proportion of circulator riders not taking other excursions in any one hour. For those using the circulator as a “secondary” trip (also taking another excursion), it is estimated that 90 percent take their primary excursion first (and therefore would tend to use the circulator later in the day) and the remaining 10 percent have a later primary excursion and thus would use the circular earlier in the day. This yields the variation in ridership by the hour for these secondary circulator riders. The resulting ridership by hour reaches a peak of 148 for the shorter route option and 226 for the longer route option, both at 4:00 PM. Ridership is relatively high from 2:00 PM through 8:00 PM, and relatively low in the morning hours and 9:00 PM.

The passenger loads are estimated by applying two factors. First, the number of cycles per hour is considered. As shown in Table 16, above, the shorter route option has a cycle length of 15 minutes, indicating that 4 cycles can be operated each hour, while the longer route option requires 20 minutes thus operating 3 cycles per hour. Secondly, not all passengers will be onboard at any one point around the route. Based on the distribution of trip generators and the variation in demand by hour, a maximum of 80 percent of ridership is assumed to be onboard at any one point. For the shorter route option, a maximum passenger load of 30 is estimated, indicating that a bus with a 30-passenger capacity would be sufficient. For the more popular longer route, a peak passenger load of 60 is estimated, indicating that two 30-passenger capacity vehicles would be needed. As shown in the bottom of Table 18, yielding a maximum passenger load of 30 passenger-trips on the longer route requires 2 vehicles in operation between 2 PM and 9 PM.

Operational Costs

To explore variations in service based on season length and daily hours of service, several scenarios were evaluated. It should be noted that a majority (78 percent) of Capital Transit’s funding comes from the General Fund. With this in mind, the following scenarios were considered in the circulator analysis:

- Considering the daily variation in ship capacity (shown in Figure 13, above), a short season was defined (the 129 days between May 15 and September 20) as well as a long season (the 156 days from May 1 to October 3).
- Considering the hourly variation in circulator passenger demand, a short span of service (11 AM to 9 AM) and a long span of service (9 AM to 9 PM) were defined

Table 18: Analysis of Hourly Circulator Ridership and Peak Load

	Total	6 AM	7 AM	8 AM	9 AM	10 AM	11 AM	NOON	1 PM	2 PM	3 PM	4 PM	5 PM	6 PM	7 PM	8 PM	9 PM	10 PM		
SHORTER ROUTE																				
Primary Circulator Riders (Do Not Take Other Tour)																				
Average Capacity Arriving in Port	2,767	4,564	610	740	406	248	629	2,429	0	700	0	0	0	0	0	0	0	0		
Average Capacity Departing Port	0	0	0	0	0	0	0	1,110	332	1,377	0	1,758	851	115	732	3,723	2,933			
Capacity Arriving on the Dock			2,767	4,564	610	740	406	248	629	2,429	0	700	0	0	0	0	0			
Capacity Departing Back to the Ship								1,110	332	1,377	0	1,758	851	115	732	3,723	2,933	700		
Total Capacity on the Dock	0	0	2,767	7,332	7,942	8,682	7,978	7,894	7,146	9,574	7,816	7,666	7,551	6,819	3,096	163	0			
% Capacity on the Dock	0%	0%	3%	8%	9%	9%	9%	9%	8%	10%	8%	8%	8%	7%	3%	0%	0%			
Percent by Hour			3%	8%	9%	9%	9%	9%	8%	10%	8%	8%	8%	7%	3%	0%				
Total Primary Circulator Riders	440		13	35	38	41	38	38	34	46	37	36	36	32	15	1				
Secondary Circulator Riders (Do Take Other Tour)																				
Capacity Arriving on the Dock								2,767	4,564	610	740	406	248	629	2,429	0	700			
Capacity Departing Back to the Ship								1,110	332	1,377	0	1,758	851	115	732	3,723	2,933			
Total Capacity on the Dock								1,657	5,890	5,123	5,863	4,511	3,908	4,422	6,118	2,396	163			
% Capacity on the Dock								4%	15%	13%	15%	11%	10%	11%	15%	6%	0%			
Total Secondary Riders	790																			
-- Take Circulator Trip Second	711		0	0	0	0	0	29	105	91	104	80	69	78	109	43	3			
-- Take Circulator Trip First	79		2	6	7	7	7	7	6	8	7	7	6	6	3	0				
Total Riders	1,230		16	41	45	49	45	74	145	145	148	123	112	117	126	43			1,126	1,212
Buses in Operation			1	1	1	1	1	1	1	1	1	1	1	1	1	1				
Cycles per Hour	4		4	4	4	4	4	4	4	4	4	4	4	4	4	4				
% at Peak Location	80%																			
Peak Load			3	8	9	10	9	15	29	29	30	25	22	23	25	9				
LONGER ROUTE																				
Total Riders	1,880		24	63	68	75	68	113	221	221	226	188	171	179	193	66			1,721	1,852
Buses in Operation			1	1	1	1	1	1	2	2	2	2	2	2	2	1				
Cycles per Hour	3		3	3	3	3	3	3	6	6	6	6	6	6	6	3				
% at Peak Location	80%																			
Peak Load			6	17	18	20	18	30	29	29	30	25	23	24	26	18				

Table 19 summarizes costs by both the Short and Long Route Options and for the various combinations of season and span options. The total season hours and miles were calculated. It was determined that the second bus required at peak times under the longer route option is only needed on days with a cruise ship capacity of 9,000 or more (99 days over the shorter season and 104 days over the longer season). Using the cost factors discussed in Technical Memorandum One, the consideration of fully allocated costs is recommended for the implementation of a circulator route to move forward.

Table 19: Downtown Circulator Operating Costs									
<i>Assuming Capital Transit Unit Costs</i>									
Season Option	Short: May 15 to Sept 20				Long: May 1 to October 3				
	Route Length Option		Shorter Route Option		Longer Route Option		Shorter Route Option		Longer Route Option
Daily Span Option	11AM-9PM	9AM-9PM	11AM-9PM	9AM-9PM	11AM-9PM	9AM-9PM	11AM-9PM	9AM-9PM	
Bus 1 Hours per Day	10	12	10	12	10	12	10	12	
Bus 1 Days per Year	129	129	129	129	156	156	156	156	
Bus 2 Hours per Day	0	0	7	7	0	0	7	7	
Bus 2 Days per Year	0	0	99	99	0	0	104	104	
Bus 1 Daily Vehicle-Miles	59	71	75	90	59	71	75	90	
Bus 2 Daily Vehicle-Miles	--	--	53	53	--	--	53	53	
Annual Vehicle-Hours	1,290	1,548	1,983	2,241	1,560	1,872	2,288	2,600	
Annual Vehicle-Miles	7,637	9,164	14,873	16,808	9,235	11,082	17,160	19,500	
Fully Allocated Operating Costs	\$229,200	\$274,900	\$359,800	\$406,700	\$277,100	\$332,500	\$415,200	\$471,900	
Allocated Overhead Cost per Hour	\$68.51								

Note: Fixed costs allocated by vehicle-hours.

Fully allocated costs include the marginal costs (the direct costs associated with service such as driver salaries and fuel) and also include a “fair share” of the many fixed costs (which do not vary depending on service levels) needed to operate a transit service, such as administrative salaries/benefits, dispatcher salaries/benefits, facility costs, accounting/legal staff, etcetera).

Given that the majority of Capital Transit funding comes from local General Funds, including allocated overhead costs is important to avoid the need for General Funds to support any new visitor-related service. These costs are allocated based on an additional cost per vehicle-hour of service of \$68.51. Fully allocated costs range from a low of \$229,200 per year up to \$471,900 per year.

Fare Analysis

To assess seasonal fare revenue, it is first necessary to estimate total seasonal ridership, in terms of both total boardings and total individuals purchasing passes. As shown in Table 20, the daily ship capacity data were evaluated to identify a factor of 0.63 reflecting the average capacity over the 5th highest (design day) capacity. This is applied to the design day ridership (during the assumed span of service) and multiplied by the days per season to yield the total seasonal ridership (1-way passenger-trips).

This is estimated to range from 91,100 for the most limited option up to 181,200 for the most extensive option. These figures can then be divided by the average boardings per individual to yield the total annual individual ridership, which ranges from 60,700 to 120,800. With the allocated total operating costs of the service in consideration, it is recommended that this circulator service be offered to passengers for a daily pass cost of \$5.00 (with free boarding for children aged 5 and younger). This would allow free reboarding

over the course of a day³. At a pass cost of \$5 per individual, total fare revenue ranges from \$303,500 up to \$604,000.

Operating Cost/Fare Revenue Balance

Unusual for public transit services, the passenger fare revenues shown in Table 20 exceed the operating cost estimates shown in Table 19, yielding a net positive operating balance as shown at the bottom of Table 20. If allocated fixed costs are included, this positive balance on a fully allocated basis ranges from \$74,300 up to \$132,100. Note that the operating costs do not include marketing or capital costs, as discussed below.

Table 20: Downtown Circulator Fare Revenue Analysis								
Season Option Route Length Option Daily Span Option	Short: May 15 to Sept 20				Long: May 1 to October 3			
	Shorter Route Option		Longer Route Option		Shorter Route Option		Longer Route Option	
	11AM-9PM	9AM-9PM	11AM-9PM	9AM-9PM	11AM-9PM	9AM-9PM	11AM-9PM	9AM-9PM
Design Day Ridership	1,126	1,212	1,721	1,852	1,126	1,212	1,721	1,852
Average Cruise Visitors in Service Season	11,039	11,039	11,039	11,039	10,123	10,123	10,123	10,123
Design Day Cruise Visitors	17,600	17,600	17,600	17,600	17,600	17,600	17,600	17,600
Ratio of Avg/5th Highest	0.63	0.63	0.63	0.63	0.63	0.63	0.63	0.63
Average Daily Ridership Over Service Season	706	760	1,079	1,162	706	760	1,079	1,162
Number of Days in Season	129	129	129	129	156	156	156	156
Total Annual Ridership (1-Way Psgr-Trips)	91,100	98,000	139,200	149,800	110,200	118,500	168,400	181,200
Total Annual Individual Riders	60,700	65,300	92,800	99,900	73,500	79,000	112,300	120,800
Base Fare - Day Pass	\$ 5.00							
Fare Revenue	\$303,500	\$326,500	\$464,000	\$499,500	\$367,500	\$395,000	\$561,500	\$604,000
Assuming Fully Allocated Costs								
Fully Allocated Operating Costs	\$229,200	\$274,900	\$359,800	\$406,700	\$277,100	\$332,500	\$415,200	\$471,900
Total Operating Net Balance	\$74,300	\$51,600	\$104,200	\$92,800	\$90,400	\$62,500	\$146,300	\$132,100

Institutional Implementation Options

There are two institutional options to be considered in the implementation of this service. These options are discussed in detail below.

Direct Capital Transit Operation

The discussion above assumes that Capital Transit (CBJ) staff directly provides a circulator service, at existing Capital Transit costs. Directly operating service is one option, with both advantages and disadvantages:

Advantages

- Allows the service to be more easily monitored and modified.
- Can ensure a higher quality of service.

³ One option would be to also offer a season pass for a significant discount, such as \$20 per season. This would allow Juneau residents (particularly those living in the downtown area) to use the circulator at a nominal price per trip while still generating the same fare revenue by cruise passengers.

Disadvantages

- CBJ may have more difficulty staffing a seasonal service, given personnel rules and limited driver pool.
- Capital Transit does not have the physical capacity at the operations center to house additional vehicles.

Contracted Operation

Another option, particularly for a new seasonal program, would be to contract for service. CBJ would develop and release a Request For Proposal (RFP) that would be the basis of a competitive bidding process. This RFP would need to include the following:

- A clear description of the scope of services (hours, number of vehicles, etc.).
- Minimum specifications for vehicles (including a backup vehicle).
- Performance measures, including service quality, minimum driver requirements (drug and alcohol testing, ADA training, driver licensing, and experience).
- Reporting requirements.
- Insurance requirements.
- Requirements to brand the vehicle.
- Requirements regarding fare handling.
- Payment basis (typically a fixed cost per month plus an additional cost per vehicle-hour of service)
- A clear description of the selection process

Through this RFP process, an operator would be selected. CBJ staff would still be responsible for reviewing reports, contract conformity and payment, marketing, ticketing, and addressing any public or passenger complaints. Fares would be the property of CBJ (rather than the operator).

Advantages

- A contractor may be able to staff the program more expeditiously.
- Allows the service to be modified or terminated without impacting CBJ staff.
- May result in a lower cost.
- Significantly, vehicles can be stored and maintained without impacting the capacity of the Capital Transit operations center.

Disadvantages

- Addressing operational complaints can be more complicated by the contractual relationship.
- Vehicle quality may be more uncertain.
- Requires an RFP process and ongoing CBJ administration.

Transit programs often use contracting for the initial years of a new demonstration program, transitioning to in-house service once the service plan and staffing requirements have been clearly defined through experience. One strategy is to undertake an RFP process and have the public transit entity effectively submit a bid. This can provide detailed information on which to base the decision to contract, and if so,

which is the appropriate contractor. Note that under this option the CBJ would still incur costs for the administrative and monitoring process, which are not included in the operating costs presented above.

Vehicle Requirements and Costs

As presented in Table 18 (above), one vehicle would be operated on the shorter route alternative, and two vehicles on the longer route alternative. A backup vehicle would also be needed to cover the time during which vehicles are out of service for repairs. Optimally, all vehicles would be branded with a unique wrap (as part of the marketing strategy).

Considering the expected passenger loads and the constrained streets in the downtown area, the optimal vehicle would be 30 feet to 35 feet in length, accommodating approximately 30 seated passengers. It would need to be wheelchair accessible. While a trolley replica bus would be viable, it is not a necessity.

Vehicle costs vary widely depending on the manufacturer and propulsion. A medium diesel bus currently runs on the order of \$800,000, while battery electric buses are approximately \$200,000 to \$250,000 more at around \$1 million a vehicle.

If circulator service is contracted, vehicles could be provided through the contractor. If the service is provided by Capital Transit, additional vehicles would be needed. This could be through a lease in the short term until funds can be assembled for purchase. In either scenario, the vehicles would need to be stored off-site from Capital Transit’s maintenance yard.

Fuel Type

The vehicles would optimally use zero-emission Battery Electric Bus (BEB) technology, for both the air emission benefits as well as the reduced noise impact on downtown streets. The daily vehicle mileage shown in Table 19 is well within the daily operational range of BEB vehicles (even considering the additional energy requirements of climbing up to 4th Street) without the need for route charging or switching out vehicles mid-day. In the short term (over the next two to three years), however, BEB propulsion is not a viable option given the time required for grant application and installation of charging equipment as well as the lack of the necessary space at the Capital Transit operations center for the vehicles and equipment.

Moreover, the first few years of operation will likely lead to adjustments in the operating plan that could change the vehicle needs of the service. It is recommended that CBJ initially implement this service using diesel buses (preferably with more recent and lower emission engines) and also start pursuing grants (such as the Federal Transit Administration 5339(c) Low or No Emission Grant Program) for purchase of two to three BEB vehicles as well as charging equipment.

Circulator Stops and Recommended Improvements

Stop improvements would depend on the route length option chosen. Except for one stop (Egan & Willoughby), all stops are already in place. These bus stop improvements are further discussed below.

Shorter Route Option Stops

The Downtown Transit Center is already an established transit stop at the heart of Downtown Juneau. To create a stronger presence of the circulator service, clear signage would be posted to indicate it as a part of the service.



The Alaska State Museum stop already includes a larger overhang and seating area. It would only require signage indicating its inclusion in the service.



The stop located at the Foodland Shopping Center on Willoughby is already an established bus stop with a shelter and bench. We would recommend this stop have additional signage related to the Circulator service specifically.



The stop located at Egan & Willoughby (76 Egan) would require signage as well as a shelter and pad as it is not currently a bus stop. There is an area near the east end of the current driveway (as shown) that could accommodate a shelter. This would require an agreement with the current owners.



The Library/Marine Parking Garage is an established Capital Transit stop. It includes shelter and benches. To create an obvious stop along the circulator this location would also require signage.



The stop at *Front Street & Franklin Avenue* would require both signage and benches. It will also need enforcement of a bus-only no parking zone.



Similar to the Front and Franklin the stop at *Seward Street & 4th* would require both signage and benches.



Additional Stops on Longer Route Option

The *9th & Glacier (Federal Building)* stops already have an impressive shelter with benches. The only improvement needed is signage.



As Overstreet Park is also an existing stop with a good shelter and benches, the only improvements needed are signage.



The costs of these improvements would total to be between \$64,000 to \$73,000 depending on whether the short or long route is implemented, as shown in Table 21. A total capital cost table for each route that includes vehicle costs as well are presented in Table 22. As shown, costs for the shorter route would be approximately \$2.1 million while the longer route would cost closer to \$3.2 million. This is merely an estimate based on current costs of construction and material as well as the desire to purchase battery electric vehicles over diesel.

Table 21: Circulator Bus Stop Improvement Costs

Stop	Recommended Improvements			Notes	
	Signage	Benches	Shelter & Pad		
Shorter Route Option					
Downtown Transit Center	R	*	*		
Alaska State Museum	R	*	*		
Egan & Willoughby (76 Egan)	R	*	R		
Library/Marine Parking Garage	R	*	*		
Front & Franklin	R	R	*	Increased enforcement of No Parking in Bus Bay needed. Benches will require minor grading and paving. (\$5,000)	
Seward & 4th	R	R	*	Benches on existing Sidewalk. (\$1,000)	
Longer Route Option (Additional Stops)					
Willoughby and D St.(Foodland Shopping Center)	R	*	*	Already an existing bus stop with shelter and bench	
9th & Glacier (Federal Building)	R	*	*		
Overstreet Park	R	*	*		
Total Units - Short Route	6	2	1		
Total Units - Long Route	9	2	1		
	Unit Cost	\$3,000	See Notes	\$40,000	Total
Total Cost - Short Route		\$18,000	\$6,000	\$40,000	\$64,000
Total Cost - Long Route		\$27,000	\$6,000	\$40,000	\$73,000

Traffic Assessment

Traffic operations associated with the circulator route can be considered in two ways: the traffic operational ability for the buses to operate, and the impact on overall traffic operations. Regarding the first consideration, the two circulator route options were designed to avoid difficult traffic movements. As discussed above, options that use any of the narrow streets with sharp intersection angles in the upper portions of downtown (such as Calhoun Avenue) were dismissed as infeasible. Left turn movements onto particularly busy streets (such as Egan Drive, with 11,000 vehicles per day) would only be made at signalized locations: at Whittier Street on the shorter option and West 10th Street on the longer option. The necessity of using a signalized intersection for left turns onto Egan Drive is one reason that the western portion of the longer route option operates in the counterclockwise direction, as there is no ability to use a signal to egress the Overstreet Park area. Given these considerations and the fact that existing Capital Transit buses operate adequately around the Marine Way / Franklin Street / 4th Street / Seward Street loop, it is concluded that traffic conditions will not unduly delay bus operations.

Regarding the impact of bus operations on general traffic conditions, the service would only add up to 4 vehicles per hour, which would constitute a small proportional increase. As an example, Marine Way carries approximately 3,400 vehicles per day per AKDOT data, which indicates approximately 340 vehicles in the peak hour. 4 additional buses per hour is equal to just over a 1 percent increase in total traffic activity in the peak hour. Another consideration is whether buses stopping in traffic lanes at bus stops would unduly impede traffic.

Table 22: Circulator Service - Capital Costs			
Item	Unit	Unit Cost	Total
Shorter Route			
Signage	6	\$3,000	\$18,000
Benches	2	<i>See Table 7</i>	\$6,000
Shelter & Pad	1	\$40,000	\$40,000
Buses	2	\$1,050,000	\$2,100,000
		Total	\$2,164,000
Longer Route			
Signage	9	\$3,000	\$27,000
Benches	2	<i>See Table 7</i>	\$6,000
Shelter & Pad	1	\$40,000	\$40,000
Buses	3	\$1,050,000	\$3,150,000
		Total	\$3,223,000

All of the bus stops would allow the bus to pull out of the traffic lane (assuming adequate enforcement of no parking regulations), except for the 4th Street stop. 4th Street in this location carries 1,200 vehicles per day. With 10 percent in the peak hour and over the two directions, this is equal to an average of 60 vehicles per hour per direction or 1 vehicle per minute per direction in the peak hour. While individual drivers or two will be delayed during bus boarding on 4th Street, this would overall only be a minor inconvenience. In sum, either circulator option could be operated without any substantial traffic impacts.

Benefits to Visitors and Residents

As identified early on in the study, there were challenges associated with the congestion of tourists located along South Franklin Street and Marine Way. Business owners indicated that they would prefer visitors to have the opportunity to make their way further north into the downtown area of Juneau. The circulator as proposed here aims to distribute visitors further north than the immediate South Franklin Street area while also allowing an opportunity to visit the Capital Building, State Museum, and Overstreet Park.

The key benefit to residents is primarily seen in its impacts to more locally-owned businesses in the downtown Juneau area, however, residents would also be able to ride this circulator for a reduced fair. As an added benefit, this service could also be operated on an as-needed basis for residents for events such as the Juneau Folk Festival, Gold Medal Basketball Tournament, and the Sealaska Heritage Celebration events.

Marketing Campaign and Costs

Both short and long-route Downtown Circulator options would require a strong marketing effort. A marketing campaign could be organized internally or outsourced to a marketing agency through an RFP. A successful marketing campaign would focus on target audiences, through several strategies as described in additional detail below.

Goals and Objectives

The major goals and objectives that should be accomplished through a Downtown Circulator marketing campaign should include:

- **Raising Awareness/Education:** Creating awareness and improving local knowledge of the Downtown Circulator.
- **Increasing On-Shore Activities:** Cultivating a diverse selection of on-shore activities for cruise ship passengers.
- **Increasing Tourist Presence throughout Downtown:** Encouraging visitors to venture deeper into Downtown and further north than the immediate Franklin and Egan Street corridor.
- **Building Relationships with the Downtown Business Association:** Coordinating collaborative partnerships amongst business owners in the downtown area.

Overview of Marketing Strategies

The marketing campaign could feature the following strategies:

- **Target Audiences:** Marketing materials, radio ads, and/or TV commercials should target the audience and general messaging for such marketing materials and commercials.
- **Brand Identity:** The service would want to stand alone and be fully branded with a distinct name, logo, and color scheme. It may require its own website or at least a distinct page within an existing website.
- **Community Gatekeepers:** Building on the list of stakeholders and community members identified during this study, a list of key gatekeepers should be identified, as well as appropriate means and timing for contacting them about the circulator service. These gatekeepers include downtown business owners and employees, cruise ship liaisons, government agencies, and other major tourism community leaders. Their role would be to distribute marketing materials to raise awareness about the service within the community as well as amongst tourists.
- **Marketing Materials:** Several mediums of marketing materials should be developed for outreach. The following materials could be provided in English as well as other languages for distribution through the near community and cruise ship coordinators.
 - Press releases to the local Chamber of Commerce and City and Borough of Juneau.
 - Printed flyers, visitor guides, etcetera
 - News Media Print and Web Ads.
 - Social media platforms and posts such as Facebook, Instagram, and Twitter.

- **Website Updates:** All related websites should be updated with clear information regarding the new service. This could include Travel Juneau, Capital Transit, Juneau.org, etc.
- **Suggestions for Promotional Events:** A few pop-up promotional events could introduce the service to potential passengers.

CAPITAL TRANSIT TRIPPER SERVICE

One impact of the growth in cruise ship activity is the sporadic overloading of Capital Transit buses by cruise ship passengers, largely as they travel to and from Mendenhall Glacier. This is increasingly resulting in local resident passengers being left at the curb as buses reach their passenger capacity. During the summer of 2023, Capital Transit staff is collecting data that includes when buses reached capacity and at which bus stops they were unable to serve local passengers as a result. It should be noted that at the time of this data collection, permits held by private tour companies to visit the Glacier had run out, causing more tourists to seek alternative ways to visit Mendenhall. Below provides a summary of the data collected thus far for the period between May 8th and July 20th:

- A total of 384 passengers have been left behind at bus stops so far during the summer season of 2023, 7 of which were passengers using a wheelchair.
- Passengers were left behind on a total of 20 days (27 percent of all days), consisting of 5 days in May, 7 days in July, and 15 days (out of 20) in July.
- These overcrowded runs are occurring on Routes 3 and 4, except for 3 instances on Route 8 Express.
- 44 percent of passengers, or 168 passengers, of those being left at stops due to over-capacity occurred on Wednesdays. This was followed by 21 percent (82 passengers) being left behind on a Monday. It should be noted that Wednesday is also the busiest average day for cruise ship activity.
- 51 percent of passengers (or 194 passengers) being left at bus stops due to over-capacity occurred between noon and 4 PM. This was followed by 35 percent (133 passengers) of these observed cases occurring between 8 AM and noon.
- In no particular order, the most common locations where passengers are being left on the curb are at SEARHC, Western Auto, Downtown Transit Center, the Federal Building, and Floyd Dryden Middle School. Between 20 and 29 passengers have been left behind at all of these locations.

Given the sporadic pattern of capacity problems, it is not effective to address this issue by increasing the scheduled frequency of service. Rather, transit systems facing this type of issue typically operate “tripper service,” consisting of additional buses dispatched as needed. These additional bus runs are not shown on the schedule.

Under this alternative, Capital Transit would schedule drivers to be available on standby (either in the downtown area or at the operations center, depending on specific times of day and use patterns) for specific days and times along Routes 3 and 4. The drivers would be dispatched as route drivers report overcrowding is occurring. Buses being assisted by a tripper bus would need clear signage showing that an additional bus is coming.

Operational Costs

While additional data will need to be gathered during the peak summer of 2023 to better define when overcrowding is occurring and how it relates to total cruise ship capacity in port, it is useful to review potential costs associated with running the Tripper Service. As shown in Table 23, estimates were calculated for 4 to 8 hours per day and for 30 to 90 days per season, assuming that half of the runs during the standby tripper periods would be operated (generating vehicle-miles). The total allocated operating cost ranges from \$23,800 to \$143,000 depending on the days of operation per season and the hours per day the service is being provided.

Table 23: Example Tripper Bus Costs

Days per Year Hours per Day	30			60			90		
	4	6	8	4	6	8	4	6	8
Annual Vehicle-Hours	120	180	240	240	360	480	360	540	720
Annual Vehicle-Miles	1,740	2,610	3,480	3,480	5,220	6,960	5,220	7,830	10,440
Total Allocated Operating Costs	\$23,800	\$35,700	\$47,600	\$47,600	\$71,600	\$95,400	\$71,600	\$107,300	\$143,000

Fare Revenue

The additional ridership served by the tripper runs can be calculated using data regarding the observed passengers left behind (Table 12) and the daily cruise capacity in port. With this in mind, an estimated additional 700 passenger-trips would be served each season, which would generate an increase in fare revenue of \$1,200. These figures could vary significantly depending on cruise activity and changes in private shuttle access to the glacier.

Benefits to Visitors and Residents

The tripper bus alternative as described above is meant to directly benefit local residents who currently use Capital Transit services. Over the course of this study, it was mentioned several times that drivers were having to leave local resident passengers behind due to overcrowding along existing fixed route services. As discussed in Chapter 7, an informal version of this service was deployed during the summer of 2023 when Capital Transit observed higher over-capacity rates than usual.

EXPANDED CAPITAL TRANSIT SERVICE TO MENDENHALL GLACIER

The current Capital Transit services provide a low level of public access to Mendenhall Glacier. The closest stop (Mendenhall Valley Road/Dredge Lake Road) is served by three routes (3, 4, and 8) that together serve the stop up to 35 times per day. Travel time to and from downtown is approximately 45 minutes and a fare of \$2 (\$1 for youth) is required per one-way trip. This fare is only 10 percent of the costs of a private sector tour. While frequent, relatively inexpensive, and reasonably quick, accessing the glacier through public transit currently requires a 1.5-mile walk in each direction along a multipurpose paved trail. As a result (in large part from the overall need to walk 3 miles round trip), cruise passenger use of public transit is currently moderate. Even so, it can result in overcrowding on the buses as discussed above.

Improving public transit access to Mendenhall Glacier is a challenging public policy question, focusing on the role of the public and private sectors. On one hand, providing better public access to a popular public lands attraction is a benefit to the public at large. However, the private sector tour operators are in large part doing an effective job providing access (at a market rate price) to the glacier. Greatly enhancing public transit access, such as by providing direct access to the visitor center parking lot at the current fares, would also greatly increase cruise passenger demand on Capital Transit. As a result, (1) visitors would effectively use all existing capacity on the key routes at peak times thereby markedly reducing mobility among Juneau residents or (2) Capital Transit would need to greatly expand capacity between downtown and the Glacier, effectively replacing the existing private fleets with a publicly subsidized option. Due to these impacts, it is clear that a comprehensive expansion of public transit is not feasible and is therefore not considered further.

Limited Expansion of Capital Transit Service to Mendenhall Glacier

One option was evaluated that would provide a limited improvement to Capital Transit service to Mendenhall Glacier that would improve public access without greatly impacting the current balance between private and public services. Specifically, this would consist of extending the existing Route 8⁴ afternoon five runs per day (Monday to Friday only) to the staging area approximately 0.3 miles south of the Glacier Spur Road Parking Lot during the peak season. This extension is shown in Figure 14.

This service would add about 2.5 miles and 5 minutes of running time to the existing Route 8. By providing afternoon service only, the goal of this limited service would be largely to retrieve visitors that this service would add about 2.5 miles and 5 minutes of running time to the existing Route 8. By providing afternoon service only, the goal of this limited service would be largely to retrieve visitors that had taken transit to Dredge Lake Road and walked to the Glacier, without making the public transit access to the glacier so attractive that it significantly impacts the private transportation firms and/or adds significantly to the impact that visitors are having on the Capital Transit capacity.



Figure 14: Route 8 Extension to Mendenhall Bus Staging Area

⁴ Routes 3 and 4 do not have sufficient available running time to accommodate this route extension.

Table 24 presents an example schedule showing service times at the Mendenhall bus staging lots. As shown, the stop would be served every half hour from 3:08 PM to 5:08 PM. This does provide the opportunity for visitors to make a short afternoon trip to visit the glacier, perhaps after conducting another tour earlier in the day. While the driver break at the Valley Transit Center would be reduced from 18 minutes to 13 minutes, this is still a sufficient break.

Table 24: Route 8 Sample Afternoon Schedule Serving Mendenhall Glacier

Downtown Transit Center	Federal Building	Glacier Hwy / Anka St	Fred Meyer	Dep. Valley Transit Center	Mendenhall Bus Staging Lot	Dredge Lake Road	Auke Bay	Arr: Valley Transit Center	Dep. Valley Transit Center	Fred Meyer	Glacier Hwy / Anka St	Downtown Transit Center
2:35 PM	2:38 PM	2:47 PM	2:52 PM	3:00 PM	3:08 PM	3:11 PM	3:18 PM	3:25 PM	3:38 PM	3:43 PM	3:46 PM	4:01 PM
3:05 PM	3:05 PM	3:05 PM	3:05 PM	3:05 PM	3:38 PM	3:41 PM	3:48 PM	3:55 PM	4:08 PM	4:13 PM	4:16 PM	4:31 PM
3:35 PM	3:35 PM	3:35 PM	3:35 PM	3:35 PM	4:08 PM	4:11 PM	4:18 PM	4:25 PM	4:38 PM	4:43 PM	4:46 PM	5:01 PM
4:05 PM	4:05 PM	4:05 PM	4:05 PM	4:05 PM	4:38 PM	4:41 PM	4:48 PM	4:55 PM	4:57 PM	5:02 PM	5:05 PM	5:20 PM
4:35 PM	4:35 PM	4:35 PM	4:35 PM	4:35 PM	5:08 PM	5:11 PM	5:18 PM	5:25 PM	5:27 PM	5:32 PM	5:35 PM	5:50 PM

New Partial Runs

Operational Costs

For the first three runs, additional vehicle-miles would be generated but driver hours would not be increased. For the last two runs that go out of service at the Valley Transit Center (shown in blue in Table 24), the runs would need to be extended to the DTC, adding additional vehicle-hours as well as vehicle-miles. As shown in Table 25, this results in 31 additional vehicle-miles and 1.22 additional vehicle-hours per day. Over the course of a shorter season from May 15 to September 20, the total annual operating costs would equal \$25,300 on a total allocated basis. For a longer season from May 1st through October 3rd, the total allocated costs would equal \$30,500.

Table 25: Estimated Incremental Operational Costs of Route 8 Service to Mendenhall Glacier

	Length of Season	
	Short	Long
Number of Daily Runs	5	
Additional Daily Vehicle Miles	31	
Additional Daily Vehicle Hours	1.22	
Days in Season (Mon-Fri)	92	111
Annual Vehicle-Miles	2,852	3,441
Annual Vehicle-Hours	112	135
Annual Total Allocated Operating Cost	\$25,300	\$30,500

Projected Passenger Trips

A reasonable estimate is that this service improvement would expand daily ridership by 50 passenger-trips per day (including more passengers making outbound trips on earlier runs). This would result in between 9,675 and 11,700 additional one-way passengers per year depending on seasonal length of service (Table 26).

	Shorter Season	Longer Season
Total Estimated Daily Passengers	50	50
Total Estimated Annual Passengers Longer Season	4,600	5,550
Projected Fare Revenue	\$7,600	\$9,200
Projected Operating Subsidy -- Fully Allocated Basis	\$17,700	\$21,300

Capital Requirements

This option would not require additional vehicles. However, a bus stop would need to be provided at the bus staging area, generally where the canopy is shown in the adjacent photo. Providing this stop and its specific design and location would need to be negotiated with the US Forest Service. A reasonable budget for stop improvements would be \$10,000.



Implementation

The approval process for a public transit stop on Forest Service land is currently uncertain, including whether annual fees would be required. This would require further discussions with the Forest Service (including consideration regarding the overall Mendenhall Glacier Recreation Area Master Plan) prior to implementation. At the Public Works and Facilities Committee (PWFC) meeting on January 29th, 2024 it was decided that this particular recommendation would not be moved forward for Assembly Approval.

Benefits to Visitors and Residents

This alternative would provide benefits to both visitors and residents by providing limited services to the Mendenhall Glacier. The intention of this alternative is to provide additional service to and from the Glacier, thus lessening overcapacity issues along Capital Transit.

CONCLUSIONS

The discussion above describes the opportunities, advantages, disadvantages, and issues associated with transit options to address visitor mobility issues. Based on this analysis, the Consultant Team has the following recommendations:

- A **Tripper service** is needed at peak times to assist with the over-capacity scenarios Capital Transit is currently experiencing. This alternative should be implemented on a near-term basis. The full extent of the periods when drivers should be scheduled will depend on further data analysis.
- The **circulator service** is also recommended for implementation immediately, as it can provide a net benefit to the downtown economy while improving the visitor experience. The longer route option is the better of the two route options as it would serve the popular Overstreet Park, provides a better value for the cost of the fare, could serve future improvements to the Hoonah Totem projects, and does not require additional bus stop requirements over those of the shorter option. Contracting this service would be a logical first step of implementation. At least initially, contracted service would have fewer challenges to implement due to the advantages listed above. A monitoring program (including passenger surveys) would be beneficial to assess the service and define any appropriate modifications.
- **Limited improvement in Capital Transit service to Mendenhall Glacier** can be accomplished with only a relatively modest cost and without significantly impacting the private sector tour operators. It would be a logical step in balancing public access without greatly impacting either the public transit or private tour services. This, however, will require additional discussions with the Forest Service and is a longer-term recommendation. As noted earlier, while this service was analyzed and will be included in the study for future possible consideration, it is not formally being recommended by the PWFC at this time.

Chapter 9

POTENTIAL FUNDING SOURCES

INTRODUCTION

This chapter presents an overview of potential funding sources that could be used to fund any of the above-discussed options. This information is presented at a high level, and additional analysis would be needed to determine political feasibility.

Note that this discussion excludes federal operating funding sources for expanded services. Juneau is not an urbanized area as defined for purposes of Federal Transit Administration grant programs, which limits federal operating funding. As the available funds are already fully utilized, funding the options considered in this study with federal funding would reduce funds available for other important existing transit services. Other sources would be needed, as discussed below.

POTENTIAL FUNDING SOURCES

Marine Passenger Fee

Juneau collects a \$5 per passenger fee on every arriving cruise ship passenger, and those funds can be used to fund projects that enhance the tourism experience and offset community impacts created by the cruise ship industry. Those funds could potentially be used to fund seasonal summertime service improvements such as a downtown circulator service provided that such service provides a direct benefit to cruise ship passengers or mitigates problems caused by the industry.

Taxes and Fees Imposed on Visitors

Most local governments, not surprisingly, prefer to implement taxes and fees that are paid by visitors rather than their residents. Two common ways in which this is done are through hotel taxes and rental car fees, which are set at varying rates.

Fuel and Vehicle Taxes

In Alaska, local governments can enact registration taxes based on vehicle value or age and the proceeds can be used for any purpose. Local governments can also enact fuel taxes, and while most are used for road purposes, they could also be used for transit purposes such as providing additional services.

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Chapter 10

RECOMMENDED VISITOR CIRCULATION PLAN

INTRODUCTION

Building on the detailed discussion and evaluations presented in previous chapters, this chapter first provides a brief overview of the existing conditions and challenges. It concludes with the final recommended plan, including service, capital, marketing, management, and implementation plans. This plan chapter was reviewed by both the Juneau Counsel on Sustainability as well as the Juneau Downtown Business Association. Their comment letters can be found under Appendix B with their input and feedback incorporated into this chapter.

EXISTING CONDITIONS AND CHALLENGES

In the initial stages of the Circulator Study, LSC Transportation Consultants worked closely with Juneau staff, Capital Transit representatives, and current transit providers in gathering information relating to visitor volumes, transportation ridership, and crowding not only within the downtown Juneau area and docks but also along Capital Transit routes. During this phase of the study, we discovered the following major findings:

- **Downtown Juneau Visitor Congestion:** The high levels of summer cruise ship passenger activity combined with the very constrained geography of downtown Juneau leads to a concentration of visitors in the immediate dock area, particularly along South Franklin Street and Marine Way. This results in a variety of issues:
 - Traffic congestion.
 - A limited ability for visitors (particularly those with mobility limitations) to explore the downtown area more than a block or two beyond the waterfront. This results in a diminishment in the quality of a Juneau visit, congestion on the sidewalks and in the stores, and a reduction in business activity in the outlying areas such as north of 3rd Street.
 - Reduced visitation levels at facilities outside of the immediate downtown/dock area such as the Alaska State Museum and the Wickersham State Historic Site.
- **Visitor Impact on Capital Transit Capacity:** The growth in cruise passenger activity levels has resulted in times during peak summer days when visitors (largely traveling to and from Mendenhall Glacier) have filled Capital Transit buses leaving and returning to downtown Juneau. This in turn can result in Juneau residents being precluded from being able to accomplish their transit trip due to the lack of capacity on the buses. For trips such as medical appointments or employment, this can have a substantial impact on individuals, indicating a need for additional transit capacity. Weekdays that experienced the highest instances of “left behind” passengers were Mondays and Tuesdays.
 - Days that experienced the greatest number of passengers being left behind were Wednesdays (221 passengers or 41 percent) followed by Mondays (134 passengers or 25 percent).
 - An analysis of high-capacity (more than 10,000 cruise ship passengers) days revealed that though many high-capacity days experienced a fair share of left-behind passengers,

several high-capacity days experienced very few left-behind passengers. The large majority of capacity problems occurred on days with more than 7,000 cruise ship passengers.

- Inconvenient Public Transit to Mendenhall Glacier:** Capital Transit’s closest stop to the Mendenhall Glacier Visitors Center is at Dredge Lake Road / Mendenhall Loop Road, which is a 1 ¼ mile walk (on a paved multipurpose path) to the Visitor Center. While Capital Transit does not directly market to visitors, many visitors have discovered that the transit program provides a much less expensive transportation option between the cruise ship docks to the glacier than the private transportation services. Once at the glacier, however, some passengers find the walk back to the transit stop to be too much of a challenge and ask the private transportation providers for trips back to the waterfront.

RECOMMENDED SERVICE AND OPERATIONS PLAN

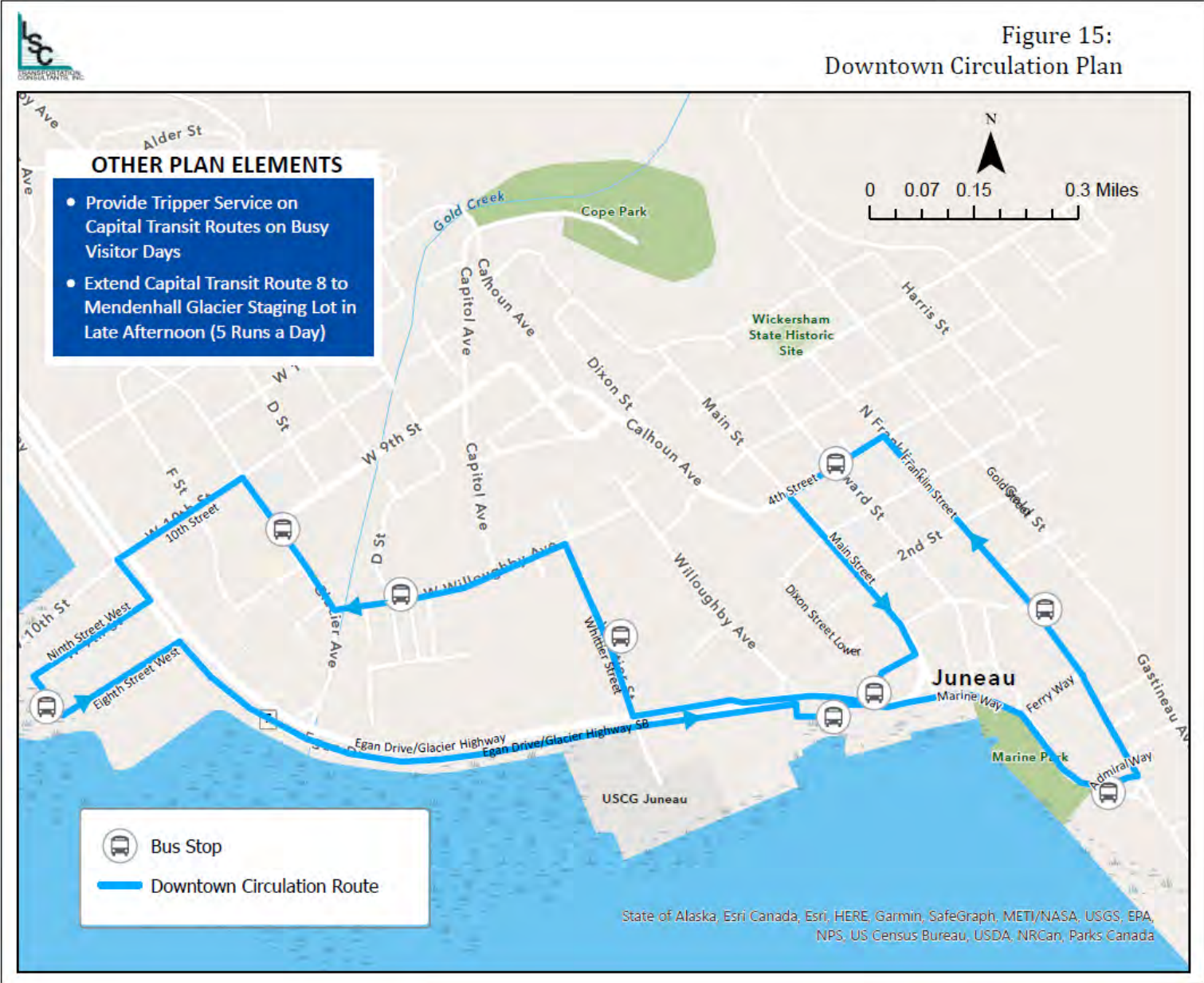
The following three services were recommended to the PWFC to alleviate the pedestrian congestion within downtown Juneau and address challenges related to Mendenhall Glacier access and overcrowding along Capital Transit. While an overview of each service and its operation plan is included in Table 27 and Figure 15 below, the committee recommended service recommendations 1 and 2 for further approval from the City and Borough of Juneau Assembly. The following presents a summary of all three recommendations, though the reader is encouraged to refer to previous chapters of this report for additional discussion.

Table 27: Recommended Service and Operations Plan				
Service	Description	Dates/ Season	Days of Week	Time of Day
Downtown Circulator - Long Route Option	Frequent service from Downtown Juneau to Overland Park.	May 1st - October 3rd	Daily	9:00 AM - 9:00 PM
Capital Transit Tripper	Occasional service to accommodate high demand periods on Capital Transit routes	May 1st - October 3rd	Daily*	Varies
Limited Capital Transit Service to Mendenhall Glacier	Limited afternoon return service from the Mendenhall Glacier staging area.	May 1st - October 3rd	Daily	3:00 PM - 5:00 PM

** Note: Capital Transit Tripper is only be run on days where cruise ship port capacity exceeds 7,000 passengers.*

Service Recommendation 1: Downtown Circulator Service

A Downtown Circulator service should be initiated, following the route shown in Figure 15. The route circulates in a counterclockwise direction running east along Egan Drive, north along South Franklin Street, turning left along 4th Street, and heading south on Main Street towards the Downtown Transit Center. From the transit center, the service runs west and turns north along Whittier Street to stop at the Alaska State Museum.



From there the service continues north along Whittier Street, turns left on Willoughby Avenue stopping at the existing bus stop near Foodland Shopping Center before continuing onto Glacier Avenue. The route then turns onto 10th Street, traveling onward to Overstreet Park before returning along Egan Drive to begin the route again.

Stops consist of the following:

- Library/Marine Parking Garage
- Front Street & Franklin Avenue
- Seward Street & 4th Street
- Downtown Transit Center
- Alaska State Museum
- Foodland
- 9th & Glacier (Federal Building)
- Overstreet Park
- Egan & Willoughby (76 Egan)

This route requires 20 minutes per loop to operate, including loading and unloading time. It would operate continually, rather than on a set schedule.

Seasonal Schedule and Hours of Operation

Based on passenger data, service should be operated 7 days a week from early May through early October. The daily span of service should run from 9:00 AM to 9:00 PM. (Extending to 9:00 PM provides more opportunity to serve passengers having dinner on shore.) On busier days (approximately 104 days of the total 156-day operating season), one vehicle should be operated from 9:00 AM to 2:00 PM and two vehicles should be in operation from 2:00 PM to 9:00 PM (providing service roughly every 10 minutes).

Fare

A day pass should be offered for \$5.00, providing the opportunity for multiple hop-on/hop-off trips over the course of a day. In addition, persons showing a valid Capital Transit monthly pass should be allowed to board for free. For residents who do not purchase monthly passes, a season pass should be offered for \$20 per year.

Regarding fare collection, all fares collected would be considered property of CBJ. The contractor would collect fares, counts, and reconcile revenue, then deposit all fare revenue with CBJ or a CBJ bank account.

Service Operator

For at least the initial two years of implementation, it is recommended that a transit contractor be used to operate the service, provide the vehicles, and maintain the vehicles. Using a contractor allows the service to be implemented faster and provides greater flexibility to adapt services (and staffing levels) as real-world experience with the service is gained. This also addresses the fact that the existing Capital Transit facility does not currently have the space to store additional vehicles. Though the day-to-day operation of the service would be the responsibility of the contractor, CBJ would still be responsible for other tasks as discussed in the Management Plan, below.

Under this arrangement, the contractor would propose their fixed costs (management, share of facility utilities, insurance, providing the vehicles, etc.) into a monthly cost, and the variable costs of service (driver wages/benefits, fuel, maintenance, etc.) into the hourly fee to be paid by CBJ.

Capital Needs

Two vehicles will be needed for peak operations. An additional vehicle should be available as a spare, for a total of three. For the initial implementation, vehicles should be provided by the service contractor. Specifications regarding the vehicles (including the age and condition, as well as emission technologies) should be defined in the RFP. Over the longer term, zero-emission battery electric buses would be appropriate. This, however, needs to be an element in a broader zero-emission strategy for Capital Transit.

A small transit bus (capacity of approximately 30 passengers) would optimally be operated. This could be a traditional bus or a trolley replica. Vehicles (including the spare vehicle) should be branded in a distinct paint and logo schedule. Optimally, vehicles would be wrapped, though it may be necessary for initial service to rely on large magnetic signage to designate the circulator buses. Vehicles will need to be wheelchair accessible. The nine bus stops should be distinctively signed as Circulator stops. As shown in Table 28, new benches are recommended at three stops, along with a shelter (with bench) at Egan & Willoughby.⁵

Stop	Recommended Improvements			Notes
	Signage	Benches	Shelter & Pad	
Library/Marine Parking Garage	R	*	*	
Front & Franklin	R	R	*	Increased enforcement of No Parking in Bus Bay needed. Benches will require minor grading and paving. (\$5,000)
Seward & 4th	R	R	*	Benches on existing Sidewalk. (\$1,000)
Downtown Transit Center	R	*	*	
Alaska State Museum	R	R	*	
Willoughby and D St.(Foodland Shopping Center	R	*	*	Already an existing bus stop with shelter and bench
9th & Glacier (Federal Building)	R	*	*	
Overstreet Park	R	*	*	
Egan & Willoughby (76 Egan)	R	*	R	
Total Units	9	2	1	
Unit Cost	\$3,000	See Notes	\$40,000	Total
Total Cost	\$27,000	\$8,000	\$40,000	\$75,000

Potential Future Enhancements

Once the Downtown Circulator has been established and is running frequently, the resources could be used to provide additional services outside of its regular summer schedule. This may include services for special events in the downtown area, as well as seasonal services to other nearby activity centers such as Eaglecrest Ski Area.

⁵ The stop at the Alaska State Museum would optimally be in the Museum’s drop-off area (rather than on the east side of Whittier Street, if the Museum would allow it.

Service Recommendation 2: Capital Transit Peak Season Tripper Service

A “tripper” service is recommended to continue shadowing existing Capital Transit Routes 3 and/or 4 on peak summer season days to provide additional service along runs that are overloaded with visitor passengers. It would only run during peak days and hours to allow additional service for local passengers. This additional service should not be shown on the schedule. Rather, Capital Transit drivers should be on standby (on the payroll) to operate along routes as needed when passengers are left at the curb.

It is recommended that Capital Transit set service criteria to accommodate 95 percent of the existing observed left-behind passengers (as shown in Table 14). The Tripper service should be scheduled for days when cruise ship capacity in port is forecasted to exceed 7,000 passengers. Based on 2023’s cruise port capacity calendar, this criteria would require bus tripper service to be scheduled 39 days during the cruise ship season. On each day, drivers should be scheduled for an 8-hour shift. Existing data (shown in Table 12) indicates that a work shift from 10:00 AM to 6:30 PM with a lunch break could best add capacity when needed, though this may vary based on the specific annual cruise ship port capacity calendar. As this tripper service can be provided using the existing Capital Transit fleet, there are no capital needs associated with this strategy.

Service Recommendation 3: Limited Capital Transit Service to Mendenhall Glacier

It was originally recommended that limited Capital Transit service be provided to the staging area approximately ¼ mile south of the Glacier Spur Road Parking Lot during the afternoons of peak season. This should consist of five runs of Route 8 (half-hourly from 3:08 PM to 5:08 PM). This service would potentially add about 2.5 miles and 5 minutes of running time to the existing Route 8. It can be accommodated without significant changes to the transit schedules.

By providing afternoon service only, the goal of this limited service would be largely to retrieve visitors who had taken transit to Dredge Lake Road and walked to the Glacier, without making the public transit access to the glacier so attractive that it significantly impacts the private transportation firms and/or adds significantly to the impact that visitors are having on Capital Transit capacity.

Implementing this strategy would require the approval of the US Forest Service. As they are in the process of finalizing the environmental review of access improvements, it may be several years or more before this strategy can be negotiated and implemented. While this service recommendation is not being taken to the Assembly for further action, it is recommended that CBJ staff continue to coordinate with the USFS in planning for the staging area lot.

Seasonal Schedule and Hours of Operation

The Mendenhall Glacier stop would only be served every half hour from 3:08 PM to 5:08 PM. This would provide the opportunity for visitors to make a short afternoon trip to visit the glacier, perhaps after conducting another tour earlier in the day. An example schedule is provided in Table 24 in Chapter 8.

Capital Improvements

While this strategy does not require additional vehicles, a stop will need to be established at the staging area, including a shelter and concrete pad. This could be a stand-alone structure or integrated into a larger USFS facility. A budget of \$40,000 has been identified for this improvement.

Marketing Plan

The Downtown Circulator options would require a strong marketing effort. A marketing campaign could be organized internally or outsourced to a marketing agency through an RFP. A successful marketing campaign would focus on target audiences, through several strategies as described in additional detail below. The following was created based on goals and objectives, outlining the strategies and techniques necessary to meet these goals.

Goals and Objectives

The major goals and objectives that should be accomplished through a Downtown Circulator marketing campaign should include:

- **Raising Awareness/Education:** Creating awareness and improving local knowledge of the Downtown Circulator.
- **Increasing On-Shore Activities:** Cultivating a diverse selection of on-shore activities for cruise ship passengers.
- **Increasing Tourist Presence throughout Downtown:** Encouraging visitors to venture deeper into Downtown and further north than the immediate Franklin and Egan Street corridor.
- **Building Relationships with the Downtown Business Association:** Coordinating collaborative partnerships amongst business owners in the downtown area.

Overview of Marketing Strategies

The marketing campaign for the Downtown Circulator should feature the following strategies:

- **Target Audiences:** Marketing materials, radio ads, and/or TV commercials should target the audience and general messaging for such marketing materials and commercials.
- **Brand Identity:** The service would want to stand alone and be fully branded with a distinct name, logo, and color scheme. It may require its own website or at least a distinct page within an existing website.
- **Community Stakeholders:** Building on the list of stakeholders and community members identified during this study, a list of key community stakeholders should be identified, as well as appropriate means and timing for contacting them about the circulator service. This group would include members of the downtown business owners and employees, cruise ship liaisons, government agencies, and other major tourism community leaders. Their role would be to distribute marketing materials to raise awareness about the service within the community as well as amongst tourists.

- **Marketing Materials:** Several mediums of marketing materials should be developed for outreach. The following materials could be provided in English as well as other languages for distribution through the near community and cruise ship coordinators.
- Press releases to the local Chamber of Commerce and City and Borough of Juneau.
- Printed flyers, visitor guides, etcetera
- News Media Print and Web Ads.
- Social media platforms and posts such as Facebook, Instagram, and Twitter.
- **Website Updates:** All related websites should be updated with clear information regarding the new service. This could include Travel Juneau, Capital Transit, Juneau.org, etc.
- **Suggestions for Promotional Events:** A few pop-up promotional events could introduce the service to potential passengers.

Raising Community Awareness

Community engagement is the core emphasis in the rolling out of the Downtown Circulator. Identifying who needs to be notified of the service is essential in creating an outreach effort that is effective and all-encompassing.

Community Stakeholders

Another essential part of reaching these specific subgroups of riders is the coordination and inclusion of community stakeholders throughout the implementation of new services. The CBJ should have two approaches when marketing new routes and services to the public and visitors: 1) sharing information when the public and visitors seek it and 2) going to the public and visitors to share information. The first approach will include updating all current means of providing information (transit guides, maps, website, etc.) to include the Circulator service alongside other forms of regional transportation. For the second strategy, identifying and engaging community stakeholders who have access to potential passengers will be critical.

A coordinated effort to keep these stakeholder contacts aware of current services, changes to services, and updated marketing materials should continue to go on before, during, and after Downtown Circulator services have been implemented.

MARKETING STRATEGIES

The following section deals with the other four marketing strategies: marketing materials, website updates, promotional events, and marketing timelines. This section concludes with a sample schedule for rolling out the new services campaign.

Marketing Materials

Photography

It is important to create a library of high-resolution photography for use in press releases, print and web ads, and social media posts to help guide and raise awareness of transit services. In the early stages of the circulator service, a photographer should be hired for a photo shoot of the circulator bus, drivers, passengers, and the circulator at iconic places such as Overstreet Park. Having a library of high-resolution photography lends itself to having better marketing materials across all types of media during the launch of this service.



Print Advertising

Printed materials include flyers, posters, billboards, and newspaper print ads. They should appear related in general look and feel, however, their content may differ slightly depending on the specific type of audience under consideration and where the content will be posted. They may feature either website links or QR codes for people to be directed to the website for the most up-to-date information.

Online Advertising

Similar to print advertising, online ads may include very simple content that engages the audience to click on the ad to learn more about recent service changes. Ads may be of various sizes depending on the online news media outlet that they are to be featured on. Ads will be clickable and direct viewers to the circulator website to learn more. While the circulator service should be marketed to local residents and business owners, it is also important to create online advertising specifically targeting cruise ship passengers.



Social Media

Similar to other marketing materials, each post should be customized to attract and engage a particular audience. Featuring specific photography and language style that speaks to your primary rider demographics aids in pulling each individual into the post. An effort should be made to include several types of demographic populations in the photoshoot.

Website Updates

The most important online material will include the creation of and updates to the Downtown Circulator website. The schedule of services should be easy for someone to find when visiting the site. In addition, any changes to service should be clear and concise with a schedule that is easily understood.



Promotional Events

While the distribution of marketing materials in both print and digital formats is paramount in launching new services in the area, hosting a series of in-person events complements the effort and allows time to engage with both residents and visitors on a personal level.

MARKETING TIMELINE

The timing of marketing activities is crucial. All in-person events and supporting materials should be planned far enough in advance to allow people to plan to attend, but close enough to an impending change that the public will maintain focus and enthusiasm for the change. The following is a sample schedule for rolling out new services, assuming a launch in late April in early May 2025.

October 2024 (7 months to launch)

- Set an official launch date in April 2025 for beginning services in May 2025.
- Engage with graphic design and marketing consultants.
- Create a plan of deliverables.
- Graphic design and marketing consultant to begin the logo design process.
- Naming contest or marketing consultant to begin the naming process.

December (5 months to launch)

- Graphics designer to create posters, flyers, print and web ads, and any other visual marketing materials for launch events.
- Engage with stakeholders to announce the Downtown Circulator service.
- Plan to attend other community events.

February (3 months to launch)

- Send follow-up emails to stakeholders to inform them of the Downtown Circulator fellow employees, clients, and their communities. Ensure that the website is active and updated.
- Schedule radio, web, and print ads announcing the new service coming soon.
- Print and produce all large format billboard/poster banners for distribution at various bus stops.

March (8 weeks to launch)

- Run ads, follow up with stakeholders, and attend any other community events.
- Post print announcements
- Draft Press Release
- Begin posting to social media channels.

May (launch month) and Beyond

- Email stakeholders of implemented changes.
- Send Press Release to all local news outlets.
- Hold a media event in downtown Juneau, such as a ribbon cutting.
- Post social media ads targeting specific communities in the region.
- Receive edited photography and share it with a graphic design consultant for marketing materials.
- Hire a photographer to capture transit ridership, staff, and buses for marketing materials.
- Monitor passenger comments and complaints to identify particular issues or areas of concern, and modify public information (website, posters) as appropriate.
- Follow up with stakeholders to receive any feedback and make sure that communities and clients have been made aware of service changes.

As outlined above, the outreach plan for rolling out new transit services should begin at least six months ahead of new service implementation. The marketing effort begins with hiring a marketing and/or graphic design consultant to determine a plan to launch the service in early May 2025. In addition to a website, logo and branding, and social media materials, the process includes posting large-scale marketing materials such as bus stop boards and/or bus wraps.

Lastly, once the new Downtown Circulator service has been launched and the schedules and websites have been updated, a post-effort that focuses on receiving additional input should be initiated. During this time outreach to stakeholders, residents, and visitors should be held to better understand what can be done to make the service better moving forward.

MANAGEMENT PLAN

The following section describes the costs of management tasks towards implementing the above-recommended services.

Service Recommendation 1: Downtown Circulator

At least for the first few years, the Downtown Circulator should be operated through the use of a transit contractor. CBJ staff, however, will still need to take on substantial responsibilities:

- Preparing and administering a Request For Proposals (RFP) process to retain the best-qualified transit service operator.
- Managing the funding for the service and expenditures (including reviewing contractor invoicing).
- Implementing the marketing plan for the Circulator (as discussed above).
- Implementing the transit stop amenity improvements and signage.
- Monitoring service operations and public response to the Circulator service. This includes serving as an opportunity for the public to provide input on the service and any complaints regarding the contractor.

This additional workload is estimated to total approximately \$16,000 in staff time for initial implementation, and an additional \$24,000 per year in ongoing staff time.

Service Recommendation 2: Capital Transit Tripper

Management of the tripper service should be provided through the normal course of Capital Transit operations. Vehicle hours expended on this service should be tracked, as well as the date, time, location, and number of passenger boardings served by the tripper buses.

Service Recommendation 3: Limited Extension to Mendenhall

Although this option is not being recommended for Assembly action, ongoing coordination with the USFS regarding transit passengers accessing the Mendenhall Glacier as well as the time needed to manage the bus stop improvements can be accomplished existing staff.

Monitoring and Reporting

An important element of the overall visitor circulation strategy is a robust monitoring and reporting process. This will be important in providing decision-makers and the community with a good, data-based understanding of the effectiveness of the strategies. Monitoring of the Downtown Circulator should include the following:

- Requiring the service contractor to record ridership by day, vehicle, and run start time, as well as to document the service vehicle-hours, any accidents and incidents, and any public input or complaints received.
- Conducting passenger surveys in several periods throughout the operating season to obtain information on the following:

- Passenger type (cruise passenger, other visitor, resident, etc.)
- Size of travel group
- Trip purpose
- Number of trips per day and per week
- Perception of the service from various criteria (convenience, quality of stops, value, etc.)
- Where and when they learned about the service
- Suggestions and comments
- Conducting passenger boarding and alighting counts in several periods throughout the operating season.
- Providing email and phone opportunities to provide public input regarding the service, or to provide any complaints to CBJ regarding the service contractor.
- Preparing an annual end-of-season report summarizing the data collected and making recommendations regarding changes to the services.
- Making presentations to the Borough Assembly and the Juneau Commission on Sustainability.

IMPLEMENTATION PLAN

As described in Chapter 8, each specific service under the recommended plan varies in the scope of implementation. The following describes items to consider in the implementation of each service as shown in Table 29. Note that while the Limited Service to Mendenhall Glacier recommendation is included, it is not currently being considered for implementation at this time.

The *Downtown Circulator* will require not only the procurement of a private transportation provider for operations but also a substantial effort in marketing and branding the service. After the official approval of the Circulator Study, a Request for Proposals should be drafted and issued (March through May 2024). It is then suggested that the bus stop improvements indicated in Tables 21 and 22 be implemented during the summer months of 2024. In coordination with interviewing and hiring a private contractor, the process of branding the circulator service should begin. It should have a memorable name that fits with the region and has an easily recognizable logo. Marketing materials would include radio, television, news, and social media campaign materials notifying the public and cruise providers of the available service. The circulator service is anticipated to begin in May 2025.

As the *Capital Transit Tripper* service was already in operation as of the summer of 2023, the implementation of this strategy will require fewer resources than the circulator. It is recommended that the 2024 cruise ship port capacity calendar be used to plan tripper services on days exceeding 7,000 passengers. Based on the 2023 calendar, this will be for approximately 39 days throughout the season and will require additional driver staff to accommodate the increase in service. As this service is not to be advertised, it requires no marketing materials or additional public awareness.

The implementation of *Limited Service to Mendenhall Glacier* will need to be an ongoing conversation between the City and Borough of Juneau and the Forest Service. With the release of the recent *Visitor Improvement Project plan*, providing even limited afternoon services to Mendenhall still may be a long-

term service. Please note that Limited Service to Mendenhall Glacier is not being recommended to the Assembly by the PWFC at this time.

FINANCIAL PLAN

Operating Financial Plan

Operating Costs

The costs and revenues associated with operations and management of the strategies are shown in Table 30. Costs are estimated for initial implementation (before service initiation), Year One of service, Year Two of service, and Long-Term. As vehicles are planned to be provided through the service contract in Years One and Two, the operating costs include vehicle lease costs. In the long term, the provision of publicly owned vehicles will eliminate these lease costs. Specific costs are estimated as follows:

Costs for the operation of the Downtown Circulator as well as provision of vehicles will be determined through the RFP process. For planning purposes, the existing Capital Transit budget was used to develop a cost equation that can estimate the cost of service, as follows:

- Operating Cost = \$163.10 X vehicle-hours of service + \$2.45 X vehicle-miles of service
- Vehicle Cost = \$3,500 per month

These costs are forecast to total \$524,400 in the near term, and \$471,900 in the long term. Marketing costs are estimated to total \$15,000 for initial implementation (branding) and then \$13,000 per year thereafter. Management costs are estimated to total \$16,000 for implementation and then \$24,000 per year. In sum, the Downtown Circulator will incur costs of \$31,000 for implementation, \$561,400 per year in the near term, and \$508,900 in the long term.

Table 29: Implementation Plan

Service/Task	2024												2025											
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec
Downtown Circulator																								
Circulator Study Approval																								
Prepare and Issue Request for Proposals																								
Bus Stop Improvements																								
Interview and Select Private Contractor																								
Branding and Marketing																								
Launch Press Release																								
Operate Circulator Service																								
Capital Transit Tripper																								
Expand Tripper Service																								
Limited Capital Transit Service to Mendenhall Glacier																								
Ongoing Communication with Forest Service																								
Monitoring																								
Collect Monitoring Data																								
Prepare/Present Monitoring Report																								

Table 30: Operating Financial Plan

	Initial Implementation	Year One Operations	Year Two Operations	Long-Term Operations
OPERATING COSTS				
Downtown Circulator				
Operations Cost	\$0	\$471,900	\$471,900	\$471,900
Vehicle Lease Cost	\$0	\$52,500	\$52,500	\$0
Subtotal	\$0	\$524,400	\$524,400	\$471,900
<i>Marketing Costs</i>				
Ads (Radio, TV, Newspaper)	\$0	\$10,000	\$10,000	\$10,000
Branding Identity	\$15,000	\$0	\$0	\$0
Materials (Flyers, Info postcards)	\$0	\$3,000	\$3,000	\$3,000
Subtotal	\$15,000	\$13,000	\$13,000	\$13,000
<i>Management Costs</i>				
Preparing RFP	\$8,000			
Managing the Contract and Funding		\$5,000	\$5,000	\$5,000
Monitoring the Service		\$3,000	\$3,000	\$3,000
Reporting to the Council and Committees		\$3,500	\$3,500	\$3,500
Managing Marketing Tasks		\$4,500	\$4,500	\$4,500
Monitoring and Reporting		\$8,000	\$8,000	\$8,000
Stop Improvement implementation	\$8,000			
Subtotal	\$16,000	\$24,000	\$24,000	\$24,000
Subtotal: Downtown Circulator	\$31,000	\$561,400	\$561,400	\$508,900
Capital Transit Tripper Service <i>39 days per season, 8 hours per day</i>	\$0	\$62,000	\$62,000	\$62,000
Mendenhall Extension	\$0	\$0	\$0	\$30,500
TOTAL	\$31,000	\$623,400	\$623,400	\$601,400
OPERATING REVENUES				
Downtown Circulator Fare Revenues (1)	\$0	\$453,000	\$604,000	\$604,000
Mendenhall Glacier Fare Revenues	\$0	\$0	\$0	\$9,200
Subtotal	\$0	\$453,000	\$604,000	\$613,200
Marine Passenger Fee	\$31,000	\$170,400	\$19,400	\$0
TOTAL	\$31,000	\$623,400	\$623,400	\$613,200
BALANCE	\$0	\$0	\$0	\$11,800
Note 1: Assuming ridership in Year 1 is 75% of full potential ridership.				

The cost of 8 hours per day of tripper service on 39 days per year, at Capital Transit’s current cost rate, is \$62,000 per year. If Capital Transit service was to extend to Mendenhall Glacier in the long term, this would increase annual operating costs by \$30,500 in today’s dollars. In sum, the three service strategies will incur a cost of \$31,000 for start-up expenses, \$623,400 per year in the near term, and \$601,400 per year in the long term.

Operating Revenues

Downtown Circulator passenger fares (at \$5.00 for a day pass and discounts for residents) are forecast to generate \$604,000 per year once passenger potential is fully realized. Experience with new transit services indicates that the first year of service typically does not meet the full ridership potential, as marketing efforts take time to be fully effective and potential passengers are not fully aware of the service. A 25 percent reduction in passenger revenue was therefore applied for the first year of service. In the long term, once Capital Transit service is extended to Mendenhall Glacier, this is expected to also generate a relatively modest fare revenue of \$9,200 per year.

As other local and federal operating sources are fully allocated to existing Capital Transit services, the remaining required operating funding should be generated through the Marine Passenger Fees. As shown in the bottom of Table 30, this equates to \$31,000 for initial implementation, \$170,400 for Year 1 operation, and \$19,400 for Year 2 operation. In the long term, the reduction in operating costs associated with the provision of public vehicles is forecast to allow fare revenues to fully cover costs, which would avoid the need for Marine Passenger Fees. It is important to underscore, however, that there is a substantial level of uncertainty regarding both the fare revenue estimate and the operating cost estimate, and any additional funding would be addressed through the Marine Passenger Fee program.

Capital Financial Plan

Capital Costs

The capital costs of the visitor circulation strategies consist of the following, as shown in Table 31:

- \$3,150,000 for the purchase of three zero-emission buses (including one spare vehicle)
- \$73,000 in stop improvements for the Downtown Circulator
- \$40,000 allocated for public bus stop improvements at Mendenhall Glacier

Table 31: Capital Funding Plan	
Service/Item	Cost
Capital Costs	
Downtown Circulator	
Stop Improvements (Benches, Signage, Shelter)	\$73,000
Zero Emission Vehicles (3)	\$3,150,000
Limited Services to Mendenhall	
Bus Stop Improvement	\$40,000
Total	\$3,263,000
Revenues	
Federal Funding	\$2,520,000
Marine Passenger Fee	\$743,000
Total	\$3,263,000
Balance	\$0

Capital Revenues

Revenues to address the total of \$3,263,000 in capital funding needs consist of the following:

- Federal Transit Administration Section funds, such as the 5339(c) Low or No Emission Grant Program, are available for up to 80 percent of the cost of zero-emission buses.
- Marine Passenger Fees should address the remaining 20 percent of the vehicle purchase costs as well as all of the bus stop improvement costs.

In total, this calculates to \$2,520,000 in federal funds and \$743,000 in Marine Passenger Fee revenues. If federal funding is not fully available, Marine Passenger Fee requirements may be higher.

Appendix A
STAKEHOLDER COMMENTS



Juneau Commission on Sustainability

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155 S. Seward Street • Juneau, AK 99801

October 20, 2023

Alexandra Pierce, CBJ Tourism Manager
155 S. Seward St
Juneau, AK 99801

Subject: Draft *JUNEAU VISITOR CIRCULATOR STUDY* Review of Report-JCOS Comments and Recommendations

The City and Borough's Commission on Sustainability (JCOS), which recommends sustainability policy to Juneau's elected officials, has strongly supported a shift toward electric vehicles for the CBJ transit system and continues to do so for the circulator concept. The whole goal of cruise ship shore power is to remove emissions and improve air quality. An electric circulator system complements this effort to reduce air emissions issues in downtown Juneau and not compound the existing problem.

In 2010-2011, JCOS helped develop the *Juneau Climate Action & Implementation Plan* (JCAP), resulting in the CBJ Assembly adoption of the plan in 2011 (Resolution 2593). The JCAP set a goal of reducing greenhouse gas emissions by 25% by 2032. The JCAP includes several goals and recommendations relating to electric vehicle adoption for the CBJ transit system:

Goal T-1: Reduce municipal fleet-related emissions.

Strategy TI-A. "Purchase low or zero-emission vehicles or renewable fuel vehicles to test for fleet use."

Goal T-2: Increase Capital Transit ridership

Strategy T-2. "Purchase only alternative/renewable fuel or hybrid transit vehicles." This developed from the recommendation in the 2008 (15 years ago) CBJ Transit Development Plan that the CBJ consider future fleet purchases of alternative fuel vehicles such as hybrid-electric.

Goal T-3: Reduce emissions per vehicle mile driven.

Strategy T3-B. "Consider the feasibility and economic viability of replacing the existing fleet with electric buses."

In 2018, the Assembly adopted the *Juneau Renewable Energy Strategy* (Resolution 2808) developed and drafted by the JCOS. Building on actions in the earlier JCAIP, the 2018 JRES supports increased use of renewable energy in the community. The JRES strengthens our community's long-term commitment to the similar goals expressed in the 2011 JCAIP and repeatedly identified under the CBJ Assembly's annual sustainability goals. Reduced reliance on fossil fuels for transportation is one of the four key strategy areas

the JRES identified. **Incorporating electric circulator buses would be of great value to the CBJ in taking the next steps to make these community aspirations a reality while simultaneously marketing Juneau as a clean port destination.**

Juneau Commission on Sustainability's key areas of comments and recommendation on the JUNEAU VISITOR CIRCULATOR STUDY:

Federal Funding Opportunities and Assistance

JCOS requests a thorough identification of federal funding opportunities to help pay for the circulator expansion of CBJ Transit since it is apparent that there are several DOT, EPA, and perhaps other programs available to assist the CBJ in instituting a circulator without all costs being borne by the Juneau taxpayers or ridership fares. JCOS helping CBJ has been extremely successful in securing millions of federal dollars through the Section 5339(C) LOW OR NO EMISSION GRANT PROGRAM in acquiring replacement and for new improved service buses. Another CBJ success to build on is the 5339 (B) BUS FACILITIES GRANT PROGRAM that is appropriately managed would pay for downtown bus charging facilities and safe, well-lit and perhaps heated bus pick up/drop off stations along the circulator route to provide safe and dry facilities for our residents and visitors alike. While JCOS is experienced with these two programs, independent discussions with our Congressional delegation staff and review of the Inflation Reduction Act and the Bipartisan Infrastructure bill championed by Senator Lisa Murkowski would provide economic opportunities to timely make a clean circulator system in downtown Juneau a reality without paying for it entirely on the backs of Juneau taxpayers. In the final report, we would like to see a detailed discussion on all federal and state funding opportunities and mechanisms to help pay for the circulator system.

Juneau Resident Value Added Benefits

JCOS requests additional work and discussion on providing "value" to our Juneau residents. The report does a fine job at visitor benefits but is missing a section on value-adding the Juneau circulator system to Juneau residents and taxpayers.

JCOS would like to request a discussion on a downtown park and ride section. Downtown parking is an actual or perceived problem for residents. However, parking and visitor congestion is a problem that the circulator concept attempts to alleviate. Therefore, extending the value of the circulator concept to serve the needs of Juneau residents should be articulated in the final report. The circulator study should consider a CBJ-designated downtown "park and ride" parking lot(s). If the report and CBJ supported incorporating park-and-ride lots into the circulator concept, it would provide a valuable service to Juneau workers and visitors (requiring more than a 2-hour parking limit) to park their vehicles and then ride to and from the downtown corridor.

Juneau also hosts several significant events in Juneau, including the Juneau Folk Festival, Gold Medal Basketball Tournament, and the Sealaska Heritage Celebration events. A circulator that operates outside the tourist season that can assist in Juneau hosting these and more events not only helps visitors but it will increase restaurant and shopping traffic to our downtown corridor for these events.

Another salient discussion point is that these circulators can provide "beyond tourism season" on-call transportation from local downtown hotels and designated downtown pick-up stations to Eaglecrest for

our growing winter tourism. Residents can use this system to reduce congestion and parking requirements at Eaglecrest. The final report could also explore and discuss other opportunities that increase the circulator concept's value proposition to improve and optimize Juneau resident's services and more fully utilize transportation investments outside the traditional tourism season.

Avoid Mendenhall Glacier Visitor Center Issues with the Downtown Circulator

The whole discussion of the Mendenhall Glacier, its permitting, its impacts, its potential disruption, and displacement of private businesses and local operations is a distraction to implementing here-and-now solutions for the downtown circulator. The CBJ does not control the access to the visitor center and while the CBJ is encouraged to negotiate and consult, the CBJ does not control the permitting and access to the Glacier. JCOS is not recommending a protracted discussion with the US Forest Service and its management of the Mendenhall visitor center that serves to stall solutions and implementation time for a downtown circulator. This important topic can be dealt with in another study or effort separate from the immediate issues concerning a downtown circulator.

Profit/Loss/ Cost Sensitivity Analysis and Public-Private Partnerships

JCOS recommends a more robust exploration and discussion in this crucial area of the report. Circulators can make money and, if properly managed with efficiency and competency, contribute to Capital Transit's bottom line in capital and operations, improving economics as well as perceived value to Juneau residents. JCOS would recommend that the report conduct a sensitivity analysis on fee structures with beneficial scenarios that support local ridership.

For example, could CBJ Capital Transit monthly passes be incorporated to provide free additional circulator service?

Could monthly park-and-ride fare service that included access to off-downtown-corridor parking be integrated so that Juneau residents did not have to pay a high daily rate? The daily circulator rate could be raised and the monthly rate reduced so that the Capital Transit could afford "several," meaning three (3) or more buses to provide optimal service and keep locals and tourists from waiting in the rain. An effective circulator must be safe and reliable. Therefore, a more robust downtown circulator may be required based on ridership, especially if CBJ management effectively used and parlayed federal funding to help initially pay for the capital investment.

JCOS understands, based on past reports and anecdotal information, that our visitors are willing to pay for a proven, safe, effective, and timely service. However, no surveys or cost sensitivity analysis based on other competitive correlations appear in the report and should be considered.

Also, more information would be required to optimize services with a public/private partnership in that the CBJ could offer the service to a private operator but receive a "cut" to pay for capital infrastructure, replacement, and managerial operations. These options and costs need more exploration to maximize service at the lowest price for Juneau residents while optimizing revenue from visitors alike with appropriate fee structures of daily versus more extended duration fees.

In summary, the JCOS appreciates the invitation to comment. JCOS requests that our comments and other public comments be placed in a report appendix and made an integral component of the final report. We

also ask that in case a written and documentable invite has not already occurred, both Juneau tribal entities, the Douglas Indian Association and the Central Council of the Tlingit and Haida Indian Tribes of Alaska, be directly and cordially invited to make comments for CBJ to maximize any future Justice 40 and environmental justice points for any future federal funding grant and programmatic funding.

Sincerely,



Gretchen Keiser, JCOS Chair



October 30, 2023

Alexandra Pierce
Tourism Director
155 South Seward Street
Juneau, AK 99802

RE: Downtown Business Association (DBA) comments on the Juneau Visitor Circulator Study

Dear Ms. Pierce,

Thank you for attending and presenting at our recent DBA board meeting on October 10. The DBA board appreciates your efforts to advance Juneau's visitor industry, which many of our 135 downtown member businesses, their employees, and families rely on. A clean, safe, reliable downtown circulator has been a DBA priority for over a decade, expressed in several letters, presentations, and resolutions shared with partners and the CBJ. We hope our comments now are timely and helpful to optimize the success of a downtown circulator plan. We concur that a downtown circulator will have benefits for cruise ship passengers to Juneau as well as locals.

According to a Cruise Line Industry Association (CLIA) report in 2018 (pre-COVID), the median age of Alaska cruise passengers is 54 and slightly older than other cruise line destination vacationers. Most Alaska cruise travelers are employed (72 percent), and 21 percent have retired. According to former Mayor Greg Fisk in his downtown circulator presentations, the average Alaska cruise passenger has a walking radius of $\frac{1}{4}$ mile. This limited walking distance is further limited by travelers with health or mobility conditions. Additionally, some cruise visitors do not visit or shop in Juneau for lack of downtown shopping access options due to weather or mobility issues. This phenomenon is especially true for vessels not docking at 16B public docks. Overcoming this transportation barrier with a convenient downtown circulator provides options for eager-to-spend customers at DBA eateries, drinking establishments, and shops, beneficially impacting DBA members and CBJ sales tax revenues. A small percentage of increased shopping visitors that would otherwise "stay on the ship" would help pay for the circulator through increased sales tax from this "stay on the ship" segment.

The visitor industry is an important economic component of DBA members and CBJ tax revenues. A downtown circulator has several economic and social benefits. We also note that a poorly designed and/or poorly managed circulator that does not meet the standard of safety, cleanliness, quick access, and disembarkation or poorly planned stop locations would be problematic. Therefore, CBJ leadership, management, and planning, not infrastructure, are perhaps the determining criteria for a downtown circulator's success. The DBA is interested and supportive of a circulator that adds value to the Juneau visitor experience, our downtown members, and residents. The Juneau Visitor Industry 2022 survey identifies that spreading out tourist congestion is a high priority and important to Juneau residents. Likewise, heavy traffic areas with shops experiencing high rental rates can be mitigated with proper planning of circulator stops that are well planned and coordinated with DBA and its members.

Additional comments regarding recommendations:

Below are some key comments from our membership regarding possible recommendations:

- The identification of appropriate circulator stops will require specific design considerations to reallocate foot traffic from high-density areas while also harmonizing and adding value. These properties with high lease rates should not be negatively impacted by the circulator.
- Circulator stops must be clean and well-lit with no loitering for non-patrons. Maintaining these high standards will be necessary to ensure a positive experience for visitors and residents.
- Consideration should be given to circulator stops that can provide downtown employees with a park-and-ride option to their place of employment from Franklin, Seward, and Main Street.
- A circulator should provide downtown residents access to groceries, hardware, banking, and pharmacy services. Thus, we favor the long route described in the study completed by LSC Transportation Consultants and strongly support a stop at the Foodland Shopping Center.
- The Mendenhall Glacier Visitor Center has unique access issues requiring bifurcation from the downtown circulator project. We recommend that this project stays focused on being a downtown-specific solution that provides immediate access to a vibrant and accessible shopping area while simultaneously dispersing downtown congestion-related visitor traffic.
- The circulator should utilize clean energy (electric or hybrid preferred) and provide the public with easy, non-step access on and off the bus with timely and dependable service.
- In terms of scheduling, we favor at least two circulators with no more than 15-minute intervals to allow visitors with limited time to shop and spend locally.
- Year-round service would benefit our downtown residents who do not drive.

Please know that we appreciate your presence at our recent DBA board meeting and for allowing us the opportunity to discuss this study with you. We fully support a well-designed circulator with adequate service and proper city management to address the needs of Juneau's visitor industry, a core economic driver upon which our members, their employees, and their families rely.

Venetia V Santana
President, DBA Board of Directors