

**ASSEMBLY STANDING COMMITTEE
COMMITTEE OF THE WHOLE
THE CITY AND BOROUGH OF JUNEAU, ALASKA**
August 18, 2014, 6:00 PM.
Municipal Building - Assembly Chambers

Assembly Work Session

- I. ROLL CALL**
- II. APPROVAL OF AGENDA**
- III. APPROVAL OF MINUTES**
 - A. July 28, 2014 Assembly Committee of the Whole Minutes**
- IV. AGENDA TOPICS**
 - A. Juneau Economic Development Plan**
 - B. Captial Transit Revised Plan**
 - C. Shattuck Way - Pedestrian Street Proposal**
- V. ADJOURNMENT**

Note: Agenda packets are available for review online at www.juneau.org.

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**ASSEMBLY AGENDA/MANAGER'S REPORT
THE CITY AND BOROUGH OF JUNEAU, ALASKA**

July 28, 2014 Assembly Committee of the Whole Minutes

ATTACHMENTS:

Description	Upload Date	Type
☐ Draft Minutes - July 28, 2014 COW Meeting	7/30/2014	Minutes

**ASSEMBLY STANDING COMMITTEE
COMMITTEE OF THE WHOLE
THE CITY AND BOROUGH OF JUNEAU, ALASKA
MINUTES**

July 28, 2014, 6:00 PM.
Municipal Building - Assembly Chambers

Assembly Work Session

I. ROLL CALL

Mayor Sanford called the meeting to order at 6:00 p.m. in the Assembly Chambers.

Assemblymembers Present: Karen Crane, Loren Jones, Jesse Kiehl, Jerry Nankervis (teleconference), Merrill Sanford, Kate Troll and Randy Wanamaker

Assemblymembers Absent: Mary Becker and Carlton Smith.

Staff Present: Kim Kiefer, City Manager; Rob Steedle, Deputy City Manager; Amy Mead, Municipal Attorney; Laurie Sica, Municipal Clerk; Hal Hart, Community Development Director; Eric Feldt, Planner and Bob Bartholomew, Finance Director.

II. APPROVAL OF AGENDA

None.

III. APPROVAL OF MINUTES

A. June 23, 2014 Assembly Committee of the Whole Draft Minutes

Hearing no objection, the minutes of the June 23, 2014 Assembly Committee of the Whole Meeting were approved.

IV. AGENDA TOPICS

A. Juneau Economic Development Plan Update

Jim Calvin and Barbara Sheinberg were present to discuss the economic development planning project.

Mr. Calvin distributed a packet of information outlining the draft plan table of contents, the vision and core economic development principles, foundational areas for economic development, 10-year economic development initiatives, and tools to assist with decision-making.

Ms. Sheinberg asked the Assembly to let them know if they were headed in the right direction. She said they had a tremendous amount of input and they attempted to articulate a vision statement reflecting core principles heard from the community. The draft vision statement was, "A vibrant, diversified, and stable economy built around a business climate that encourages entrepreneurship, investment, innovation, and job creation; and supports the environmental, cultural, and social values that make Juneau a great place to live and enjoyable place to visit."

Ms. Sheinberg read the core economic development principles. She said these reflected the common threads from comments they had heard in their communication with the community.

Mr. Calvin said the vision and principles were a work in progress and things that they thought the community could support. The basic, high level statements formed a basis for more specifics. Mr. Calvin reviewed the six foundational areas, including traditional pillar businesses, trending opportunities, regulation and business climate, infrastructure (transportation, communication,

housing, energy, etc.), human capital (talent) and neighborhood business hubs.

Mr. Wanamaker asked if the cost of energy and the effect on business was included and Mr. Calvin said yes, that need had been identified and included in infrastructure.

Ms. Sheinberg said they had the beginning of 30 "candidate areas" for initiatives, many ideas that Juneau could benefit from to create year round jobs. The Comprehensive Plan was comprehensive, but the Assembly asked for a strategic plan to direct results. Criteria to help set priorities and identify a limited number of initiatives may include: opportunity areas the economic baseline research has identified, repeated messages about barriers and obstacles from the public and businesses, opportunity areas identified by businesses, opportunity areas identified in economic development research or research into other community's successful economic programs, the Assembly's priorities, potential opportunity areas due to Juneau's position in the regional and broader economy, eliminating items that are realistically beyond our control, building on known and proven strengths, and capitalize on current Juneau demographic strengths and challenges.

Ms. Troll said the criteria were good tools for prioritization. The Assembly's priorities included items that were not economically development focused, so how would the Assembly's priorities be derived? Mr. Calvin said the last pages were a broad list of initiatives and he asked the Assembly to review how they had distilled the information they had heard and provide feedback in a few weeks. Ms. Sheinberg said after they have identified 10-12 strategic initiatives, a ten year initiative format was outlined for how a list of actions would be developed, with measures of progress. They will be ten year initiatives but putting the emphasis on the first few years as things change over time.

Mayor Sanford asked where the arts were addressed in the plan. Mr. Calvin said it was in foundational area 2.

Mr. Jones asked about the drafting of two documents - the business survey report and the revised household report with the on-line sureveys. Mr. Calvin said those were pending and would be provided shortly.

Ms. Crane asked if the public would see enough detail to provide good comments. Mr. Calvin said that was the purpose of the meetings and they would be working hard to manage the best use of the public's time.

Ms. Kiefer said the next update was set for August 18 and Mr. Calvin would do his best to make that work.

Mr. Wanamaker asked if they have defined genuine disincentives to business development in Juneau. Mr. Calvin said much of their work was on breaking down those disincentives/barriers or taking advantage of an opportunity. Ms. Sheinberg said the business survey asked many of those questions and they were getting good information on barriers in the business community's perspective.

Mayor Sanford thanked Mr. Calvin and Ms. Sheinberg for their work and the presentation.

B. Ordinance 2014-14 An Ordinance Amending the Land Use Code Relating to Rezoning Procedures.

This ordinance was introduced on May 19 and referred to the Assembly Committee of the Whole on June 16. At that meeting, the Assembly Committee of the Whole discussed the matter in a joint meeting with the Planning Commission, and forwarded the matter to the Assembly for public hearing on June 30, 2014. At the June 30, 2014 Assembly meeting, the Assembly referred the matter back to the Committee of the Whole. Mayor Sanford stated that he anticipated the matter would be addressed at a public hearing at the August 11, 2014 regular Assembly meeting.

Ms. Mead said at the end of the June 30 meeting, there were discussions about what happened once

a decision on rezoning came to the Assembly on review. The ordinance was silent regarding that, because in drafting, she had referred back to past practice, because past practice was silent. She recommended that a process be codified for what happens when the rezone decision was made and there was a recommendation up or down from the Planning Commission. She said she distributed the Anchorage process for the Assembly's review by e-mail in early July and thought that process was well thought out.

Mayor Sanford said it was apparent more work was needed, in particular how to address the "no decisions" from the Planning Commission.

Ms. Crane said she did not see the Anchorage process and she wanted to know what the public process would be. Ms. Mead said in Anchorage, the "yes" recommendations work the same way as the Juneau code, and a rezone request comes to the Assembly as a recommended ordinance approving the rezone. A "no" decision works differently than the current Juneau code, in which a final decision of the Planning Commission is appealable to the Assembly. A "no" decision under the Anchorage model, the "no" decision rests with the Anchorage Planning Commission, unless the applicant requested that an ordinance be prepared and forwarded to the Assembly for consideration. The Anchorage code outlined the process before the Assembly. Ms. Mead said she would like to hear from the Assembly what it thought that process might be in Juneau in order to bring forward another version for Assembly consideration. She said it could be the normal ordinance public hearing process or a separate hearing, or some other review process. She said the process should be incorporated into this ordinance.

Ms. Crane asked how an applicant asked that an ordinance be prepared. Ms. Mead said that in Anchorage, a request was made to the Clerk's Office. A request to the Community Development Department made sense to Ms. Mead.

Mr. Jones said he was looking for a process that avoided giving the public only three minutes to speak to a contentious topic. He understood that the public testimony at a Planning Commission meeting could be provided. Perhaps a separate hearing would be in order. Ms. Mead said to clarify, when the Planning Commission recommended a yes, that was not appealable. The public could come before the Assembly to speak to the ordinance. When the applicant asked for a rezone and it was denied, that triggered an appeal from the applicant. She said she was hearing that the Assembly was interested in having a longer process for "both sides" when a rezoning ordinance was before the Assembly.

Ms. Crane said she wanted to be sure that the public felt they had adequate time if there was a no on an appeal and we have a process in place to allow the public to speak on that.

Mr. Kiehl said he was struggling with whether it was better to have a special process only for when the Planning Commission said "no," vs. "yes." If the Planning Commission approved a rezone, there could be an aggrieved neighborhood. He was reluctant to set up a different set of rules going forward. Reading an appeal file was extremely valuable, especially the written arguments. Mr. Kiehl said he wanted something like a written brief, but it would need to be determined who would write them. Ms. Mead said a rezoning by the Assembly was a legislative process vs. an appeal process.

Ms. Troll asked if the Planning Commission denial of a rezone request was based on lack of compliance with the Planning Commission. Ms. Mead said yes, generally, but there could also be a timing issue or lack of compliance with the code. Ms. Troll said she was interested in the Anchorage process for the "nos" and since Juneau was a smaller community, we want to ensure a thorough public process. It seemed like a good model.

Ms. Mead said yes, and answered that she had sufficient information to provide another draft.

MOTION, by Jones, to continue discussion on this ordinance in the committee of the whole, sometime after the August 18 meeting. Hearing no objection, it was so ordered.

C. Ordinance 2014-32(b) An Ordinance Amending the Land Use Code of the City and

Borough to Provide for the Regulation of Wireless Communication Facilities and Providing for a Penalty.

This ordinance was introduced on June 9, set for public hearing on June 30, and discussed by the Committee of the Whole in a joint worksession with the Planning Commission on June 16. Public testimony was heard at the June 30 Regular Assembly meeting and the Assembly action was to refer the ordinance to the Committee of the Whole. Version (b) is before the Assembly at this meeting for review.

Ms. Kiefer said staff was looking for direction on concerns raised about the ordinance regarding payment for public notice ads, waivers, balloon tests, and photo simulation. Mayor Sanford said he had a list of questions which could direct the review and others could ask their questions.

Ms. Mead asked if there were any questions regarding what CBJ was allowed to regulate. The one area not decided yet by the Federal courts, which could likely be decided in the next year or so, was how far CBJ could regulate the 6409 applications - the co-location and minor modification applications, in the first line of Table 1. It was likely that CBJ would be more limited to regulate those and it was an issue noted by both AT&T and Verizon.

Some issues discussed by the committee:

- Setting a date for existing facilities to come into compliance with the code.

Ms. Mead said if that was a requirement, a waiver process would be needed to allow applicants to show it was not possible to come into compliance. If required, theoretically CBJ could be sued under the takings doctrine. A suggestion she spoke about with the CBJ consultant, Cityscape, was requiring towers to come into compliance with respect to lighting. Getting a list of existing lighted towers that did not comply with FAA regulations might be one action CBJ could take as a de minimus action. Cityscape's recommendation was to wait it out as several issues could come into compliance on their own in 18 months or so. She recommended limiting the ordinance to what areas of compliance for the existing towers.

- Addressing compliance with lighted towers that were causing the most concerns with the public.

Ms. Mead said the ordinance required compliance with FAA regulations, and the FAA did not require mitigation measures such as baffles, shields and louvers, so those would be additional requirements placed upon a facility by the CBJ. Ms. Mead said the ordinance did say that the lights needed to be shielded as to not impact neighboring residents in 49.65.970(c)2(vi), but this did not include the lights required by FAA for navigation. All lit towers had to go through the special use permit process. Under the current ordinance, existing permits were not required to change their lighting.

- Investigating the changing of the light at the tower at Fish Creek to identify which the strobe light was removed.

- If there is an existing tower that doesn't require lighting, adding an ability to require that the lighting be removed with a reasonable amount of time for compliance.

- Obtaining a list of all towers in the community that were lit, whether they were wireless towers or another type of tower.

MOTION, by Wanamaker, to leave the issue of lighting as is in the ordinance, but new towers will need to meet the new city standard as long as it was in compliance with Federal standards.

MOTION, by Nankervis, to amend, to eliminate white strobe lights on any tower, unless the FAA or FCC required a white strobe.

Hearing no objection, the motion was tabled to the next appropriate meeting to allow Ms. Mead to

draft language to allow an operator of an existing cell tower to come into compliance with regard to lighting and if there were incentives for using baffles or shields. There was no objection to staff contacting the owners of the 2-3 towers that had been identified as problem towers to investigate if there were any resolution to be reached without making the ordinance retroactive.

The committee discussed the technical review by a third party expert and hearing no objections, the language was not changed, but it was indicated that following adoption, in the future, the section could be reviewed for efficacy and efficiencies.

Regarding structural reviews, Mr. Hart said that the Building Official had the ability to request a structural review from a building or facility owner at any time there was a concern that would warrant such a review.

- A public concern was expressed about setting differing standards by allowing non-concealed towers up to 120 ft. tall that could be within 1000 foot of a nearest dwelling in a rural reserve neighborhood.

Ms. Mead said there was nothing legally required in Table 1, except for the first line, and the Assembly was able to make any amendment. Ms. Mead said the Planning Commission had recommended that language to address "rim shots." Planning Commission staff was asked to review this requirement and make a recommendation if this was a reasonable approach.

- A change was agreed to on page 13, Line 15, to state that "Applicants shall disclose in writing the existence of any agreement..."

Ms. Mead said this was a change requested by industry and she would make the change.

- Balloon testing and / or photo simulation was discussed with conflicting opinions.

Ms. Mead would bring forward alternative language previously drafted and distributed to the next meeting for further review and discussion. This would be language for one, or the other, or both options simulateously. There was some discussion about a balloon test being required only during the day to the balloon would not need to be lighted.

- Public Notice mailing within three miles of the facility site should be drafted in a way to exempt mailing to those properties that are geographically blocked from having a view of the facility or "are not visually affected."

-Agreement to add notice to Neighborhood Associations listed with the Office of the Municipal Clerk, within three miles of the site.

Mr. Hart said that in general, he had the discretion to require additional notice beyond the standard 500 feet, however, notice had budget impacts and currently CDD paid for the notice. This ordinance required the applicant to pay for the notice and were also required to hang three signs instead of the standard one.

V. COMMITTEE MEMBER / LIAISON COMMENTS AND QUESTIONS

Mr. Kiehl reminded members that a Special Human Resources Committee meeting was set for Thursday, July 31, at 4:45 p.m., prior to the Docks and Harbors Board, for a work session on the 2nd Hand Dealer Ordinance.

VI. ADJOURNMENT

There being no further business to come before the committee, the meeting adjourned at 8:30 p.m.

Submitted by
Laurie Sica, Municipal Clerk

**ASSEMBLY AGENDA/MANAGER'S REPORT
THE CITY AND BOROUGH OF JUNEAU, ALASKA**

Juneau Economic Development Plan

ATTACHMENTS:

	Description	Upload Date	Type
☐	Juneau Economic Development Plan Agenda Page	8/14/2014	Cover Memo
☐	Juneau Economic Development Plan Outline and Vision Statement - July 28, 2014	8/14/2014	Cover Memo

August 18 Assembly Committee of the Whole Meeting on Juneau Economic Plan - Agenda

Please bring the materials distributed to you on July 28 (they are attached again if needed). On August 18, we are looking for Assembly feedback on that packet. We are particularly interested in your comments on:

- Criteria to select priority 10-year Initiatives we commit to pursue
- The initiatives you recommend must be included
- Any missing initiatives

Please note that since August 18, we have been thinking more about the criteria for picking 10-year Initiatives (page 5 of earlier packet). Here is a revised set:

1. Which economic foundation & principle does initiative address?
2. Which opportunity or barrier does initiative address?
3. If successful, what is the outcome, and how would that be measured?
4. Will success in accomplishing this initiative result in other economic opportunities/barriers being addressed (beyond the primary topic)?
5. What comment on this initiative's subject matter is there from the household survey(s), business survey, other public comment, or stakeholder/interest group interviews?
6. Does the initiative address a critical trend or obstacle? If so, how? If not, why?

Critical Trends

- Aging population
- Increasing non-resident labor force
- Aging state government workforce
- Flat/declining local employment, driven by declining public sector
- In Juneau, Alaska Native family median income 1/3 below average, women median income 1/3 below men

Critical Concerns

- Affordable housing for sale or rent (target markets: young adults, workers, starter families, seniors)
- Cost of living/cost of doing business/cost of transportation (people, freight)
- Availability of professional/technical workforce, job readiness of entry level workforce
- CBJ budget/deficit and state spending/revenue

Key Measures

- Increase in year round jobs
- Higher average wages
- More jobs in general
- Return on Investment

Draft Strategic Economic Development Plan Table of Contents

Executive Summary

Part 1 – Context and Desired Future

Introduction

- Purpose & Need
- Roles & Responsibilities
- Methods and Tools

Juneau's Desired Economic Future

- Vision and Core Economic Development Principles
- Foundational Areas
- Measuring Progress & Success

Scoping and Research Highlights

- Demographic & Economic Profile
- Community and Business Opinions & Direction
- Key Strengths, Weaknesses, Opportunities & Threats

Part 2 – Foundational Areas for Economic Development

- Economic Pillars
- Trending Opportunities, Innovation & Creativity
- Business Climate
- Infrastructure
- Human Capital (Talent)
- Neighborhood Business Hubs

Part 3 – Action Plan for Juneau's Economy

10-Year Initiatives

For each Initiative

- Foundational Area
- Goal(s)
- Responsible parties
- Objective(s)
- Year 1 to 2 actions to make progress
- Measures (metrics) of progress and expected return on investment

Part 4 – Making Decisions - Tools to Assist with Decision-Making

Appendices

Appendix A – Implementation Matrix

Appendix B – Public Outreach Results

Appendix C – Economic Baseline Report

Vision and Core Economic Development Principles

Purpose: The purpose of this long-term vision statement for Juneau's economy is to articulate the core principles that distinguish our community and provide common ground for working together to overcome our differences and achieve our goals.

The following vision and list of core economic development principles is based directly on input from Juneau community members and businesses. The input was gathered in February through July, 2014 through group and individual meetings, household and business surveys, an April 3 town meeting, and meetings with Juneau's high school seniors and juniors.

The Vision: Juneau's Desired Economic Future

A vibrant, diversified, and stable economy built around a business climate that encourages entrepreneurship, investment, innovation, and job creation; and supports the environmental, cultural, and social values that make Juneau a great place to live and enjoyable place to visit.

Juneau's Core Economic Development Principles

Principles that guide Juneau's economic development efforts:

- Year-round, family-wage jobs are a priority, but a community requires a diversity of employment opportunities that meet the needs of residents of all ages and economic status.
- A climate that supports small business and entrepreneurship is an essential ingredient in the community's economic well-being.
- High value is placed on the health and competitive well-being of locally-owned businesses, though investment from outside the community is also needed and welcome.
- Local government is expected and enabled to provide efficient, cost-effective public services and committed to making strategic investments in economic development.
- Economic progress requires partnership between business, government, and non-profit organizations that provide critical social services and safety nets.
- A healthy housing market that meets the needs of all residents and employers is an essential element of a strong economy.
- Social, cultural, recreational, fishing, and hunting opportunities are strong factors in people's decisions to live in and invest in Juneau.
- The economy must include a quality education system that prepares students for rewarding jobs and meets the needs of local employers.
- Environmental and business goals must be aligned to preserve the attributes that make Juneau an attractive place to live. When profit, people, and place are aligned the result can be more productive than any one element alone.
- Strategic development of transportation, energy, communications, and other infrastructure is necessary to keep Juneau competitive.

Foundational Areas For Economic Development

Six **Foundational Areas** provide the broad framework within which to consider economic development opportunities and initiatives. Economic development initiatives will be considered according to their consistency with the community's vision and core principles and the contribution the initiatives make to one or more foundational areas.

A wide array of potential economic development opportunities are contained in one or more of these foundational areas. The scope of economic development projects, initiatives, and programs potentially contained in each area is illustrated on the following pages. Initiatives described in this paper are not intended to be a comprehensive or recommended list.

Foundation 1: Economic Pillars

Our traditional, proven mainstay sectors and businesses

These are the top economic sectors and activities that comprise our current economy. They are our existing businesses and industries that provide the bulk of today's jobs and employment. State and federal government, the visitor industry, commercial fishing and seafood processing, mining, construction, education, and health care are among Juneau economic pillars, along with key support sector service and supply providers.

Foundation 2: Trending Opportunities, Innovation & Creativity

Economic opportunity linked to our cultural and natural surroundings and shifting demographics

These are key opportunity areas that will allow Juneau to diversify beyond its traditional economic base. Some are opportunities that spring from our changing demographic profile. Others are creative and innovative ideas based on a new application, product, or service that capitalizes on our natural, cultural and economic strengths and assets. This foundation includes senior housing, services & care; attracting "location-neutral" internet-based work, workers & technology; jobs, research and science-related enterprise linked to our cultural and natural assets, value-added manufacturing; agriculture and food production, the Creative Culture, and more.

Foundation 3: Business Climate

Regulation, policies, and practices that support businesses and employers

This is the environment in Juneau that is relevant to operating a local business, including tax rates and policies; regulatory incentives, disincentives, and rules; attitudes of government toward business; policies of lending institutions toward business activity; investments in infrastructure and marketing; relationships between labor unions and employers; and more.

Foundation 4: Infrastructure

The transportation, communication, housing, energy, and other systems we construct to create and realize economic opportunity

These are the physical and organizational systems, structures, facilities, and services needed to support and enable an economy and business operations. Infrastructure can also include the social, cultural and recreational facilities and services that enhance the quality of life in Juneau and make the community an attractive place to live and work.

Foundation 5: Human Capital (Talent)

The professional, technical, skilled, entrepreneurial, and creative labor force that Juneau's diverse employers, businesses, and non-profits need

These are the skills, knowledge, and experience that Juneau businesses and employers need and are looking for, as well as those that will be needed to support future opportunities and industry needs.

Foundation 6: Neighborhood Business Hubs

Micro-business opportunity in Juneau neighborhoods

This includes neighborhood-based small business growth that creates jobs and provides services which area residents and the community need. This type of small business development and growth also supports quality of life and walkable mixed-use neighborhoods.

Identifying Juneau's 10-Year Economic Development Initiatives

The Assembly and other stakeholders are calling for an actionable, strategic economic development plan with specific steps to implement the plan. The strategic plan will include a set of 10-year economic development initiatives that represent the CBJ's and community's economic development priorities and commitment to action, and will guide CBJ fiscal and personnel investment. To be focused and move forward systematically and strategically, priorities must be established. The challenge is prioritizing among many potential candidates for 10-Year Initiatives. Criteria to help set priorities and identify a limited number of initiatives may include:

- *Opportunity areas the economic baseline research has identified*
- *Repeated messages about barriers and obstacles from the public and businesses*
- *Opportunity areas identified by businesses*
- *Opportunity areas identified in economic development research or research into other community's successful economic programs*
- *The Assembly's priorities*
- *Potential opportunity areas, due to Juneau's position in the regional and broader economy (based on competitive advantages we possess)*
- *Eliminating items that are realistically beyond our control; focusing on areas where we can affect change and progress*
- *Building on known and proven strengths*
- *Capitalize on current Juneau demographic strengths and challenges*

The initiatives included in the Juneau Economic Plan will likely not be the same that an individual business might select. Business decisions are based on factors that the business can control and influence. Similarly, the Juneau Economic Plan 10-Year Initiatives will have steps that CBJ local government can affect (including its elected and appointed leaders through policy-making, regulatory change, budgeting, bonding, and prioritizing staff action), often in partnership with the private sector.

Ten-Year Initiative Format

Initiative Title: _____

Foundational Area:

Goals:

Responsible Parties:

Objectives & 1-2 year Actions

Objective 1:

Action a

Action b

Action c

Objective 2 (etc.)

Measures of Progress (Metrics):

Expected Return on investment in initiative:

Potential Initiatives From Public Process, Interviews, and Baseline Research

Foundation 1: Economic Pillars

Our traditional, proven mainstay sectors and businesses

The Capital Economy: Preserving Juneau's Role as State Capital: Support and enhance Juneau's role as the State Capital; keep legislative sessions in Juneau; stem "Capital Creep;" plan for declining oil revenue; develop and attract the workforce needed to replace local retiring state workers; ensure the communications, housing and services are available in Downtown that Legislators and their staff need.

Renew the Federal Sector: Return or relocate federal jobs dealing with Alaska, from the Lower 48 to Alaska (i.e. NOAA Alaska fisheries jobs, USCG jobs dealing with or in Alaska waters including the opening Arctic, USDA Pacific Northwest Laboratory jobs related to the Tongass, etc.).

Increase Independent Visitor Travel to Juneau: Target markets are summer visitors arriving by plane, ferry, and yacht; winter visitors-especially from neighboring communities and Yukon; fall, winter and spring conferences and conventions.

Strengthen the Resident Workforce: Convert some of Juneau's non-resident workforce (currently at 38 percent of the private sector workforce) to a resident workforce. Identify which worker segments to target, working with employers and employees, identify and eliminate top barriers.

Create More Value from Seafood Resources: Work with the seafood industry to identify additional value-added opportunities; increase the amount of commercial fish by-product utilization and simultaneously reduce waste streams.

Mine for Opportunities: Continue work to identify conditions under which CBJ local government, community, and adjacent landowners could support reopening the AJ Mine; address items so that if economics support reopening, CBJ is prepared. Support efforts to get Kensington Mine off diesel power/heat and onto reliable renewable energy source(s).

"Manufacture" Jobs: Increase value-added and light manufacturing enterprises; learn from the success of Alaska Brewing, local seafood processors, and others to stimulate additional manufacturing activity in Juneau.

Foundation 2: Trending Opportunities, Innovation & Creativity

Economic opportunity linked to our cultural and natural surroundings and shifting demographics

Build the Senior Economy: Develop the services and facilities needed in Juneau so residents can comfortably and affordably retire and continue contributing to the Juneau community. This may include a variety of senior housing options – from independent apartments and condos and small houses to assisted living facilities and long term nursing – as well as health care and other elder-serving services, near public transit and in walkable areas.

Match Health Care with Services: Better match affordable health care and medical services with Juneau's needs. Several factors converge around this initiative: demographics dictate that health care and medical service needs will continue to grow in Juneau. Some current needs are either not being met or are not affordable. There is an ad hoc group beginning to look at this now. Juneau high school students indicate a high level of interest in medical, health care, and science related careers.)

Attract the Next Generation Workforce: Work to attract and retain young adults and young families in Juneau. In general Juneau has much more of a worker shortage than an employment shortage. This will become an even greater reality during the next 10 years as the large pool of state workers aged 55-65 retire. We need an educated workforce present and ready to take these jobs.

Capitalize on Juneau as a Regional Hub: Support businesses, services and amenities for which neighboring community residents come to (or send their business to) Juneau - health care, winter recreation, general and Pacific Northwest art and cultural events, bulk retail and wholesale sales, air and marine transshipment, and mining-related education, repair and services.

Enhance The Research Economy: Expand jobs and economic opportunity linked to research related to Juneau's natural, cultural, and historic resources, assets, and our indoor and outdoor laboratories. (Ted Stevens NOAA facility, Auke Bay lab, SLAM, Soboleff Center, UAS, Alaska Coastal Rainforest Center, Heen Latinee Experimental Forest, Mendenhall Glacier & Juneau Icefield, STEM funding, etc.)

Manage the Money: Build capacity to manage and market Juneau's financial investment opportunities (which may be an opportunity area due to the large amount of State, Native Corporation, and private sector capital here).

"Grow" Juneau: Expand locally grown and processed food available for year-round purchase; consider other agricultural opportunities.

The Creative Economy: Support arts, culture, and design as an entrepreneurial engine of growth. Juneau has a thriving arts and creative community. Research and community experiences have shown that recognizing, harnessing, and creating spaces for artists and creative talent to interact can increase production and distribution of design-intensive goods, strengthen manufacturing and cultural tourism, assist businesses with in market development and marketing, reclaim abandoned public space, and improve quality of life and community livability.

Brand Juneau: Brand and market Juneau as a center for "Triple-Bottom-Line" (Profit+People+Place) business growth (several Juneau businesses and organizations are already orienting their thinking and business decision-making in this manner, whether they've adopted this term or not, e.g. Southeast Conference, Alaska Brewing Company, Sealaska Corporation, Haa Ani, Juneau Airport, AEL&P, the CBJ (ground source heat), Path to Prosperity business competition, etc.).

Foundation 3: Business Climate

Regulation, policies, and practices that support businesses and employers

Align Local Government: Make local government a partner in economic development. Assess local government efficiency and effectiveness; examine and evaluate aspects of local government in Juneau that are connected to business climate and competitiveness (tax policy and rates, land use/zoning, permitting policies and procedures; utility rates; potential private sector management of facilities; tax incentives for new business; land transfers for residential, commercial and industrial uses; CBJ local purchase policies, CBJ staffing of economic development, CBJ capital project labor agreements).

Incubate New Business: Increase SBA support/programs; support entrepreneurs and entrepreneurial capacity; enhance access to capital (including local unconventional lending) and expertise.

Recruit "Brand" New Business: Brand Juneau with a consistent and coordinated effort to market Juneau to attract investment.

Foundation 4: Infrastructure

The transportation, communication, housing, energy, and similar systems we construct in order to realize economic opportunity

Breakdown the Housing Barrier: Address the mismatch between housing supply and demand, the growing need for senior housing and seasonal workforce housing. Conduct detailed assessment of housing supply and demand, identifying unmet demand in terms of type, price, size, location, and seasonality. Conduct feasibility study for development of housing that would best satisfy un-met demand. Identify development cost factors, if any, which can be mitigated through policy changes, new financing mechanisms, or other steps.

Build a Bridge to the Future: Construct a North Douglas Bridge and simultaneously zone West Douglas per the 1997 West Douglas Conceptual Plan (CBJ, Goldbelt), which is anti-sprawl with its four distinct walkable development nodes, that dedicate land to a mix of residential, commercial, industrial, waterfront, and recreational uses and protect important Native Corporation land.

Transportation as a Driver of Economic Opportunity: Enhance surface transportation to and from Juneau with road connections and enhanced AMHS access to outlying communities; strive for more effective/efficient transit system; encourage air carrier competition.

Power Juneau's Economy: Prepare a long-range plan for meeting Juneau's energy needs with a hydro-power and other energy sources (biomass combustion, seawater source heat).

Foundation 5: Human Capital (Talent)

The professional, technical, skilled, entrepreneurial, and creative labor force that Juneau's diverse employers, businesses, and non-profits need

Support Quality Pre K-12 Education: Attract families and businesses to Juneau and build a strong local workforce by raising education standards, offer education that includes vocational alternatives; support entrepreneurship and business education in Juneau's schools; enhance job-readiness.

Invest in Post-Secondary Education: Support UAS in meeting local employer needs and expanding targeted high-need programs.

Ease the Child Care Barrier: Increasing the capacity, quality, and affordability of child care will allow more Juneau residents to fully participate in the local workforce and more fully utilize their talents and energy.

Foundation 6: Neighborhood Business Hubs

Micro-business opportunity in Juneau neighborhoods

Build Neighborhood Economies: Remove barriers and facilitate more neighborhood-based and scaled business development, creating jobs and providing services that residents and the community need, creating "urban/living centers," and walkable mixed-use neighborhoods. Candidate areas for targeted planning and action are Auke Bay (ongoing now), Downtown Douglas, The Flats, Lemon Creek, and Downtown.

Support Pop-Up Business: Review CBJ zoning and other regulations to facilitate permitting and opportunity for the "Pop-Up" business culture. These are temporary businesses, retailers, eateries, events, parks and other creative, neighborhood-oriented enterprises. They are low-overhead ways for businesses to test products or markets and neighborhoods and artists to celebrate, often generating marketing and community buzz.

Revitalize Downtown: Develop a CBJ and business sector partnership for a downtown revitalization program. This initiative might include addressing the inebriate problem in downtown, addressing barriers that are preventing reinvestment and investment in downtown's decaying and derelict buildings, accomplishing more housing development, enacting a "Main Street" type program, addressing parking issues, and identifying tax revenue per acre return on investment for downtown development.

**ASSEMBLY AGENDA/MANAGER'S REPORT
THE CITY AND BOROUGH OF JUNEAU, ALASKA**

Capital Transit Revised Plan

ATTACHMENTS:

	Description	Upload Date	Type
☐	Rob Steedle Cover Memo	8/14/2014	Cover Memo
☐	Geoff Slater Overview of Changes to Adopted Transit Plan	8/14/2014	Cover Memo
☐	Tim Payne re: Update on Technology Improvements for Transit Plan	8/14/2014	Cover Memo
☐	CBJ Capital Transit Employee's Letter re: Revised Plan	8/14/2014	Cover Memo

MEMORANDUM

CITY/BOROUGH OF JUNEAU

City & Borough Manager's Office
155 S. Seward St., Juneau, Alaska 99801

Rob.Steedle@ci.juneau.ak.us



Voice (907) 586-5240

Fax (907) 586-5385

DATE: August 14, 2014

TO: Assembly Committee of the Whole

FROM: Rob Steedle 
Deputy City Manager

SUBJECT: Capital Transit Plan Update

The adopted 2014 Transit Development Plan describes route restructuring to better meet the requirements of the transit riding public. Putting that plan into practice has been complicated by the 4% funding reduction to the proposed Capital Transit budget. This has necessitated some revisions to the routes and schedules, and those revisions are summarized in the accompanying memo written by Nelson\Nygaard's Geoff Slater.

The plan also briefly discussed information technologies that could benefit Capital Transit riders and management. Another memo in this packet by Tim Payne, also of Nelson\Nygaard, presents more information on the benefits and costs of each of those technologies. Mr. Payne will be present at the meeting to answer any questions that you may have.



MEMORANDUM

To: City & Borough of Juneau Assembly Committee of the Whole
From: Geoff Slater
Date: August 14, 2014
Subject: Overview of Changes to the Adopted Transit Development Plan

In March 2014, the City and Borough of Juneau adopted a new Transit Development Plan (TDP) for Capital Transit that included a large number of short and long-term improvements. For 2014-2015, the TDP envisioned changes that would increase Capital's Transit annual operating costs by approximately \$200,000, and at the time the TDP was adopted, it appeared that this additional funding would be available. Subsequent to the TDP's adoption, however, it became clear that the City and Borough would need to reduce costs, and that, as part of City and Borough-wide cuts, Capital Transit also needed to reduce its costs. As a result, rather than increase its FY15 annual budget by \$200,000, Capital Transit needs to reduce it by \$100,000.

Rather than simply cut \$100,00 from existing services, Capital Transit still desires to implement as many of the short-term improvements as possible, but in some cases scaled these back in combination with other reductions. This document describes the changes that were originally planned and the changes that have been made in response to reduced funding levels. In total, while the changes will include some reductions that would be desirable to avoid, in total, they should still provide equal or better—and more reliable service—to most existing riders, and draw new riders to the system.

Originally Proposed TDP 2014-2015 Changes

The 2014 TDP included a large number of short-term improvements, which included:

- The rescheduling of all routes to improve on-time performance and make transfers more reliable.
- Earlier and later service on most routes.
- New service to Riverside Drive in the Mendenhall Valley.
- A better match between service levels and demand.
- The renumbering and renaming of routes to better communicate how service operates.
- Better public information:
 - An updated and improved website
 - Improved schedule brochures
 - Schedule information via Google Transit

To achieve the above, service changes were envisioned for all routes:

- 3/4 Valley Local:

OVERVIEW OF CHANGES TO THE ADOPTED TRANSIT DEVELOPMENT PLAN
City and Borough of Juneau

- The operation of all service through the Mendenhall Valley via a counter-clockwise loop along Mendenhall Loop Road, Mint Way, and Riverside Drive to simply service and expand service coverage to Riverside Drive and new community facilities.
- Earlier and later service to better serve early downtown work start times and other evening activities.
- Valley Express:
 - An outer end extension to Montana Creek (to replace Route 3/4 Valley Local service that would instead operate via Riverside Drive.
 - An inner end extension to the Downtown Transit Center and into downtown.
 - Earlier and later service, to better serve early downtown work start times, UAS evening classes, and other evening activities.
 - Changing midday from every 30 minutes to every 60 minutes to reflect low midday ridership.
- Douglas
 - The incorporation of the single Douglas express trip into the 5 Douglas schedule so that all service would operate in a consistent manner.
 - The interlining of Route 5 trips with Valley Express service to provide through service between Douglas and the Mendenhall Valley.
 - Earlier service to better serve early downtown work start times.
- North Douglas
 - Discontinuation of the single midday round trip due to extremely low ridership.
- “Additional Service” Valley Express Trips:
 - The operation of all trips in a consistent manner between the Mendenhall Valley and downtown via Lemon Creek to provide simpler and more convenient service.

Proposed 2014-2015 Budget Reduction Changes

With required 2014-2015 budget reductions, Capital Transit still plans to implement most of the changes included in the TDP, but at a scaled back level and in conjunction with other reductions (with changes in **bold** and strikethrough representing changes from the TDP recommendations):

- The rescheduling of all routes to improve on-time performance and make transfers more reliable.
- Earlier and later service, **but to a lesser extent.**
- New service to Riverside Drive in the Mendenhall Valley.
- A better match between service levels and demand.
- The renumbering and renaming of routes to better communicate how service operates.
- Better public information:
 - An updated and improved website
 - Improved schedule brochures
 - Schedule information via Google Transit
- **The discontinuation of service to low ridership areas:**
 - **The Back Loop between Mint Way and UAS.**

OVERVIEW OF CHANGES TO THE ADOPTED TRANSIT DEVELOPMENT PLAN
City and Borough of Juneau

– **Service in Douglas beyond the Post Office.**

▪ **The discontinuation of service around the downtown loop.**

Route-by-route changes, which are illustrated in Figure 1, would include:

- 3/4 Valley Local:
 - The operation of all service through the Mendenhall Valley via counter-clockwise loop along Mendenhall Loop Road, Mint Way, and Riverside Drive to simply service and expand service coverage to Riverside Drive and new community facilities.
 - Earlier ~~and later~~ service, to better serve early downtown work start times ~~and other evening activities~~.
- Valley Express:
 - ~~– An outer end extension to Montana Creek (to replace Route 3/4 Valley Local service that would instead operate via Riverside Drive.~~
 - An inner end extension to the Downtown Transit Center ~~and into downtown.~~
 - Earlier and later service, to better serve early downtown work start times, UAS evening classes, and other evening activities.
 - Changing midday from every 30 minutes to every 60 minutes to reflect low midday ridership.
- Douglas
 - The incorporation of the single Douglas express trip into the 5 Douglas schedule so that all service would operate in a consistent manner.
 - The interlining of most Route 5 trips with Valley Express service to provide through service between Douglas and the Mendenhall Valley.
 - Earlier service to better serve early downtown work start times.
 - **Discontinuation of service around the downtown loop.**
- North Douglas
 - Discontinuation of the single midday round trip due to extremely low ridership.
- “Additional Service” Valley Express Trips:
 - The operation of all trips in a consistent manner between the Mendenhall Valley and downtown via Lemon Creek to provide simpler and more convenient service.
 - **However, the route’s alignment would be revised so that service would start in Auke Bay and then operate via the Back Loop to maintain peak period service to the Back Loop.**

Key factors that were considered in making these adjustments were:

- **Convenient Transfers for Most Connecting Passengers:** Capital Transit’s schedules imply that timed transfers are provided at the Nugget Mall and Federal Building for all connecting passengers. However, because running times have increased since the current schedules were developed, this is not in fact the case, and many transfers are missed. Based on current actual bus running times, it is not possible to provide timed transfers in all directions without implementing other changes that would have more negative impacts—for example, revising headways on all routes from 30 and 60 minutes to 40 and 80 minutes. The new schedules will, on paper, “break” timed-transfers

OVERVIEW OF CHANGES TO THE ADOPTED TRANSIT DEVELOPMENT PLAN
City and Borough of Juneau

for approximately 60 passengers per weekday, but provide reliable transfers for the large majority (240).

- **Discontinuation of Service to Low Ridership Areas:** Capital Transit's on-time problems are because actual running times have become longer than current schedules allow—in short, it takes longer for routes to run their routes than the schedules provide. There are three possible ways to address this problem: (1) add additional vehicles, which Capital Transit cannot do within its budget limitations, (2) lengthen headways, which would significantly inconvenience all riders, or (3) shorten routes by discontinuing service to low ridership areas and areas within walking distance of remaining service. The third method is recommended as it would maintain the overall integrity of the system, and impact far fewer passengers.

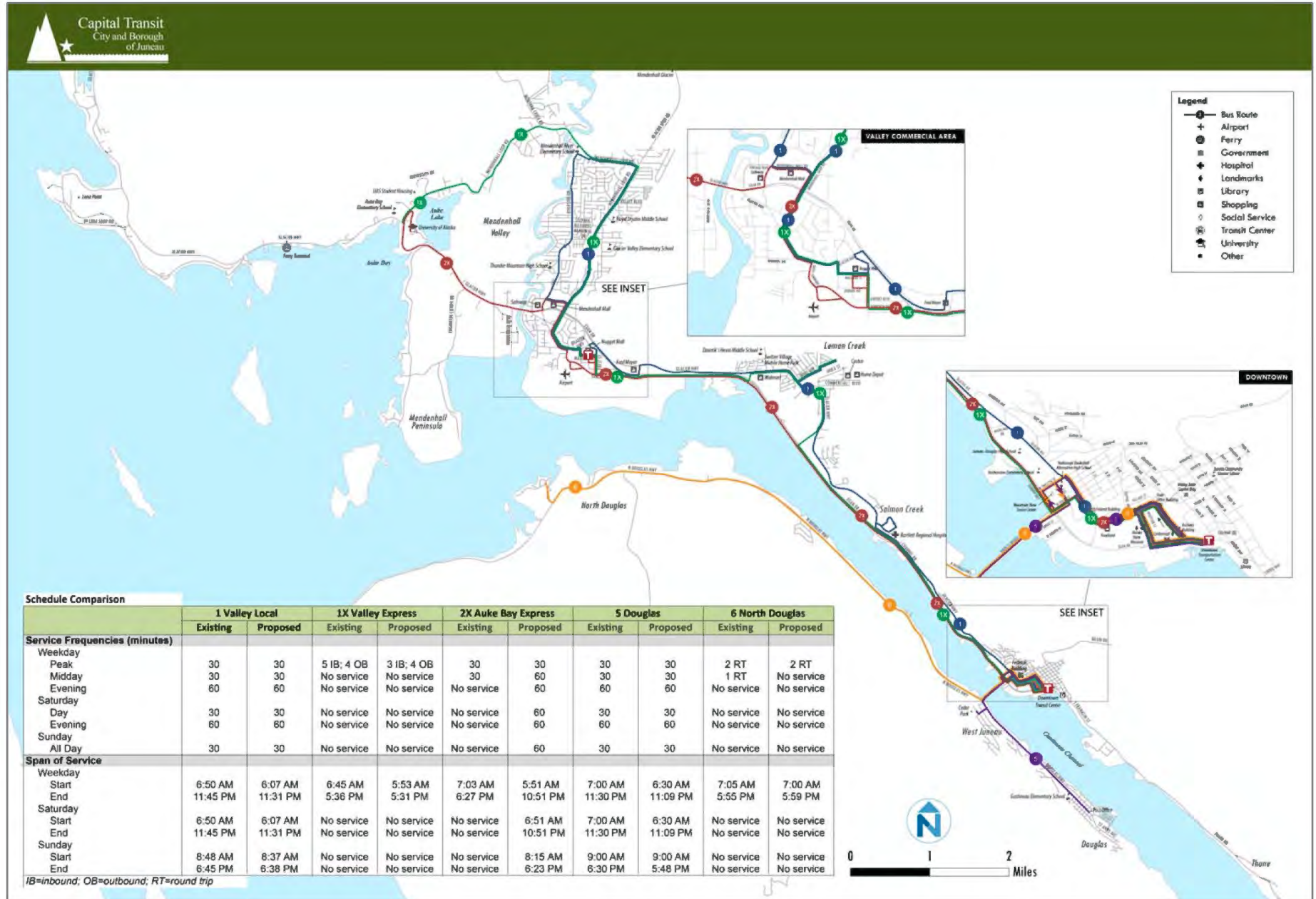
More specifically, service would be discontinued on the Douglas Route beyond the Douglas Post Office, which would discontinue service to 33 passengers. Service would also be discontinued around the downtown loop, and all passengers would need to walk to and from the new Downtown Transit Centers. Most of these walks are short and the system operated in this manner last year during the reconstruction of the Capital Building.¹

- **Better Match Service with Demand:** The original recommendations included the shifting of Route 3/4 Valley Local service from the Back Loop to Riverside Drive and extending Valley Express service to Montana Creek to continue service to the Back Loop. The revised recommendations would continue to shift Route 3/4 Valley Local service to Riverside Drive, but would not extend Valley Express service to Montana Creek. This would mean that the Back Loop would be provided with limited peak period service on the new Route 1X Valley Express route, but that off-peak service would be discontinued. The shift to Riverside Drive is recommended because demand is higher along Riverside Drive, including to new community facilities., and ridership on the section of the Back Loop that would no longer be served is low (less than 75, or 2% of Route 3/4's 2,600 weekday riders).

¹ And because service around the downtown loop was not operating last year when ridership counts were conducted, the number of impacted passengers is not known.

OVERVIEW OF CHANGES TO THE ADOPTED TRANSIT DEVELOPMENT PLAN City and Borough of Juneau

Figure 1: Proposed Services





MEMORANDUM

To: City & Borough of Juneau Assembly Committee of the Whole
From: Tim Payne, Principal, Nelson\Nygaard Consulting Associates
Date: August 14, 2014
Subject: **Revised Recommendations for Technology Improvements**

The TDP lists a number of potential technology improvements for Capital Transit. Each of these is listed below with a brief description of what that technology is and the current thinking about how to approach the need.

Electronic fareboxes –It is important to determine if Capital Transit needs an updated and very flexible fare system, and then match a technology to that fare collection system if there is an indicated or desired need. Like all technology, electronic fareboxes are an efficiency tool and may be able to extend new methods of collecting revenues, like day passes for cruise ship passengers, or revised monthly passes for residents. Absent those needs, the current cash fare collection system is sufficient and relatively secure in meeting the needs of Capital Transit with current fare collection practices. If a decision is reached to modify the fare structure, electronic fareboxes should be evaluated as a tool in bringing about that modification.

Capital Transit obtains about 15% of its operating revenue directly from customer fares. While higher than many peers, for a system that offers the level of productivity of Capital Transit, a recovery ratio of 20% would be an appropriate goal. This would mean an increase of about \$325,000 in passenger revenues each year. It is unlikely, and probably unwise, to consider a plan that would increase this amount of passenger revenue in a year. Rather the goal should be embarked upon as a longer term project of up to five years.

Elements of this program could include:

- A fare study to review the pricing of monthly passes
- A survey to assess the degree of invalid passes being used

Based on the outcome of these studies a business case could be made for Capital Transit to acquire newer technology fareboxes that can accept magnetic fare media, such as monthly passes. This represents a significant investment in capital (about \$300,000) and a major change in fare collection practices and should, therefore, be approached with a fair degree of certainty that the desired results are achievable.

Automatic Vehicle Location (AVL) – This technology allows real time data collection of vehicle location. It can be used to enhance the approach to daily operational issues, such as maintaining service during breakdowns or weather events, pre-planning for delayed buses, assisting in addressing operator emergencies, security and other issues.

Juneau's Transit Development Plan -Update

Recommendations for Technology Improvements – August 15, 2014

AVL also makes it possible to provide real time information to transit customers which is particularly valuable when conditions are less than ideal, such as during a snow storm. Past the day of operation the information can also be used in analysis of scheduling improvements and to investigate incidents. The camera system already installed on Capital Transit's buses is already facilitating this need to a substantial degree. The camera system is a valuable tool for incident, accident and complaint investigation, but is somewhat cumbersome to use for evaluating repetitive events like trip schedules. There are multiple methods available to achieve real time information each with a different cost. Further investigation is needed to ascertain which method is best suited to Capital Transit's needs and the costs of that method. Once this is known a business case can be assembled to consider funding of this enhancement. The TDP assumed a cost of \$600,000 to install an AVL system for Juneau. Depending on the most appropriate approach and desired functionality this may represent a midrange estimate of costs to install AVL. The cost range is estimated to be between \$200,000 and \$2,000,000.

Computer Aided Dispatch (CAD) – This is often viewed as a partner to real time information, but is an enhancement of the system. This is a system used by the people charged with managing the system on a daily basis. It will interface with the AVL system to aid in responding to service and personnel issues. CAD systems may also be used to ensure that there are operators assigned to each piece of work for the day. In some cases systems can even inform the dispatcher about operators available to work that day. In many installations the CAD system is interfaced with the payroll system to automate payroll. There are several varieties of this interface depending on the agency's current payroll system. The interface takes the place of manual mark up of daily timesheets for operators and is fed directly into the agency's payroll system. Depending on the payroll system deployed in Juneau this feature may, or may not, be feasible. Evaluation of this technology should be delayed until a decision is reached on adding AVL. While a CAD system can have other benefits even without AVL, the relative size of Capital Transit suggests that implementing a CAD system would have limited benefit without AVL.

Real time passenger information – Another “partner” addition to AVL, this system can provide information to customers regarding the status of their desired bus. There are several forms of real time passenger information and it is one of the most visible benefits of adding AVL to a transit system. The simplest systems provide an internet portal where riders can view the current position of each bus in service. This allows customers to assess when a bus will be available at their bus stop, sort of an advanced version of standing at the stop and looking down the street to see if the bus is coming. More advanced systems can provide information to customers on displays at fixed locations, such as the downtown transit center, to provide information on when buses will arrive and depart on routes serving that location. These systems are beneficial to customers without access to smart phones, but do not provide much assistance to customers not at the site of the display. The next level is real time information that is also available in “text” form or on a smart phone app. While there are several different variations, in general, these applications will provide information to a customer anywhere a cell signal is available on the status of the next arriving/departing buses from a location the customer selects. So, for example, a customer who works in the federal building could program their phone to provide an alert when the next bus to Douglas is five minutes

Juneau's Transit Development Plan -Update

Recommendations for Technology Improvements – August 15, 2014

away from the stop at the Federal Building. The alert may be delivered as a text message or as an alert through an app.

As one might imagine the application of technology this area of transit information is growing faster than the ability to write about it. Every day new apps are launched to enable transit riders, and would be transit riders, to enhance their transit riding experience. Ten years ago most agencies had to implement these systems utilizing their own capital budgets. Today, most systems are able to make AVL data available to the open market and someone will develop an app to access and make the data usable. If a decision is reached to add AVL capability to the system, ensuring the real time data is available as an open source will nearly ensure that the data will become available to passengers in one form or another without the need for Capital Transit to expend capital resources to make it happen.

Automated Passenger Counters (APC) – This is technology added to the bus that automatically tallies passengers as they get on and off the bus. The data is recorded for later retrieval and typically includes all the information necessary (bus number, schedule number, date, location, etc.) to recreate the details of the event. For larger systems with dynamic changes to the route system, this can provide a low cost tool to assess the impact of route changes, road closures, new roads, new developments and any number of factors that might change transit operations. For smaller systems that tend to have greater stability, the information tends to have less urgency. In a system the size of Capital Transit, by equipping 3 buses with APC's, cost \$20,000 to 25,000 for the APC's and associated software, system managers could create an accurate view of the activity throughout the system on a quarterly basis. This could be very useful in assessing and monitoring performance and considering additional changes in service in the future. A pre-requisite for APC's is to have AVL on the buses. Once the location data is available, the cost associated with adding APC's, about \$5000 per bus, is relatively reasonable. For now, though somewhat labor intensive to collect data, the currently installed camera system provides a way to collect information that is more efficient than a field collection effort. However, for a relatively small investment, if AVL is available, the process can become even more efficient and add to the ability to actively monitor and evaluate system performance.

Scheduling software – This is another software product that has significant value in a larger system where service changes and operator shift changes are a frequent occurrence. These systems support the maintenance of customer timetables and operator schedules and greatly simplify the "book-keeping" to ensure there is a working knowledge of the amount of resources required to operate the system such as vehicle hours, vehicle miles, number of buses, number of operators, operator pay hours, etc. Like all software, these systems do not do the thinking for the transit manager, the software facilitates and makes the work more efficient. This becomes very important when systems are changing services three to four times a year, managing hundreds of buses and operators. At a lesser level of intensity, lower number of buses and operators, fewer service changes, these systems typically provide a lower level of benefit. The current size and number of service changes for Capital Transit indicates that acquiring scheduling software would not provide a financial or efficiency benefit that would outweigh the costs of acquiring the

Juneau's Transit Development Plan -Update

Recommendations for Technology Improvements – August 15, 2014

software, supporting the software, training employees to use the software, and ensuring the data accessed by the software is up to date.

CBJ Capital Transit Employees

Letter of response to proposed new Transit structure

August 14, 2014

On July 30 and 31, a presentation was made to all Capital Transit Employees regarding the proposed new Transit routing structure. From these meetings, it was a group consensus that we compile a list of our concerns with both the process and the proposed new structure being presented to the Assembly.

Transit Employees understand and appreciate all the time and effort put forward over the last year and a half by the Project Management Team and Consultants in developing the 2013 Transit Development Plan (TDP) which was adopted by the CBJ Assembly on April 7, 2014. While the adopted TDP was not a perfect solution to the desperate need to revitalize the Capital Transit (CT) system, it contained many key elements and changes that address the main concerns of the CBJ, the Public, and CT Employees.

However, that TDP was not implemented, and we are in a new (seemingly rushed) phase to develop yet another proposed Transit routing structure that may be implemented as early as October 2014. While the Public and CT Employees had a limited opportunity to participate in the 2013 TDP process, the current phase of planning has not been as inclusive.

As a result of our initial review of the proposed new Transit routing structure; and because of the accelerated process and timing, CT Employees felt compelled to formulate this letter of our concerns. What follows are: a list of the perceived positive and negative impacts of the proposed routing structure, a more detailed written analysis of these concerns, and a signature page from CT Employees.

With collectively over 100 years of service to Capital Transit and the CBJ, Transit Employees are ready and willing to work towards a restructured system that addresses concerns of public and employee safety, quality and comprehensive service, simplicity and efficiency of structure.

Therefore, we ultimately propose that the CBJ discontinue the current process and expense of developing a highly flawed Transit routing structure. Instead, working in collaboration with CT Employees and the Public, we are confident that we could produce a plan that incorporates the Riverside Drive corridor, addresses needs for extended hours and weekend express service, retains efficient transfers, and alleviates the unreasonable time constraint on most routes.

Thank you for your time and consideration.

Transit Staff

Positive

- No Franklin service
- No St. Ann's service
- Weekend Express
 - airport access, reduced crowding on Valley bus
- Riverside
 - if limited service
- Express to DTC
- Expanded service
 - job opportunities, public service

Negative

- Overcrowding on Valley bus when Express transfers are missed or wait is too long
- Merging to Atlin stop
- Still driving into Lemon Creek
- 1 a.m. shift ending
- Weekend Express redundant if services closed (UAS, DMV, Job Service)

Negative

- Schedule and routes confusing
- Timetables confusing
- No alleviation of current time constraint
- Longer Operator shifts
- Short or inadequate turnaround/recovery times
- Monitoring of indirect transfers is difficult
- Lost revenue from transfer fraud
- Increased maintenance costs and staff time
- Interlined Douglas/Express
 - high potential for late buses, mixed driving
- Riverside Service
 - left turn to Mint Way, speed bumps, school zones, residential, snow berms, Steven Richards traffic congestion

Public

Positive

- Weekend Express
- Express to DTC
- Riverside Service
- Longer service hours

Negative

- No midday ½ hr. Express
- No Franklin service
- No St. Ann's service
- Reduced Back Loop Service
- No direct transfers
 - very long wait times in the weather
- Confusing schedules, routes, and timetables
- Riverside Service
 - school zones, early, late, ½ hr. operations, residential impact

- **Schedules, routes, and timetables are confusing**

Reading the schedule is confusing. It is meant to be read linearly, like reading lines in a book. But unlike reading lines in a book when one reads to the end of the paragraph one would go to the next line. However, this is not the case when reading the current schedule, especially with the interlined buses.

There is a time where a person needs to wait 36 minutes before continuing onto the Auke Bay Express from Douglas on Monday through Friday. When the bus arrives at 9:09 am, the passenger needs to wait 36 minutes to continue to Auke Bay. Or, they can wait 11 minutes at the DTC for a Valley bus.

This new bus schedule is very complicated to navigate. A well designed schedule requires simplicity; problems will result as people will never retain the complicated schedule, causing further delays with uncertainty on loading and unloading. After five years of transfers at the Nugget Mall it is still a confusing business for a large number of our local passengers.

We understand the difficulty of making all the pieces of the schedule puzzle fit and these are only a few quick observations in the short time we've had access to the proposed schedule.

- **No alleviation of the current time constraint to accomplish routes**

The overall feeling from the group was frankly one of disappointment and disbelief that the schedule was not an improvement, as they had expected after years of studies. For many years now, Operators in particular have looked forward to the day when the bus routes and schedules would be transformed into a simpler and more manageable operation. We have strived to maintain a timetable which has created tremendous pressure on the Operators. Not only has their physical and mental health suffered trying to provide reliable service all year round due to inclement weather, road construction, and increased ridership, but existing schedules are nearly impossible to maintain. Many of the routes, since the original schedules were created, have increased traffic lights and congestion as well as increased ridership. What results is more time needed to navigate to each bus stop and more time to load and unload passengers. This is the reason for our high rate of late busses and missed transfers.

It was the CT Employees' hope that the new proposal would have addressed these concerns and taken into consideration the shortfalls when the new timetable was created. The present schedule has such tight time restraints that it is extremely, if not impossible, some days to maintain. It would have been valuable to have included time in the schedules to allow for Operator's personal care breaks as well as perhaps even a few extra minutes at heavy traffic stops to allow Operators to get back on schedule. It is very common that

Operators are not having any break out of their seat for three or four hours as they struggle to make up lost minutes to get back on schedule. Adding as little as a 3-5 minute cushion in all routes would drastically improve System safety, reliability, and efficiency.

- **Longer Operator shifts**
- **1 a.m. shift endings**

At this time, the potential shifts are an unknown factor.

- **Short or inadequate turnaround/recovery times**

A very challenging change has been the elimination of the 8 minute layover between turnaround at UAS. (Currently Scheduled Arr: 25 or 55 after Dep: 3 or 33 after). The New time is Arr: 21 after Dep: 21 after. The New Schedule here allows 36 minutes from the Transit Center to UAS, but only 32 minutes to get back. Most Operators of the current UAS Express [Running Time: 1hour 3 minutes] would like to point out they never did get the 8 minutes scheduled layover and are under constant pressure to maintain the schedule. It is a struggle to get back on schedule with the current schedule that supposedly had an 8 minute layover built in, but does not exist in practicality.

What remains unclear, until we see the Operator shift schedules, is the time built in the schedule for Operator relief. Currently, Operators of the Valley and Douglas routes arrive at the DTC at :22 or :52 and depart at :38 and :08 (prepping buses at :35 and :05). This is a scheduled 13 minute relief period, but in actuality can be as little as 3-5 minutes after a late run or adverse weather. The New schedules allow for a 7 minute turnaround time at the DTC. This is of great concern for adequate Operator safety and health.

- **Monitoring of indirect transfers will be difficult**
- **Lost revenue from transfer fraud**

Since there are long waits for transfers at the DTC or Nugget Mall, anyone can walk on the bus and say they are a “transfer” when they just arrived to the Center and had not been on a bus. Already, under the current system of direct transfers, unless the buses arrive at the exact same time and can visually track passenger transfers, there is no feasible way to monitor the situation effectively.

- **Increased maintenance costs and staff time**

Longer hours will be needed for maintenance staff and increased maintenance costs due to many more hours of operation for the buses.

The financial implications to the city budget are an unknown. It seems probable that an increase in funding for Capital Transit will be required, as personnel and equipment run longer hours. The expense

of all the shift differential in starting buses before 6:00 am and the cost of paying Operators time and a half for working overtime.

- **Interlined Douglas/Express**

This interlining proposal creates a route with mixed driving styles: i.e. 55 MPH Egan Drive down to 30 MPH Douglas Highway. Currently, Operators appreciate the opportunity to bid for a shift of a certain driving style or service.

If a mechanical, passenger trouble or other delay occurs on the interlined bus then it affects not only the Express run but also the next Douglas run. The whole idea of interlining buses is to use buses that are heading in the same direction and use the same terminus.

Also, until we see how the Operator shifts will be arranged, we are concerned that this interlined route will create more long (10 hour+) shifts. This may affect both Operators who need full-time work and those who only desire part-time work.

This change in schedule was said to incorporate the Express with Douglas run to accommodate a break for the Express Operator. Relief time for this route at the Transit Center allow 7 minutes at beginning and at the end. The current UAS Express has 8 minutes allocated in the schedule but due to a tight schedule, Operators never get an 8 minute layover, if any at the UAS stop. It is very likely we will not see this 7 minutes relief time. The Operators do need to use the break room facilities or to stretch their legs; there is also the consideration for loading/unloading the bus which could take more than 2 minutes either end. Another concern for relief at the UAS stop is when the University is closed and we cannot access the restroom.

- **Riverside Service**

We can certainly understand the desire to add service to Riverside Drive. However, this one item is the cause of a whole system change that has the potential to degrade the overall high quality service Capital Transit provides.

One goal of public transit is to remain on major road systems so as not to impact neighborhoods unless there is low income housing and no other alternative access. This doesn't seem to be the case on Riverside Drive. To provide transportation access for the swimming pool, library, and high school is understood. However, is it necessary to impact entire neighborhoods from 6:00 am to 1:00 a.m., especially when these facilities are not operating consistent hours throughout the year nor late at night? Meanwhile, the nearest current stops at the Mendenhall Mall or Steven Richards Avenue provide the industry goal of being within ¼ mile of key infrastructure and ridership.

Some of the concerns with Riverside Drive Service:

1. No dedicated turning lane on the Back Loop to Mint Way which is an apex of a blind corner where vehicles have been known to travel at 50 mph in the ice and snowy road conditions.
2. Having to make a left turn off the Back Loop onto Mint Way is a very awkward turning maneuver, with a short straight downhill and sharp right turn.
3. Having to traverse four speed bumps at 15mph.
4. Having to make a 90 degree corner at a slow speed at Mendenhall River School Entrance.
5. Riverside Drive having to drive through three speed zones: 15, 25, 35 mph.
6. Riverside Drive stopping and starting at 2 school zones five times a day.
7. A challenging four way stop sign at Steven Richards which still creates heavy traffic issues during commute times.
8. Intense traffic flow in rush hour/s on Riverside Drive,
9. Unaware of passenger demand on Riverside Drive north of Steven Richards, which affects the start and stop times for the schedule. To drive this portion of road with no passenger activity is not a fair representation of the times necessary on the schedule.
10. The snow berm down the middle of Riverside drive in the winter is also a major traffic hazard, especially if people park along the road.
11. Unknown impact of interaction with large sporting events at Melvin Park where cars park on the shoulder and sidewalk.
12. Pedestrian and school children safety as there is NO sidewalk on the side of the road buses are to travel.

- **Overcrowding on buses when transfers are missed or wait is too long.**
- **No Midday ½ hour Express Service**

From 9:30 a.m. to 4:30 p.m. the Express route is proposed to be reduced to hourly service. This will cause both the Valley and the Town buses to be overcrowded because most people will not want to stand at Nugget Mall for to 25 minutes waiting for a transfer when they can get where they are going by staying on the slower local bus.

- **Merging to the Atlin stop (St. Paul's)**

This is very difficult during peak traffic times for the northbound Valley bus.

- **Still driving into Lemon Creek**

For many years, Capital Transit staff have been recommending that bus service through the Lemon Creek neighborhood be either limited to Central/Lund or out on Glacier Highway due to many safety and timing concerns. During the recent road reconstruction when we routed in that fashion, we were able to consistently save 2-3 minutes on travel time, thus greatly increasing reliability in transfer times and reducing Operator stress.

Pulling service out of Lemon Creek has also been incorporated and recommended in the last two Transit Development Plans.

From the Lemon Creek turnaround, the current schedule allows 13 minutes to the Nugget Mall. The current proposal cuts the time to the Nugget Mall to 11 minutes. Still it is difficult to get out of Davis Avenue at times to make left turns, since it is an uncontrolled intersection.

- **Reduced Back Loop Service**

For many years we have seen consistent passenger boarding on the Back Loop Route. (Montana Creek, Wren Drive, Goat Hill (Johnson Youth Center) and Windfall bus stops.) We realize that this is not a high ridership area compared to other routes. The new structure only has morning and evening commutes to Back Loop with a stretch from 7a.m. to 4p.m. with no service, and no service after 4:30p.m. Even bus service once an hour or two would be highly beneficial to the public.

- **No direct transfers**

As previously noted, there is the potential of very long transfer wait times. This is especially inconvenient for passengers in inclement weather. As difficult as maintaining direct transfers are, they are a unique asset to our Transit system.

- **Weekend Express redundant if services are closed (UAS, DMV, Job Service)**

We question the rationale for this service without additional weekend service to the Back Loop stops.

**ASSEMBLY AGENDA/MANAGER'S REPORT
THE CITY AND BOROUGH OF JUNEAU, ALASKA**

Shattuck Way - Pedestrian Street Proposal

ATTACHMENTS:

	Description	Upload Date	Type
☐	Letter from North Wind Architects, LLC	8/13/2014	Cover Memo
☐	Shattuck Way Photos/Graphics from NorthWind Architects	8/13/2014	Presentation
☐	Emails re: SHI position on Shattuck Way proposed changes	8/14/2014	Cover Memo
☐	Planning Commission Notice of Decision re: CSP 2012-0004	8/14/2014	Cover Memo



August 14, 2014

City and Borough of Juneau
Committee of the Whole

Re: Shattuck Way Pedestrian Street Proposal

Committee Members:

On behalf of the Miner's Mercantile Building and owner RH Rentals, NorthWind Architects has been asked to review and comment on the opportunities and benefits that would result in the re-development of Shattuck Way to accommodate a limited access/pedestrian street to help mitigate the current constraints experience with the current street use.

Specifically, in discussions with the owner, the constraints posed by the current configuration of Shattuck way poses hardships and limits the owner's potential for retail and commercial development. The street is narrow, there are no sidewalks against the the Miner's Mercantile building and the ingress and egress onto front street poses a risk to vehicles and pedestrians.

In a general and more broad discussion, changing the streets configuration to address the specific constraints provides an opportunity that would benefit the greater community. The street could very well be a great addition as a limited access/pedestrian way strengthening the connection between Marine Park, the gateway to our city, and our central business core along front street. It would, at this time coincide with critical discussion within the downtown core on opportunities to better or downtown built environment and complement the addition of the Main Street Upgrade an the addition of the Sealaska Heritage Institute project. Continued work to contribute to a better downtown is our responsibility. This would one such contribution.

One pertinent issue raised by the interest of the downtown community is the potential loss of existing parking spaces as we look at redevelopment. Our charge would be to limit this as much as possible and think creatively about what additions could be gained at the ends of the pedestrian street adding back in 2-3 spaces and continuing to centralize parking within the current parking garage locations. During the Summer months capacity at the Downtown Transportation Center shows availability and it certainly should be considered as an option.

Great cities rely on great streets. They are the public room. From our vantage point discussing city design opportunities, taking advantage of the current challenges and developing a greater, better solution would benefit our community.

Attached are visuals depicting potential as a beginning in ideas of how this could look. A more careful and thoughtful solution with greater public and private participation could offer a wonderful addition to our downtown core.

Thank you,

James Bibb, AIA
Principal Architect

126 Seward Street
Juneau, Alaska 99801
T (907) 586-6150
F (907) 586-6181
james@northwindarch.com



IT IS AN OPPORTUNITY:

REDEVELOPMENT OF SHATTUCK WAY IS AN OPPORTUNITY TO RESPOND TO CURRENT INTER-EST IN DOWNTOWN REVITALIZATION EFFORTS BY TAKING AN UNDERUTILIZED AND UNDER-PER-FORMING SECONDARY PUBLIC WAY AND DESIGNING A PUBLIC PEDESTRIAN WAY WITH LIMITED VEHICULAR ACCESS.

CURRENT CHALLENGES AND CONSTRAINTS:

- STREET IS TOO NARROW FOR PARKING MANEUVERING
- POOR TRAFFIC SITELINES ONTO FRONT STREET FOR BOTH VEHICLE AND PEDESTRIANS
- IT IS NOT PEDESTRIAN FRIENDLY WITH NARROW AND SIDEWALKS
- THE QUALITY AND USE OF MATERIALS ARE POOR

PROPOSAL: PROPOSAL WOULD HIGHLIGHT CITY CONTRIBUTIONS TOWARDS JUNEAU'S DOWN-TOWN REVITALIZATION EFFORTS.

SUPPORTS CURRENT TRENDS TO TOWARDS A MORE PEDESTRIAN ORIENTED DOWNTOWN CORE

DOWNTOWN JUNEAU WILL CONTINUE TO GROW AS IT MEETS THE NEEDS OF A MORE VIBRANT DOWNTOWN. THE TREND IS TO PROVIDE A MORE PEDESTRIAN FRIENDLY CITY CENTER FOR LOCALS AND VISITORS

- HELPS GOAL OF PROVIDING A SAFE AND IDENTIFIABLE ROUTE TO FRONT STREET
- PROVIDES MARINE PARK OPPORTUNITY FOR VISITATION PATHWAYS INTO DOWNTOWN
- MEETS NEED TO CREATE OPPORTUNITIES FOR MORE DIVERSE AND INTERESTING PEDESTRIAN OPTIONS WITHIN OUR CITY.

PROPOSAL WOULD: ADD TO AND STRENGTHEN THE PEDESTRIAN QUALITY OF DOWNTOWN JU-NEAU.

WILL ADDRESS CURRENT LONG-STANDING PROBLEM WITH A BETTER SOLUTION

EXISTING STREET IS SUBSTANDARD AND HAS NOTABLE CHALLENGES. SIMPLE REPAIRS WILL NOT ADDRESS CURRENT PROBLEMS. A BETTER SOLUTION IS AN OPPORTUNITY.

- WITH SEALASKA HERITAGE INITIUTES OPENING, TIME IS RIGHT SUPPORT GOOD AND MEANINGFUL DESIGN.
- OPPORTUNITY TO PROVIDE A MORE QUALITY BUSINESS FRONTAGEP

PROPOSAL WOULD: IMPROVE AN EXISTING CONSTRAINT WITH A BETTER LONG-TERM SOLU-TION

SHATTUCK WAY

PEDESTRIAN ALLEY

08.07.2014

NORTHWIND ARCHITECTS





VISUAL OPPORTUNITY FROM MARINE PARK TO INVITE PEDESTRAINS INTO SHATTUCK WAY

SHATTUCK WAY

PEDESTRIAN ALLEY



BEFORE:

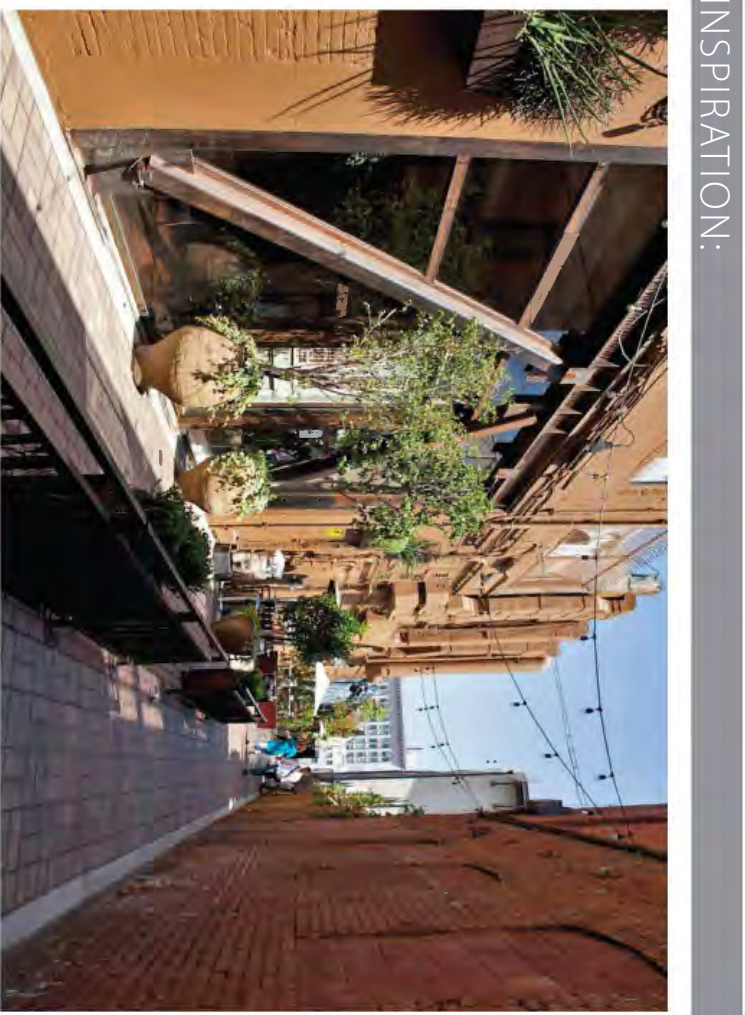
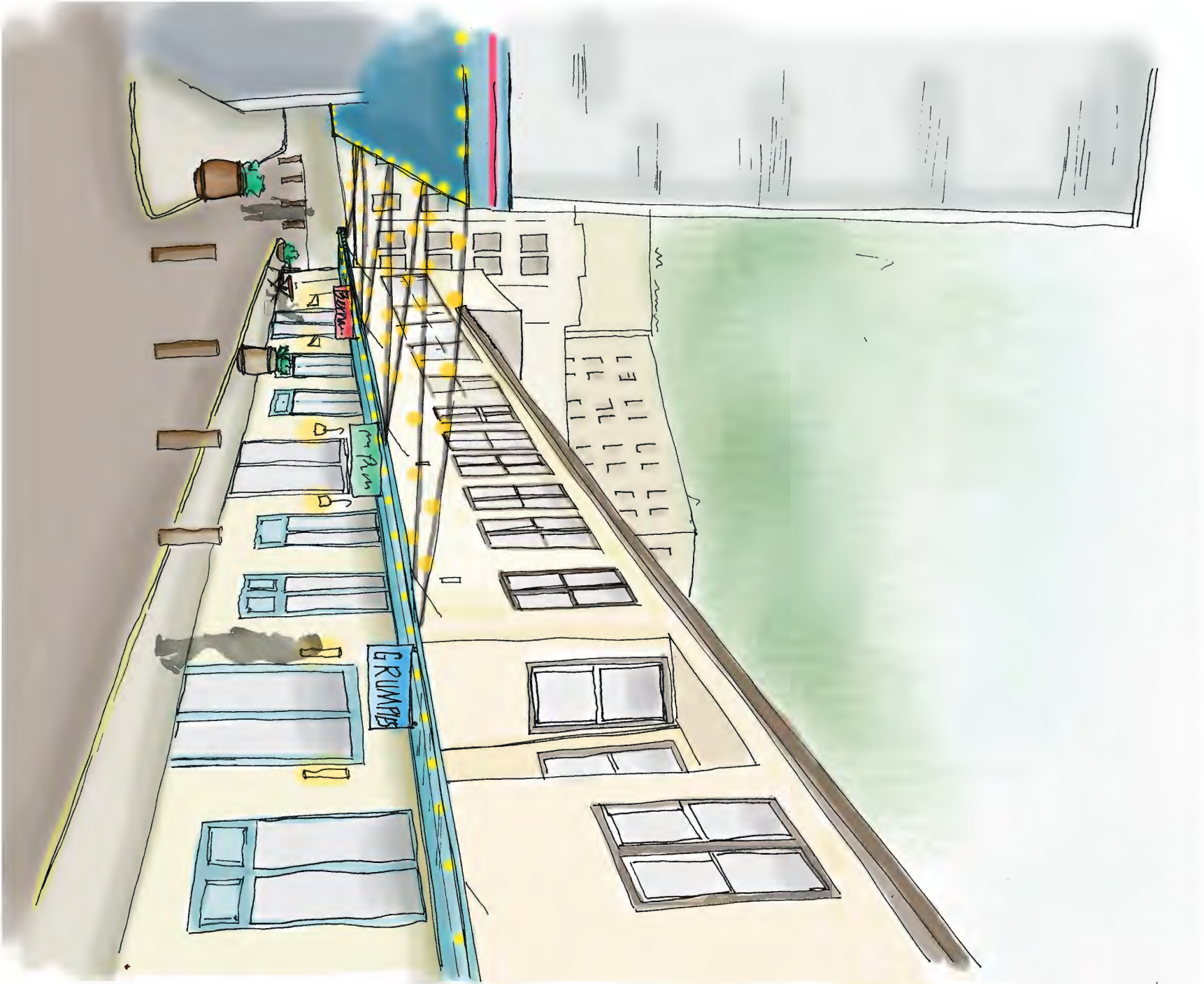
INSPIRATION:



08.07.2014

NORTHWIND ARCHITECTS





DESIGN PRECEDENCE

NEW PEDESTRIAN STREET ALLOWING FOR SIDEWALK ALONG MINER'S MERCENTILE BUILDING SHATTUCK WAY

PEDESTRIAN ALLEY

From: Lee Kadinger [<mailto:Lee.Kadinger@sealaska.com>]
Sent: Monday, June 30, 2014 9:28 AM
To: Kim Kiefer
Cc: 'RICHARD HARRIS'
Subject: RE: Shattuck Way

Kim,

As discussed, SHI takes no position on this. However, we feel removable bollards would be problematic, would create difficulties in deliveries, and would be even more troublesome in winter months.

Thank you for contacting us on this.

Lee

LEE (Nagootk'I) KADINGER | CHIEF OPERATING OFFICER
SEALASKA HERITAGE INSTITUTE
One Sealaska Plaza, Suite 301 | Juneau, AK 99801
direct 907.586.9266 | main 907.463.4844 | fax 907.586.9293
Lee.Kadinger@Sealaska.com
www.sealaskaheritage.org

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From: Kim Kiefer [mailto:Kim_Kiefer@ci.juneau.ak.us]
Sent: Friday, June 13, 2014 4:33 PM
To: Lee Kadinger
Cc: 'RICHARD HARRIS'
Subject: Shattuck Way

Hello Lee,

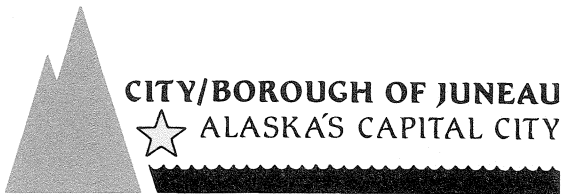
I met with Rich Harris today to discuss the possible Shattuck Way street closure. We need to move this project to the Assembly so Rich knows how to proceed with his building and to do that I need information from you.

Has or will SHI take a position on whether or not they support closing Shattuck Way? How often will you need access to your building on Shattuck Way for deliveries? If there is a removable bollard allowing for access would that meet your needs? What questions do you have?

I would like to move this to the Assembly Committee of the Whole in August and would like to have something in writing from SHI. Please let me know if you would like to meet to discuss options or alternatives.

Thank you
Kim

Kimberly Kiefer
City Manager
155 South Seward
Juneau, Alaska 99801
Voice 907.586.5240
Fax 907.586.5385
www.juneau.org



**PLANNING COMMISSION
NOTICE OF RECOMMENDATION**

Date: April 25, 2012
File No.: CSP2012 0004

City and Borough of Juneau
CBJ Assembly Members
155 S Seward Street
Juneau, AK 99801

Application For: Planning Commission Recommendation to the City and Borough Assembly regarding vacating a portion of Shattuck way located between Municipal Way and Front Street.

ROW name: Shattuck Way

Property Address: Shattuck Way

Parcel Code No.: 0 Parcel

Hearing Date: April 24, 2012

The Planning Commission, at a regular public meeting, adopted the analysis and findings listed in the attached memorandum dated April 20, 2012, and recommended that the City Manager direct CBJ staff to design and build the project in accordance with the following recommendations:

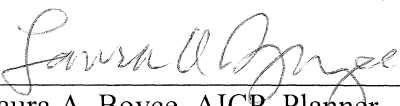
1. Closure of Shattuck Way to vehicles shall be for a period of three years from the date of Assembly approval. At the end of that time period, the request shall be reevaluated.
2. If construction occurs on Sealaska's vacant lot located along Shattuck Way, a pedestrian path must remain open and be maintained on Shattuck Way for safe, pedestrian travel for the duration of the project.
3. Removable bollards, or some other barrier acceptable to CBJ Engineering, Fire, Public Works, and Parks Departments, will be installed at the expense of the Miner's Mercantile building's owner, with coordination and approval by the CBJ.
4. Snow removal along Shattuck Way shall be provided by the owner of the Miner's Mercantile building in the winter thereby keeping Shattuck Way open to pedestrians as well as the occasional delivery and/or maintenance vehicles. CBJ will continue to provide plowing along the sidewalk along the west side of Shattuck Way.
5. The owner of Miner's Mercantile building shall apply for a right-of-way encroachment permit for any improvements within the Shattuck Way right-of-way.
6. Any improvements shall comply with the Downtown Historic District Standards and Guidelines, as applicable.
7. Access to public and private utilities within the Shattuck Way right-of-way is to be maintained.

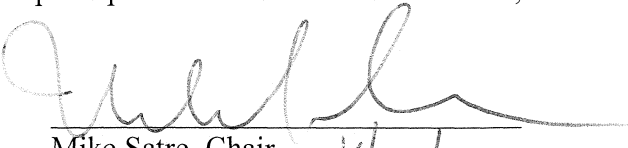
8. Minimize lost parking spaces to the fullest extent possible.

Attachments: April 20, 2012 memorandum from Laura A. Boyce, AICP, Planner, Community Development, to the CBJ Planning Commission regarding CSP2012 0004.

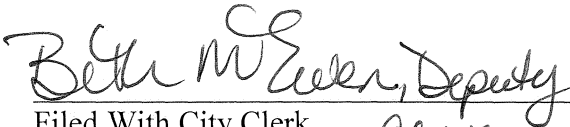
This Notice of Recommendation constitutes a recommendation of the CBJ Planning Commission to the City and Borough Assembly. Decisions to recommend an action are not appealable, even if the recommendation is procedurally required as a prerequisite to some other decision, according to the provisions of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

Project Planner:


Laura A. Boyce, AICP, Planner
Community Development Department


Mike Satre, Chair
Planning Commission

4/25/12


Beth M. Ecker, Deputy
Filed With City Clerk
Clerk

4/25/2012
Date

cc: Plan Review

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