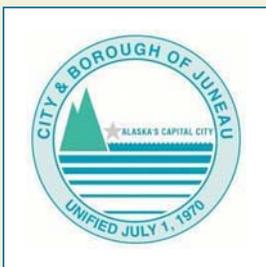




# DOWNTOWN JUNEAU TOURISM TRANSPORTATION IMPACT STUDY

## **Project Summary Report** *City and Borough of Juneau, Alaska*



 **KITTELSON & ASSOCIATES, INC.**  
TRANSPORTATION PLANNING/TRAFFIC ENGINEERING

**IN ASSOCIATION WITH:**



September 2003

Project Summary Report

# Downtown Tourism Transportation Study

City and Borough of Juneau, Alaska

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**Section 1**  
Introduction

## Introduction

Juneau is a unique community in many ways, and transportation stands out as one of its most defining characteristics. It is, after all, the only state capital that cannot be accessed by road. The surrounding topography compels a very linear growth pattern and has provided the downtown and northern residential areas with only one continuous connection: Egan Drive-Marine Way-S Franklin Street-Thane Road. Despite its relatively small size and wet climate, Juneau maintains transit and bicycle ridership levels that are high by almost any national standard. It lies on the seaward edge of one of the most rural states and yet, during the summer tourist and cruise ship season, its downtown and waterfront areas contend with daily pedestrian volumes that rival those found on the Las Vegas Strip. The purposes for which downtown travel occurs in Juneau are quite varied, and as such the system must be capable of equitably accommodating commuters, shoppers, tourists, and even some through travel.

The Downtown Juneau Tourism Transportation Study offers a timely and important opportunity for the community to address long-standing circulation and accessibility issues associated with the downtown and waterfront areas, particularly during the tourism season. The purpose of this project is to assess the current situation, and then to blend creativity with practicality in developing alternative transportation strategies for improved safety, flow, and accessibility for all travel modes. This project is just one of several that must be completed in order to visualize, develop, and implement an effective and integrated circulation system for the downtown/waterfront area. Careful coordination with other on-going projects, such as the Waterfront Master Plan and downtown parking management efforts, is important to ensure a holistic foundation is established upon which future work can be built. The study area under consideration for this effort is illustrated in Figure 1.



STUDY AREA MAP  
JUNEAU, ALASKA  
FIGURE  
1A



STUDY AREA MAP  
JUNEAU, ALASKA  
FIGURE  
1B

This report serves to summarize the work product resultant from the Downtown Tourism Transportation Study. It is intended to provide guidance to the City for future implementation of improvement projects and strategies to achieve the objectives established by the community. The specific items outlined in this report include:

- Previous transportation planning work that has been completed in the Juneau downtown and waterfront areas;
- Key issues and concerns related to tourism and transportation as uncovered through the initial stakeholder interview process;
- A documentation and summary of the existing transportation systems in the study area;
- A qualitative assessment of a range of opportunities that could be used to improve the current travel situation within downtown Juneau during the tourism season; and
- A recommended direction and overall philosophy related future improvement projects and strategies for implementing the most promising solution opportunities.

#### **SUMMARY OF PREVIOUS STUDIES**

The first phase of the data reconnaissance effort undertaken for this project was to review previous planning studies that have been prepared for the Downtown and waterfront areas to gain a background understanding of the key themes, issues, and recommendations that have been identified in the past.

The previous studies reviewed included:

- Juneau Tourism Community Opinion Survey Series (November 2002)
- City & Borough of Juneau (CBJ) Transit Development Plan & Transit Improvement Program (September 2002)
- Jacobsen Drive Dock – Thane Road and Mt Roberts Road Traffic Impact Analysis (August 2002)
- CBJ Area Wide Transportation Plan: Volume 1 – Transportation Plan Recommendations (July 2001)
- CBJ Area Wide Transportation Plan: Background Document (April 2001)
- Steamship Wharf and Marine Park Improvements – Conceptual Design Report (May 1999)
- Juneau Parking Study (February 1999)
- The Capital City Vision Project: Juneau's 20/20 Vision for Downtown (January 1998)
- Juneau Non-Motorized Transportation Plan (September 1997)
- City Center Transportation Improvement Plan – Vehicular and Pedestrian Studies for Southeast Alaska City Centers (Final Report) (July 1997)
- Juneau Cruise Ship Terminal Master Plan (August 1996)
- Downtown Tour Season Traffic Study (Final Report) (September 1994)

Although each of these studies approached the transportation issues of the study area from a different perspective, several common themes were identified:

- There is a steady and continuing growth in the numbers of tourist during the summer season, particularly from the cruise ship industry.
- The existing road network in the study area is constrained by geography and, in some parts of the downtown area, by narrow rights of way and historic buildings.
- Numerous studies identified the lack of appropriate parking in the Downtown area as a key issue. The Juneau Parking Study showed that this issue is not directly related to tourism. In the downtown area north of S Franklin Street parking constraints are a year-round issue for the community. Many of the previous proposals and options to relieve congestion during the main tourism season have included impacts to the existing parking supply, thus linking the two issues.
- There are adverse impacts of pedestrian congestion in the downtown area, particularly near the waterfront during the summer tourism season. In some locations, the capacity of the sidewalk system is exceeded and pedestrians use the roadway to avoid congestion on the sidewalk. The sidewalk capacity constraints are related to the high number of pedestrians, the desire of some pedestrians to congregate on the sidewalk, narrow sidewalks in many locations, and street furniture that reduces the available capacity in certain locations. Other persistent pedestrian-related issues included the location, type and safety of crosswalks, particularly those along Egan Drive-Marine Way-S Franklin Street-Thane Road.
- Traffic congestion in the study area increases during the tourism season. An increased number of vehicles servicing the tourism uses are added to the year-round general traffic of the downtown area. In addition, the dramatic increase in pedestrian traffic and congestion slows vehicular traffic around key conflict points. Many of the recommendations of the previous studies relate to improving the operations of tourism-related vehicles to either reduce overall congestion or increase throughput to handle increased numbers of tourists.
- The need to improve the operation of the major tourism-related vehicle staging areas near the waterfront, particularly at Marine Park and the Cruise Ship Terminal, was identified in a number of studies. Various improvement strategies were recommended to help alleviate current congestion at these terminals and cope with increasing demand for these services in the future.

The recommendations of the studies included increasing capacity of key infrastructure such as roadways, sidewalks, crosswalks, tourism vehicle staging areas, and the docks and improved management of all transport related facilities, most particularly those whose capacity could not be increased. These management improvements ranged from changing tour bus departure schedules to spread demand more evenly over the day and altering study area tourism travel patterns by increasing the number of wharf-side attractions.

The detailed summary of previous studies is provided as Appendix "A."

## SUMMARY OF STAKEHOLDER INTERVIEWS

There are a wide variety of people and organizations that live, do business in, or otherwise frequent Juneau's downtown and waterfront area on a regular basis. To understand the desires and concerns of the downtown community, another initial task undertaken as part of this project was to identify and meet with key project stakeholders.

A series of small group meetings were conducted over the course of three days in early April 2003 to meet with the various stakeholder groups, introduce them to the project, and listen to their concerns, issues, and ideas for improvements. Those that could not attend a meeting were interviewed over the phone and some also submitted written comments. The stakeholder interviews represented a diversity of interests and viewpoints related to tourism, transportation, and the downtown Juneau community. They included:

- Government Agencies – City & Bureau of Juneau; Alaska Department of Transportation & Public Facilities; Capital Transit; Legislative Affairs Agency; US Army National Guard
- Community Groups – Thane Neighborhood Association; Downtown Neighborhood Association
- Downtown Businesses – Juneau Economic Development Council; Juneau Chamber of Commerce; Downtown Business Association; Merchants Wharf
- Waterfront Operators – US Coast Guard; NOAA; Alaska Marine Lines Trucking; Taku Smokeries & Fisheries; Taku Oil
- Tourism Industry & Operators – Juneau Convention & Visitors Bureau; Gray Line; Princess Cruises; Goldbelt Tours; Wings of Alaska; Mt. Roberts Tramway
- Delivery Services – Federal Express; Glacier Marine/Northland Services.

It was evident from the interviews that all of the groups invest considerable effort and pride in their community and operations. While they all expressed a sincere desire to maintain the character, vitality, and function of Downtown Juneau, they each had individual ideas and priorities for how that could best be accomplished. The key themes, concerns, and ideas related to tourism transportation needs identified through the stakeholder interview process (in no priority order) were:

- Pedestrian flow and safety, both along and crossing S Franklin Street
- Potential for pedestrian and vehicle conflicts along S Franklin Street
- Congestion and conflicts between delivery vehicles, service vehicles, and tour operations (coaches, shuttles, etc.) along S Franklin Street and in staging and pick-up areas
- Keeping Downtown Juneau vibrant and useable for local residents as well as tourists
- Planning for future development along the waterfront (for example, in the existing rock dump area)
- Planning for the impacts of future growth of the tourism industry and operations
- Maintaining efficient and safe access to the waterfront properties and uses for all vehicles and travel modes

- Developing more efficient management of the tourism demand (e.g., scheduling, staging)
- Creation of a pedestrian-focused boardwalk area along the waterfront to separate the conflicts along S Franklin Street
- Minimizing the impacts of the tourism operations on the efficiency of business operations (for example, deliveries and employee access for downtown businesses)
- Developing signage and other elements to assist tourists and add to the Downtown's character
- Developing a local transit system (trolley, shuttle, people mover) for tourists and residents to use around the downtown area
- Providing for and better managing parking options for local downtown visitors, residents, deliveries, and employees

The detailed stakeholder interview notes are provided as Appendix "B."

**Section 2**

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Existing Conditions

## Existing Conditions

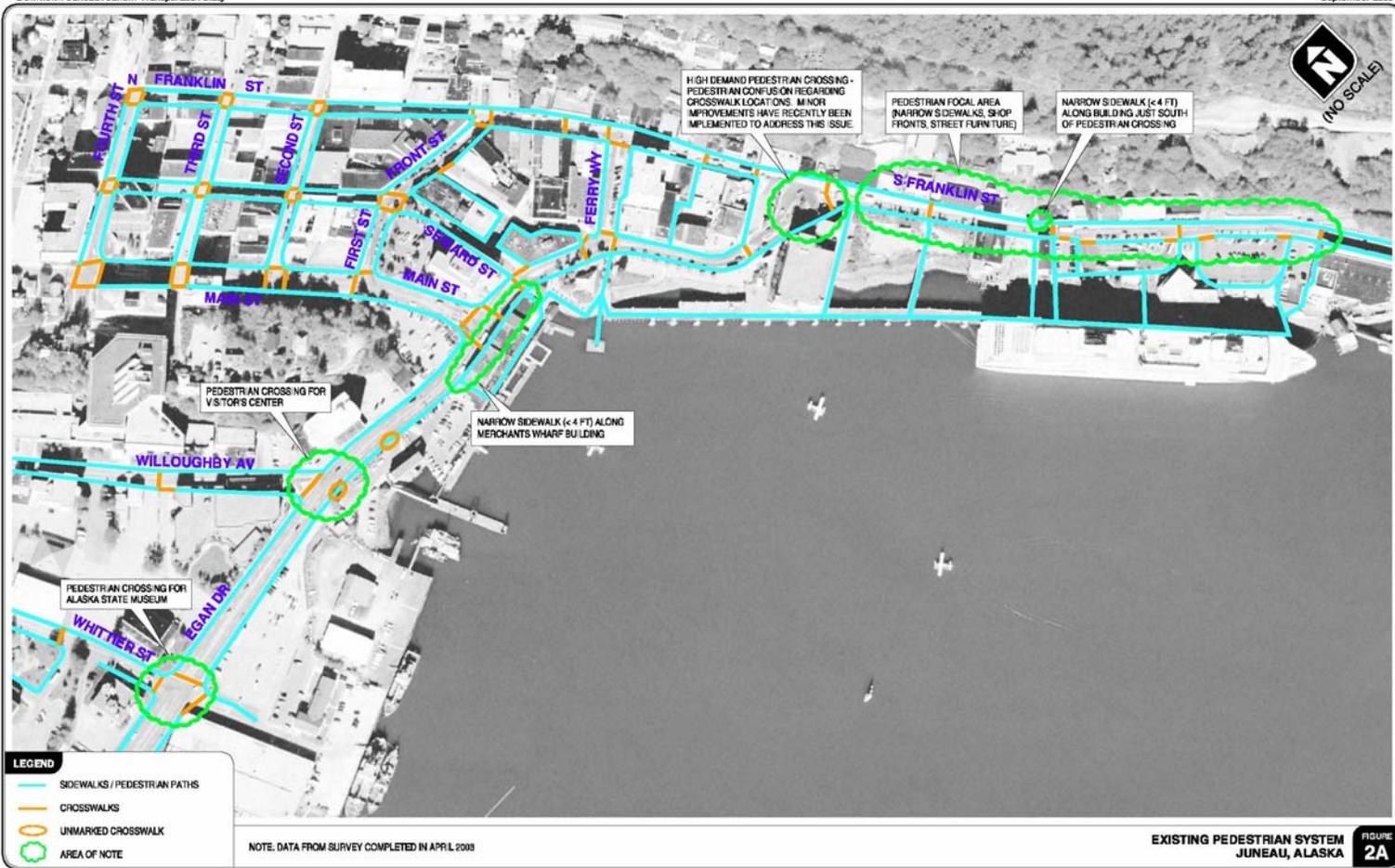
To supplement the information gathered through the document review and stakeholder interview process, the project team also conducted an in-field inventory of the existing multi-modal transportation system throughout the study area. The existing connectivity, capacity, and accessibility of the system was reviewed and documented to identify existing constraints and opportunities for future concept development. The system inventory is summarized by mode in the remainder of this section.

### PEDESTRIAN TRAVEL

#### *Pedestrian System Inventory*

The downtown Juneau and waterfront area currently has a well-connected sidewalk and pathway system to facilitate pedestrian travel throughout the study area. Completion of the sidewalk construction project along the east side of Thane Road between the rock dump and the Princess Dock will provide continuous sidewalk and pathway connections on both sides of all City streets throughout the entire study area. As such, in general, during the off-season the pedestrian system functions acceptably and can accommodate the travel demand placed upon it. Figure 2 provides a graphical documentation of the existing pedestrian system within the study area.

During the peak tourist season, however, up to five cruise ships can be docked and lightered in the downtown harbor at a given time, with each of these ships carrying in excess of 2,000 passengers. For those visitors who wish to shop in and visit the downtown and waterfront area, walking is the predominant mode of travel used. As such, the capacity of the existing sidewalk system is typically exceeded during these peak times. In more recently constructed areas, such as in front of the Princess Dock, wider sidewalks have been provided along S Franklin Street and the capacity constraints are not quite as pronounced. Closer into the downtown, along the section of S Franklin Street between Taku Smokeries and Marine Way (i.e., the teardrop turnaround), the environment changes and narrower, older sidewalks coupled with denser, tourist-oriented development and store fronts create congestion points and bottlenecks for the pedestrians disembarking from the cruise ship docks. Pedestrian flows in this area current range between 2,000 and 2,600 pedestrians per hour during the peak periods of the day during the tourist season months. These flow rates equate to approximately 20 to 25 persons/foot/minute, which is consistent with the values quoted for pedestrian sidewalk capacity in the Highway Capacity Manual. In many locations street furniture (such as light poles, newspaper dispensers, store displays, and stuffed wildlife) further reduce the limited sidewalk capacity and create obstacles to pedestrian flow. As a result, pedestrians often spill off of the sidewalks into S Franklin Street for ease of mobility, to avoid sidewalk obstacles, or to take pictures of the various attractions along the street. Pedestrian congestion is most pronounced in the segment of S Franklin Street between Taku Smokeries and Merchants Wharf. Outside of this area, pedestrian demand diminishes or is dispersed among alternate routes (such as into the downtown core), thus minimizing the amount of pedestrian traffic on any one facility.





**LEGEND**

- SIDEWALKS / PEDESTRIAN PATHS
- CROSSWALKS
- UNMARKED CROSSWALK
- - - AREA OF NOTE

NOTE: DATA FROM SURVEY COMPLETED IN APRIL 2008

EXISTING PEDESTRIAN SYSTEM  
JUNEAU, ALASKA **FIGURE 2B**

Pedestrian crossings of S Franklin Street are also an important issue for consideration. There are several signalized pedestrian crossings located within the study area, however, multiple attractions along both sides of S Franklin Street and the high pedestrian demand result in frequent pedestrian crossings at random locations along the entire corridor. A crossing guard program has been implemented for the tourist season in an effort to control and improve the safety of pedestrian crossings of S Franklin Street, however, it may not be operating to its full potential and benefit.

Key elements and characteristics of the existing pedestrian system are also summarized in Figure 2. These include:

- High pedestrian crossing demand of Egan Drive-S Franklin Street at Whittier Street from visitors destined for the Alaska State Museum.
- High pedestrian crossing demand of Egan Drive-S Franklin Street at Willoughby Avenue from visitors destined for the Juneau Visitors Center.
- Narrow sidewalk segment, which is sometimes blocked by delivery trucks, along the Merchants Wharf building.
- Pedestrian confusion regarding delineated crosswalk locations at the Marine Way-S Franklin Street intersection (the teardrop turnaround). Recent markings have been put in place at this location to address the concern of inappropriate crossings.
- Narrow sidewalk segment on the east side of S Franklin Street across from the Cruise Ship Terminal and adjacent to a pedestrian crossing that is a bottleneck for pedestrian flow.

#### *Existing Pedestrian Travel Desires & Routes*

Figure 3 provides a graphical illustration of the primary pedestrian travel routes and destinations within the study area. As can be seen from Figure 3, S Franklin Street serves as the primary pedestrian connection between the cruise ship docks and the major destinations in the downtown area.

In addition to the shops and restaurants along S Franklin Street and in the downtown core, key tourist attractions and destinations within the study area include the Alaska State Museum on Whittier Street, Centennial Hall (Visitors Center) on Willoughby Avenue, the State Capital on Seward Street, and the City Museum on Fourth Street.

There are a number of destinations along the waterfront that attract both tourist and local pedestrians during the tourist season such as Mt. Roberts Tramway, Marine Park, Merchants Wharf, and the Wings of Alaska/Seadrome dock.



**LEGEND**

- PEDESTRIAN TRAVEL DESIRE / ROUTES
- TOURIST DESTINATION

- TOURIST DESTINATIONS**
- ① STATE CAPITOL
  - ② JUNEAU-DOUGLAS CITY MUSEUM
  - ③ ALASKA STATE MUSEUM
  - ④ CENTENNIAL HALL (VISITOR'S CENTER)
  - ⑤ SEADROME DOCK
  - ⑥ MARINE PARK
  - ⑦ MT. ROBERTS TRAMWAY
  - ⑧ TAKU SMOKERIES

PEDESTRIAN TRAVEL ROUTES  
JUNEAU, ALASKA **FIGURE 3A**



**LEGEND**

- PEDESTRIAN TRAVEL DESIRE
- - - FUTURE TRAVEL ROUTE
- 8 TOURIST DESTINATION

- TOURIST DESTINATIONS**
- ① STATE CAPITOL
  - ② JUNEAU-DOUGLAS CITY MUSEUM
  - ③ ALASKA STATE MUSEUM
  - ④ CENTENNIAL HALL (VISITOR'S CENTER)
  - ⑤ SEADROME DOCK
  - ⑥ MARINE PARK
  - ⑦ MT. ROBERT'S TRAMWAY
  - ⑧ TAKU SMOKERIES

PEDESTRIAN TRAVEL ROUTES  
JUNEAU, ALASKA **FIGURE 3B**

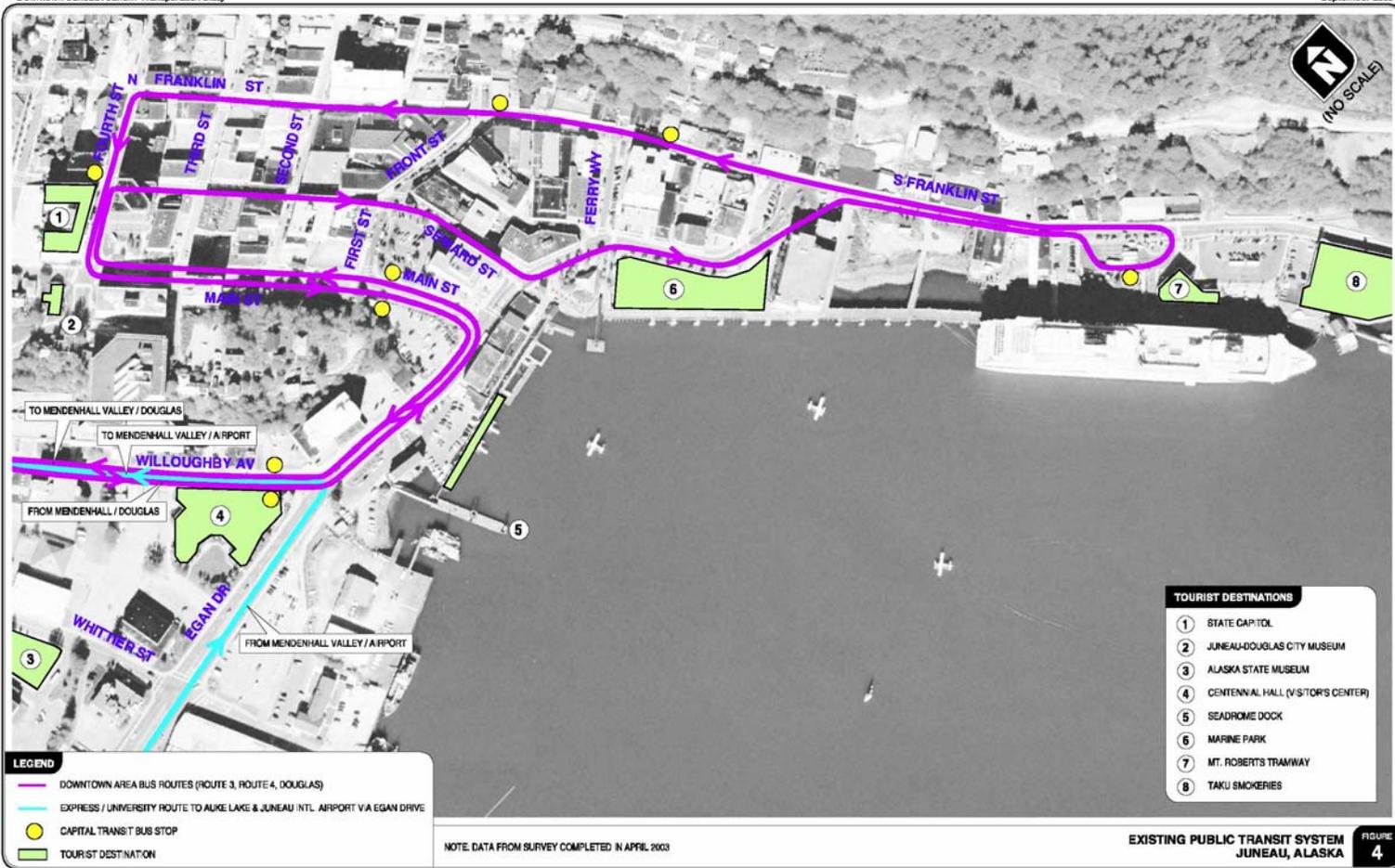
PROFESSIONAL REPORTING

**PUBLIC TRANSIT TRAVEL***Public Transit System Inventory*

Public transit service within the study area is provided by Capital Transit, the primary public transit service operator in the greater Juneau area. Capital Transit currently operates four bus routes within the City & Borough of Juneau to provide mobility and accessibility to all community members. All four routes travel within the project study area. *Route 3*, *Route 4*, and the *Douglas Route* currently circulate through downtown from the Cruise Ship Terminal dock along S Franklin Street, Seward Street, Main Street, and Willoughby Avenue. *Route 3* and *Route 4* then continue out towards Mendenhall Valley along Glacier Avenue. The *Douglas Route* circulates across the Juneau-Douglas Bridge to serve Douglas Island. A fourth route, the *Express/University Route*, circulates through downtown along Egan Drive, Willoughby Avenue, and Glacier Avenue, and then heads west towards Mendenhall Valley and the Juneau International Airport. A map of the existing Capital Transit service coverage in the study area is illustrated in Figure 4. All bus routes currently operate on half-hour headways during the hours between 7 a.m. and 11 p.m. on weekdays. Half-hour headway service is provided on weekends during the hours from 9 a.m. to 6 p.m. As shown in Figure 4, there are three major transit stops (“Waypoints”) in the downtown area at the following locations:

- S Franklin Street between Marine Way and Ferry Way;
- The Capital Building on Seward Street between Fourth Street and Fifth Street; and
- The Archive Building on Willoughby Avenue (this stop serves as a transfer center for the *Express/University* bus route and the three other routes).

Currently, Capital Transit uses the Cruise Ship Terminal pier as a transit center and turnaround point for three of its routes (*Route 3*, *Route 4*, and *Douglas*). During the peak tourist season this routing can add to the existing vehicular congestion that occurs along the docks as the public transit vehicles contend for space with private charter coaches, shuttles, taxis, delivery, and service vehicles. In addition, accessibility into and out of these areas is challenging given the high volume of pedestrian movements along S Franklin Street. The City is currently planning a downtown transit center that will remove transit operation from the cruise ship terminal. Separating the focus of transit operations from the cruise ship operations will help to minimize part of the existing congestion at the Cruise Ship Terminal pier and along S Franklin Street.



**LEGEND**

- DOWNTOWN AREA BUS ROUTES (ROUTE 3, ROUTE 4, DOUGLAS)
- EXPRESS / UNIVERSITY ROUTE TO ALAKE LAKE & JUNEAU INTL. AIRPORT VIA EGAN DRIVE
- CAPITAL TRANSIT BUS STOP
- TOURIST DESTINATION

- TOURIST DESTINATIONS**
- ① STATE CAPITOL
  - ② JUNEAU-DOUGLAS CITY MUSEUM
  - ③ ALASKA STATE MUSEUM
  - ④ CENTENNIAL HALL (VISITOR'S CENTER)
  - ⑤ SEADROME DOCK
  - ⑥ MARINE PARK
  - ⑦ MT. ROBERTS TRAMWAY
  - ⑧ TAKU SMOKERIES

NOTE: DATA FROM SURVEY COMPLETED IN APRIL 2003

EXISTING PUBLIC TRANSIT SYSTEM  
JUNEAU, ALASKA

FIGURE  
**4**

#### *Existing Public Transit Travel Desires & Routes*

Public transit likely represents the lowest proportion of tourism travel around the downtown area when compared to walking and private coach or shuttle transportation. However, some tourists may choose to ride Capital Transit to destinations in the downtown core (such as the State Capital Building), to shopping destinations in Mendenhall Valley, or to the Juneau International Airport. Figure 4 also illustrates potential tourism-related travel attractions for the public transit system.

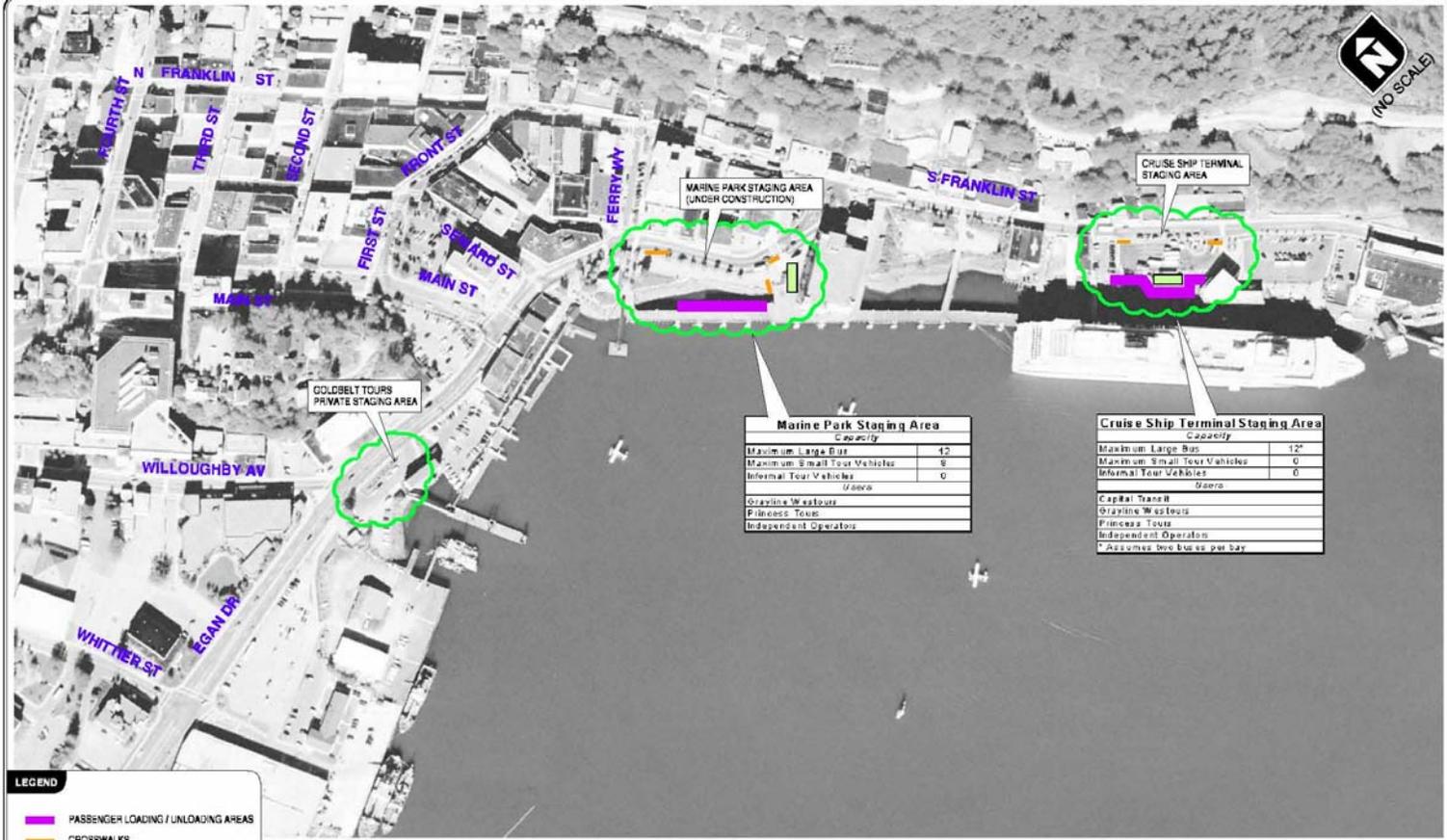
#### **PRIVATE TRANSIT TRAVEL**

##### *Private Transit System Inventory*

There are a wide variety of private transit providers who work with the cruise ship operators to provide transportation for tourists both within the downtown area and to outside destinations such as Mendenhall Glacier and Auke Bay. Transportation is provided by larger charter coaches, shuttle buses, vans, trolleys, and taxis. The tourism operators strive to provide a quality experience for Juneau visitors while also maintaining the quality of life for Juneau residents. The local industry has adopted guidelines through a *Best Management Practices* document to achieve this goal, including limiting operations to specified travel routes and restricting certain ingress and egress access movements as to not impede traffic flow along City streets.

During the tourist season, the cruise ship docks become activity hubs with many large coaches and smaller charter vehicles traveling into and out of the area numerous times per day. The schedule of cruise ship arrivals and departures dictate the corresponding land transportation needs as multiple vehicles are required to load cruise ship passengers and transport them to various destinations. For example, up to 19 coaches can be staged and loaded at a time at the new Princess Dock along S Franklin Street. To facilitate operations in the constrained waterfront area, many of the land transportation operators stage their buses at remote locations in the downtown and then coordinate specific arrivals and departures by radio. Figure 5 illustrates the key elements of the private transit transportation system including passenger loading locations and vehicle staging areas.

As growth has occurred in both tourism demand and the Juneau community, tourism-related congestion has increased and its impacts are felt by both tourism operators and community residents. The private transit vehicles share the same limited roadways, parking areas, and loading areas with other coaches, taxis, vans, City buses, and service vehicles. In addition, they share this system in an extremely pedestrian dense environment. As such, access into, out of, and through the waterfront facilities is difficult as vehicles must wait for gaps in both traffic and pedestrian flow. The delays experienced from this congestion not only affect the cruise ship and land transportation operators, but their tourist destination partners, Juneau residents, and the visitors themselves.



Marine Park Staging Area	
Capacity	
Maximum Large Bus	12
Maximum Small Tour Vehicles	8
Informal Tour Vehicles	0
Users	
Grayline Westbus	
Princess Tours	
Independent Operators	

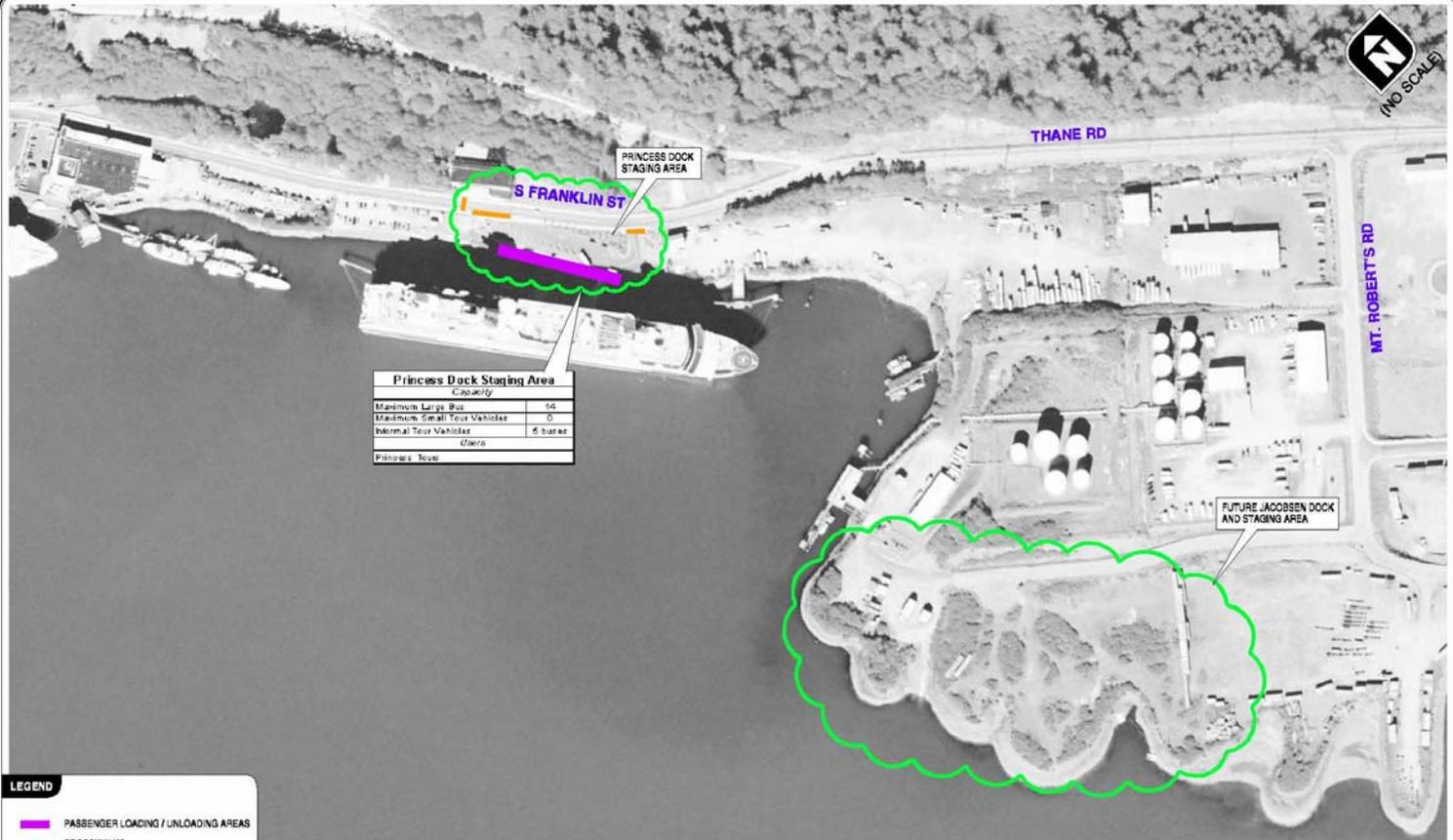
Cruise Ship Terminal Staging Area	
Capacity	
Maximum Large Bus	12*
Maximum Small Tour Vehicles	0
Informal Tour Vehicles	0
Users	
Capital Transit	
Grayline Westbus	
Princess Tours	
Independent Operators	
*Assumes one bus per bay	

**LEGEND**

- PASSENGER LOADING / UNLOADING AREAS
- CROSSWALKS
- VISITOR CENTER KIOSK

NOTE: DATA FROM SURVEY COMPLETED IN APRIL 2003

ENCLOSURE REPORT 2003



Princess Dock Staging Area	
Capacity	
Maximum Large Bus	14
Maximum Small Tour Vehicles	0
Internal Tour Vehicles	6 buses
Private Tour	

LEGEND	
	PASSENGER LOADING / UNLOADING AREAS
	CROSSWALKS
	VISITOR CENTER KIOSK

NOTE: DATA FROM SURVEY COMPLETED IN APRIL 2003

PRIVATE TOURISM TRANSIT SYSTEM  
JUNEAU, ALASKA

FIGURE  
5B

*Existing Private Transit Travel Desires & Routes*

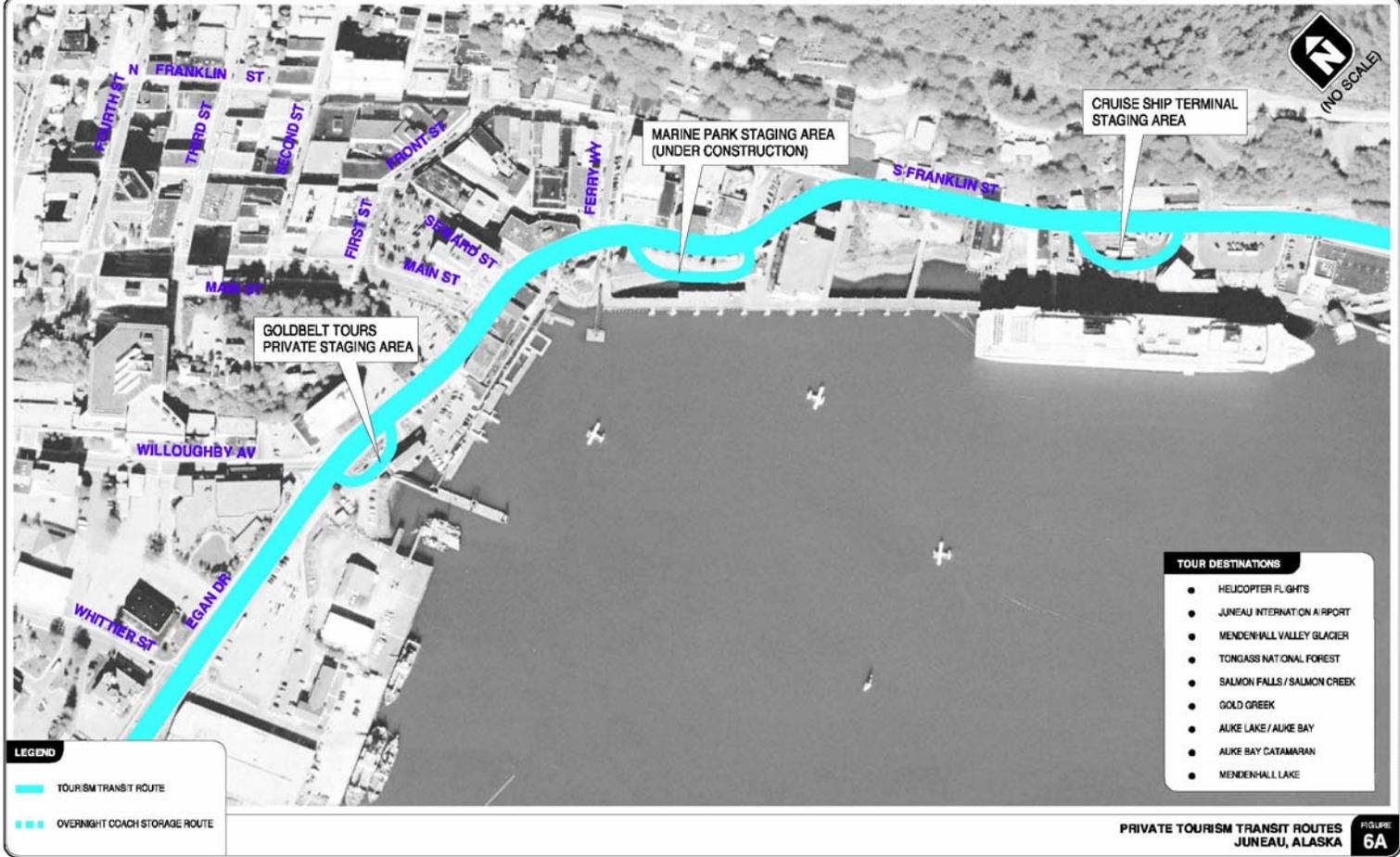
Along with walking, private transit represents the travel mode most used by Juneau visitors as they leave the cruise ships for sightseeing and other recreational tours. Figure 6 highlights the primary attractions and travel desires related to the tourism private transit system.

**ROADWAY SYSTEM INVENTORY**

The primary roadway facility and connection through the study area is Egan Drive-Marine Way-S Franklin Street-Thane Road. This facility carries approximately 12,000–15,000 vehicles per day in the segment between the Juneau-Douglas Bridge and Main Street in downtown. Between Seward Street and the cruise ship terminal the daily volumes range between 3,800 and 7,440 vehicles. South of the cruise ship terminal the volumes substantially decrease to approximately 1,500 vehicles per day as the road travels towards the Thane community. For the majority of the study area, Egan Drive-Marine Way-S Franklin Street-Thane Road is a two-lane facility with widening for turn lanes at key intersections into the downtown area. In the Egan Drive segment, the roadway widens to four-lanes (two lanes in each travel direction) as it travels towards Mendenhall Valley.

Again, as growth in both the tourism industry and the Juneau community occurs, the impacts of the peaking demand on vehicular travel have become more pronounced and noticeable. The community has expressed a frustration on the part of the everyday drivers who are delayed and impacted by the congestion cause by the pedestrians and tourism operation. Potential future growth in the rock dump area or in the Thane community could contribute to the declining safety and operational performance of the transportation system through this area. Recent roadway system projects, such as the teardrop turnaround at the Marine Way-S Franklin Street connection, have improved certain elements of the system but congestion still exists under the excessive peaking demands that occur during the tourism season. The community has also identified travel speed as another important concern given the conflicting pedestrian movements and crossings that occur within the roadway. This is of particular concern in the segment of Egan Drive near the Goldbelt Hotel and Merchants Wharf where vehicles are transitioning from a segment with higher speed characteristics into the downtown and pedestrian environment.

As discussed under previous sections, vehicular accessibility into and out of the adjacent properties along Egan Drive-S Franklin Street is challenging during the peak times. Many of the developments have narrow or poorly delineated entryways that create conflicts between turning movements and through vehicles along the mainline. Disruptions to vehicular flow from numerous pedestrian crossings and parking and delivery loading zone constraints within the study area also contribute to downtown congestion and vehicular delays during the peak season times. Figure 7 illustrates the key features of the existing roadway system.



**LEGEND**

- TOURISM TRANSIT ROUTE
- OVERNIGHT COACH STORAGE ROUTE

- TOUR DESTINATIONS**
- HELICOPTER FLIGHTS
  - JUNEAU INTERNATIONAL AIRPORT
  - MENDENHALL VALLEY GLACIER
  - TONGASS NATIONAL FOREST
  - SALMON FALLS / SALMON CREEK
  - GOLD CREEK
  - AUKE LAKE / AUKE BAY
  - AUKE BAY CATAMARAN
  - MENDENHALL LAKE

**PRIVATE TOURISM TRANSIT ROUTES  
JUNEAU, ALASKA** **FIGURE 6A**



**LEGEND**

TOURISM TRANSIT ROUTE

OVERNIGHT COACH STORAGE ROUTE

**PRIVATE TOURISM TRANSIT ROUTES  
JUNEAU, ALASKA**

FIGURE  
**6B**



**LEGEND**

- ON-STREET PARKING
- KEY CONGESTION AREA
- TOURIST DESTINATION
- ▲ COMMERCIAL LOADING ZONE
- CPV STOP
- TROLLEY STOP
- TAXI ZONE

NOTE: DATA FROM SURVEY COMPLETED IN APRIL 2003

- TOURIST DESTINATIONS**
- 1 STATE CAPITOL
  - 2 JUNEAU-DOUGLAS CITY MUSEUM
  - 3 ALASKA STATE MUSEUM
  - 4 CENTENNIAL HALL (VISITORS CENTER)
  - 5 SEADROME DOCK
  - 6 MARINE PARK
  - 7 MT. ROBERTS TRAMWAY
  - 8 TAXI SMOKERIES

EXISTING ROADWAY & VEHICLE SYSTEM JUNEAU, ALASKA **FIGURE 7**

**EXISTING ECONOMIC & DEVELOPMENT CONDITIONS**

The following discussion provides an overview of the existing conditions and potential redevelopment that can affect future traffic patterns in Downtown Juneau. The following references to north and south mirror the naming of the downtown streets, not true north.

**AJ Rock Dump/Thane Road**

The AJ Rock Dump includes several light industrial commercial operations including containerized cargo shipping facilities, bulk storage of fuel, docks for fuel transfer from marine vessels to shore facilities, a print shop, office and storage units, sewage treatment, and the bus yard and shop for a major tour operator. A fuel dock located on north end of the Rock Dump services marine vessels.

Large vehicles frequently transit the corridor between the Rock Dump and downtown Juneau to deliver various goods such as freight and heating oil. Departures can be as frequent as every few minutes. Vehicles not only pass through this area; downtown businesses are destinations for fuel and freight deliveries. Delays caused by slow moving pedestrians and tour vehicles are common. Delivery hours are typically between 6 am and 6 pm on weekdays.

Tour buses staged at the Rock Dump service cruise ships as well as a wide array of destinations. Bus traffic is heaviest on weekdays, coinciding with scheduled ship arrivals. Departure and arrival hours vary, typically lasting from 7 am until 7 pm throughout the summer.

- The proposed Jacobson Drive Dock will introduce additional pedestrian and vehicular traffic into the Rock Dump area. The cruise ship pier will accommodate ships up to 960 feet; it could be completed as early as 2004. Upland staging for 12 to 15 large buses will be created to service the 2,000-passenger ships. Similar to the South Franklin Street Dock, most passengers will be shuttled into the downtown core for access to shopping and downtown attractions. The CBJ Conditional Use Permit was issued with the understanding that a shuttle plan and signage will be in place prior to occupancy of the facility. Despite this, a small percentage of passengers and crew are certain to walk between the ship and town. Improvements will be necessary to make this section of the roadway safe and appealing for pedestrians and other traffic.
- Several vacant lots exist on the site. Future development is likely to be for light industrial purposes. Some property development closest to the new dock may be visitor-oriented retail.

**South Franklin Street Dock**

A privately owned cruise ship dock is located just north of the Rock Dump. The dock is utilized almost daily between May and September. The dock is popular among cruise ships due to the upland design, which accommodates nearly 20 large buses and several vans, and the ability to secure the disembarkation and loading area. Construction of this dock helped to draw retail businesses further south on Franklin Street.

- A recently permitted small vessel dock will be constructed between the existing cruise ship dock and the Rock Dump. This 400-foot float could be in place by 2004. Vessels likely to use the new float include cruise ship lightering boats, private yachts, small cruise ships and day-tour vessels. Upland improvements specified in the Conditional Use Permit include a

10-foot wide pedestrian walkway that connects with existing walkways. No further upland improvements are anticipated to accommodate vehicle traffic.

- On the uplands side of the street, a historic mine building owned by Alaska Electric Light and Power (AELP) is targeted for redevelopment in the next decade. The building is most likely to be developed as a visitor attraction such as a museum and/or retail complex. This development will increase the pedestrian and vehicular traffic to the site. In addition, traffic will be generated from both sides of the street.
- AELP also owns the large parcel of undeveloped land and roadbed located along the bench of land that parallels South Franklin Street. Development plans are not public.
- An undeveloped parking lot is located on the north end of the South Franklin Street Dock. Landowners have contemplated retail development, but have been waiting for sufficient cruise passenger traffic to warrant their investment. The Jacobson Drive Dock and new float could generate enough new visitors at this end of town to stimulate construction. The Tramway presently leases this site to meet CBJ employee parking requirements. As a result of redevelopment, the tramway would need to find an alternative site to satisfy off-street parking requirements.

#### **Taku Smokeries/Intermediate Vessel Float/Cruise Ship Terminal/Tramway**

The Taku Smokeries complex includes a fish processing plant, retail, restaurant, customer and employee parking. The Intermediate Vessel Float, located in front of Taku Smokeries, serves lightering vessels from cruise ships, small cruise ships, private yachts and fishing vessels. An icehouse is located near the top of the lightering ramp. Pedestrians and forklifts transit this small area.

The passenger loading and ticketing facility for Mount Roberts Tramway is located just north of Taku Smokeries. Between the two buildings is a parking lot known as the Columbia lot, which has spaces designated for tour bus loading, Capital Transit and private vehicles. Passengers from the South Franklin dock are shuttled to the Columbia lot for easier access to downtown shops.

The Cruise Ship Terminal is located just north of the Tramway. This dock is favored by cruise ships, due to the central location, the floating ramp and large upland area for tour vehicle staging. A small visitor information center and office is located on the dock. A port office is located in another small building on the dock. Across the street is a two-story retail complex called the Tram Plaza, a small hotel and restaurant and several privately owned retail shops.

- A new, two-story port office has been designed for this site. The facility would have an enlarged visitor information center on the ground floor and port offices on the second floor. The aging "ferry terminal" building would be removed. As designed, decking over some of the open space between the parking lot and pier would be required.
- On the opposite side of the street from Taku Smokeries is a large, undeveloped section of land with road access to a bench of flat land. Tour booths have been located near street level to capture cruise passenger foot traffic. Given the large cruise customer base, any future development is likely to include visitor related retail.

**Cold Storage Dock/Library and Parking Garage**

On the waterfront side of this block is a 400-500 foot long parcel of private, undeveloped land. Adjacent to this parcel is the CBJ library and parking garage. On the opposite side of street is a nearly continuous line of retail shops. Several new shops were constructed in recent years in response to development of the South Franklin Street Dock.

- The undeveloped section of waterfront is one of the largest, most valuable sites in the downtown core. Construction of a visitor attraction is likely to occur in the next few years. This development will require mid-block access from private vehicles, tour buses and delivery vehicles. The attraction will draw pedestrian traffic into the site from both the waterfront and street side.

**Marine Park/Alaska Steamship Dock**

The Alaska Steamship Dock is currently the northernmost facility for large cruise ships. A floating dock and ramp is located at the north end of the pier for use by small tour boats and cruise ship lightering vessels. The park is used extensively by Juneau residents for walks and picnics. Weekly concerts are held during summer months. Opposite the dock is a multi-story complex with residential, office and retail spaces, City Hall and several retail shops.

- In July 2003, expanded bus staging at Marine Park will be completed, providing stage space for an additional 12 tour buses. This change should reduce the circulation of empty buses destined for Marine Park who are forced to pass through town until a space becomes available. Buses coming from South Franklin will be making a left turn into Marine Park, which is a new traffic pattern for this area. In the Tourism Best Management Practices Program, participating tour operators agree not to hold up vehicular traffic if oncoming traffic is heavy. Instead, tour buses will bypass Marine Park and approach from the opposite side of the street.
- The CBJ is considering straightening and extending the Steamship and Cold Storage dock faces. The current design prevents large ship use of this dock when the Cruise Ship Terminal is also being used.
- While no current plans have been made to relocate CBJ offices and Assembly Chambers, this concept has been suggested recently to relieve cramped conditions. Redevelopment of this facility could encourage pedestrian traffic to continue towards the Capitol and local museums.
- Private developers have explored the concept of redeveloping lots located near the Red Dog (former police station) as visitor industry facilities such as a hotel or retail complex.

**Merchants Wharf to Willoughby Avenue**

On the waterfront, Merchants Wharf and the Seadrome house retail shops, office space and smaller scale docks. Vehicular access is required for employees, customers and deliveries. In front of Merchants Wharf, a floatplane dock used extensively during the summer months. The Seadrome Marine Complex provides berths for small cruise ships, day tour vessels and private yachts. The upland area includes space for employee parking and tour vehicles.

On the opposite side of the street is the Sealaska building, the Goldbelt Hotel, an auto parts store and several parking lots.

- Merchants Wharf has been targeted for redevelopment options such as a hotel, museum and/or parks and open space.
- Sealaska Regional Native Corporation has considered construction of a second tower, which could include more parking than is currently available at street level. This expansion is not likely to happen in the near future.
- The parking lots and hillside located at the base of Main Street is owned by the State of Alaska. This site could be redeveloped as additional facilities for the Legislature, retail, office space and/or parking. This expansion is not likely to happen in the next few years, but could be gathering momentum as a result of result capital move campaigns.
- The Goldbelt Hotel has contemplated a second tower to expand accommodations, meeting rooms and dining facilities. This is not likely to happen in the near future.
- The state-owned archive building located on Willoughby near Egan Drive is likely to be redeveloped as the building is in poor condition.

#### **Subport Area to Gold Creek**

The Subport site owned by the Mental Health Land Trust. Currently, the US Coast Guard, NOAA and the State of Alaska have portions of their operations based on this site. Both the Coast Guard and NOAA require marine access for vessels.

The block opposite the Subport includes Centennial Hall, the Armory and several parking lots. Most of the existing parking is leased or used by the State of Alaska for employee parking.

A fuel dock is located between the Subport and Gold Creek. It is no longer in service.

- A long range planning effort for the Subport area and adjacent property was recently completed. Several mixed-use buildings would provide office space, housing, retail and parking facilities. A new marina and expanded parks and trails are located on the site at the end closest to Gold Creek. Property owners could begin redevelopment in the next five years.
- The National Guard Amory site will be vacated in the next 24 months as they move to a new location in the Mendenhall Valley.
- Centennial Hall has been targeted in several plans as a possible site for expansion of local meeting and performance space. All plans at this time are only conceptual, but the idea may gain momentum in the next few years. The existing facility has a severe shortage of parking for daytime events and conventions.
- The State Museum, located on Whittier, is beginning an expansion that will double exhibit and archive space. The expanded facility is likely to attract significantly more pedestrian and vehicular traffic.
- The CBJ Dock and Harbors board and staff are considering the development of a cruise ship dock between the Subport property and Gold Creek. New pedestrian and vehicular traffic

patterns would be developed at this end of downtown. The new facility could reduce vehicular congestion along Marine Way and South Franklin if this dock accommodated ships that previously lightered to South Franklin Street facilities.

- Several sites have been considered in this area for a new Visitor Information Center, possibly constructed in conjunction with a new interpretive museum or relocation of the Juneau Douglas Museum.

#### **Main Street, from Front Street to Fourth Street**

This section of downtown is dominated by the State Capitol, the Courthouse and adjacent plaza and various state owned office buildings. The Juneau Douglas City Museum is located at Fourth and Main. Tour buses frequently drive through this corridor to view the Capitol. Because of the distance from cruise ships and the hill, pedestrian traffic tends to wane around this area.

- The City Museum has been seeking an alternative location that would allow expansion of exhibits and archive space as well as easier access for residents and visitors. The current facility has no adjacent parking.
- The Capitol complex has been the source of many discussions that would expand or relocate the facility.

#### **Franklin Street, from Marine Way Intersection to Second Street**

This area of town is the historic center of Juneau. While a few parcels of open space exist, the area is likely to remain a retail center including shops, restaurants, bars and two hotels. This area has experienced a decreasing number of pedestrians, as cruise ship docks have been constructed further along South Franklin Street.

- The small pocket park located at Front and Franklin Streets is slated for improvements in the next year including restrooms, signage and visitor information.
- Historic and interpretive signage is being developed that will draw pedestrians farther into the town core to visit shops and historic attractions such as St. Nicholas Orthodox Church.
- A building located at Second Street and Franklin, recently purchased by CBJ, will be removed in the next year providing additional street level parking.

#### **Area between Front Street, Seward Street and Ferry Way**

Front Street bisects the core area of downtown Juneau. Most buildings have retail on the ground floor. Several multi-story buildings have a mix of retail, office and residential spaces.

In the past two decades, many retail shops located in this area became more tourist-oriented. As cruise ship facilities have continued to be built along South Franklin, Front Street has become less frequented by cruise passengers.

On Front Street, the Gross Building has been targeted as a possible site for redevelopment into residential, performing arts and retail space. The building currently houses the Gross Alaska Theater and several floors of vacant apartments. If the building were renovated to allow residential occupancy again, parking would be a key consideration.

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**Section 3**

Opportunities and  
Alternatives

## Opportunities and Alternatives

Based on the existing conditions analysis, field reconnaissance, and public input obtained through the initial tasks of this project, a range of opportunities and alternatives were developed to address and improve the current travel situation within downtown Juneau during the tourism season. These opportunities were presented to the community at Public Meeting #2 (held on September 4, 2003) for discussion and comment.

The opportunities and alternatives are aimed at addressing issues such as pedestrian and vehicle safety, the ability of existing infrastructure to cope with current and future levels of tourism activity, and planning for future growth.

The identified opportunities and alternatives were categorized into the following elements:

- Improvements to Existing Facilities
- Provision of Multiple Pedestrian Paths
- Provision of Multiple Vehicle Paths
- Land Use Opportunities
- Transit Opportunities (covered in a separate report from Nelson Nygaard)

### IMPROVEMENTS TO EXISTING FACILITIES

A variety of opportunities to improve existing facilities and enhance the existing features of the streetscape have been identified, including:

- Removal and/or Relocation of Street Furniture
- Strategic Placement of Pedestrian Crosswalks
- Increased Visibility Of Pedestrian Crosswalks
- Sidewalk Channelization To Appropriate Crosswalk Locations
- Improved Way Finding
- Management of Existing Facilities
- Visitor education
- Awning Extensions On New/Redevelopment Building Construction

#### *Remove and/or Relocate Street Furniture*

There are numerous locations in the study area where poorly located or poorly oriented street furniture and utilities either cause or exacerbate the existing sidewalk capacity deficiencies discussed under the existing conditions section of this report. The types of street furniture that can reduce sidewalk capacity if misplaced include:

- street-light poles,
- utility vaults,
- benches,
- tourist attractors (i.e., store signs, stuffed wildlife, photo opportunities),
- bollards,
- vending machines,
- newspaper dispensers, and
- garbage receptacles.

Figures 8 and 9 show examples of current situations where street furniture or utilities could create capacity constraints within the existing sidewalk area. A strategic relocation and removal program could be undertaken to identify all of the locations where street furniture and utility placement is impeding sidewalk capacity to prioritize those sites where alterations are most needed, affordable, and/or beneficial. The areas of greatest need would exist where pedestrian demand is consistently high and the capacity reduction caused by the street furniture creates or worsens a situation where demand exceeds capacity. The costs of rectifying each location would need to be assessed on a site-by-site basis.



**Figure 8** Street Furniture Example – Street Vendor

Seward Street/3<sup>rd</sup> Street – roasted hazelnut stand reduces sidewalk capacity for pedestrians at a Downtown intersection.



**Figure 9** – Street Furniture Example – Utilities

Carrol Way/South Franklin Street – This view shows a utility cabinet, light pole, and bench reducing effective sidewalk width. Also visible along South Franklin Street are vending machines, temporary signage, and illegal vehicle loading that reduce sidewalk capacity.

#### *Strategic Placement Of Pedestrian Crosswalks*

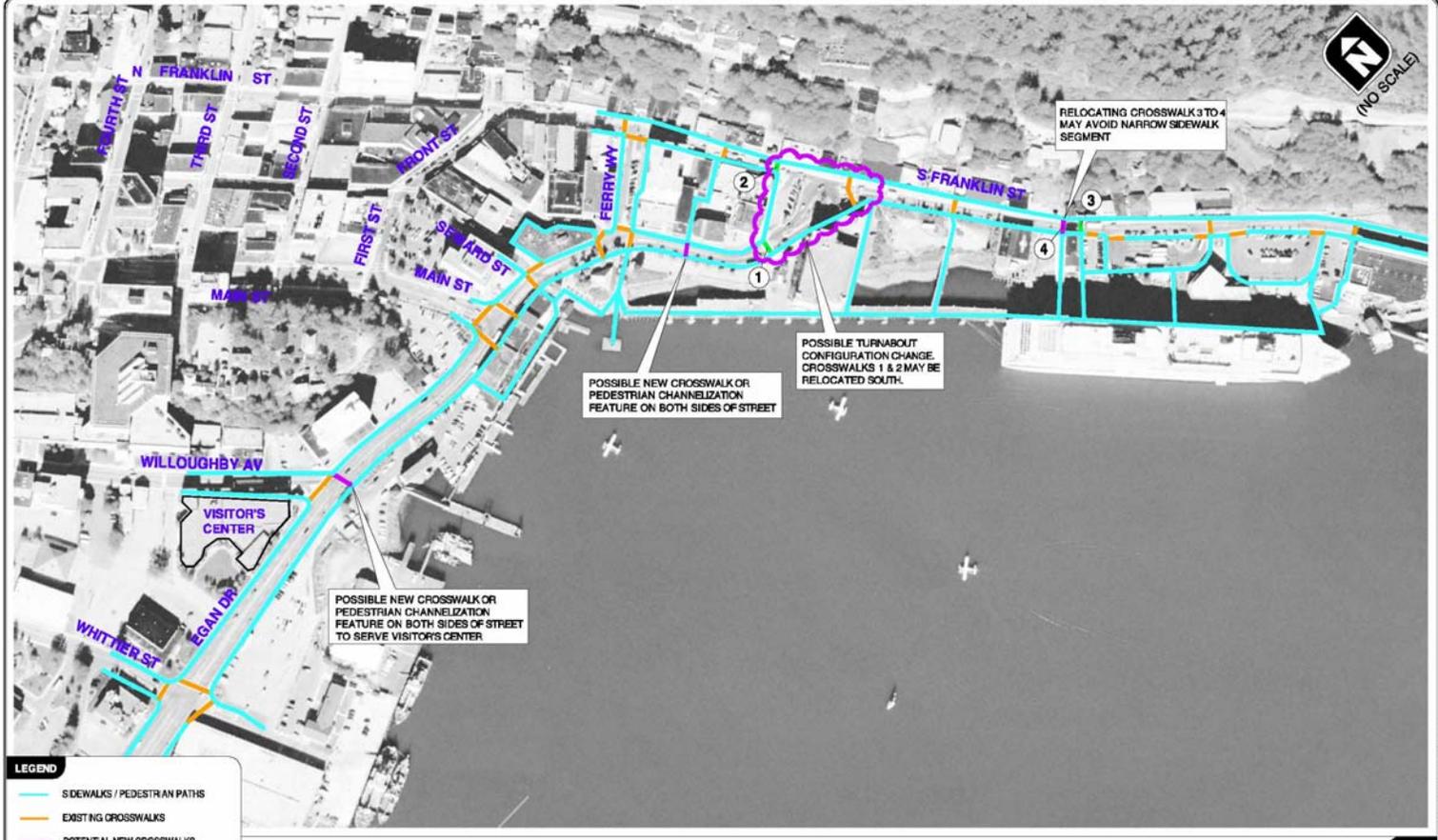
The number and location of pedestrian crosswalks in the study area is a critical issue due to conflicts between the volume of traffic along Marine Drive-South Franklin Street and the number of pedestrians seeking to cross the street. It is important to develop a strategic balance between providing enough crosswalks in the appropriate locations to ensure that most pedestrian crossings occur within the safety of formalized crossing locations and maintaining traffic movement along Marine Drive-South Franklin Street.

Crosswalk placement is dependent on a number of factors, including:

- the relationship between pedestrian demand and sidewalk capacity on the adjacent sidewalks,
- proximity to other crosswalks,
- the land uses and pedestrian generators on both sides of the street in question (these dictate pedestrian travel desires),
- the number of pedestrian crossings in the vicinity that currently occur without the assistance of a crosswalk, and
- the impact on vehicular traffic flow.

The correct placement of crosswalks increases the safety of pedestrians by minimizing the number of pedestrians who cross the street at informal, random locations. It also concentrates driver attention towards a fewer number of crossing locations, improving the likelihood of drivers yielding the right-of-way to pedestrians. However, it should also be recognized that crosswalks could themselves become safety hazards if they are installed indiscriminately, in places where pedestrians seldom use them, or in places where drivers do not expect to encounter pedestrian conflicts.

Figure 10 shows the existing crosswalk locations in the study area, indicates opportunities for relocating certain existing crosswalks, and the potential placement of new crosswalks.



- LEGEND**
- SIDEWALKS / PEDESTRIAN PATHS
  - EXISTING CROSSWALKS
  - POTENTIAL NEW CROSSWALKS
  - POTENTIAL CROSSWALK RELOCATIONS

**CROSSWALK LOCATIONS**  
**JUNEAU, ALASKA** **FIGURE 10**

### Increase Visibility Of Pedestrian Crosswalks

High visibility of crosswalks is important to attract pedestrians to appropriate crossing locations and to alert vehicle drivers to the possibility that pedestrians will be crossing at that location, permitting them to drive accordingly. Figure 11 shows the effect that even basic white striping can have to increase the visibility of a crosswalk to both pedestrians and drivers. Given the environmental conditions within Juneau, the maintenance of crosswalk delineation and visibility can be challenging due to heavy traffic, gravel abrasion, and weather. However, the City does an admirable effort in upgrading pavement markings in anticipation of the heavy tourism season pedestrian traffic (as illustrated by the comparison in Figure 11).



**Figure 11** Crosswalk Visibility

**Before** – Southern turnabout crosswalk April 2003 – Facing East – The basic white striping and thin red pavement treatment have faded severely due to abrasion and wear. They do not provide an appropriate level of visibility to pedestrians or drivers.

**After** – Southern turnabout crosswalk June 2003 – Facing East – Maintenance of basic white striping increases the visibility of the crosswalk to both pedestrians and drivers.

There are a number of methods available to make crosswalks with basic white striping more visible, some of which are in use in the study area already, including:

- increased maintenance and repair frequency,
- colored striping and paving,
- application of contrasting pavement materials,
- signage to alert both pedestrians and drivers to the presence of a crosswalk, and
- the use of zebra striping for unsignalized crosswalks.

The most basic method is to increase the frequency of crosswalk maintenance and repair so that the effects of traffic and weather wearing are ameliorated before they have an impact on safety and/or visibility. Again, Figure 11 shows the improvement in visibility that can be achieved by regular maintenance. A more advanced form of roadway marking that can be used in between the usual white striping is thin paving or painting of different colors (usually red) to visually differentiate the crosswalks

from the rest of the street surface. A number of crosswalks in the study area use this type of delineation. This type of treatment can be susceptible to wearing under high traffic and can become difficult to see if not maintained on a frequent basis (which carries additional maintenance costs). Figure 12 shows an example of surface red brick paver treatments in the study area and also how this type of treatment can wear over time. To avoid the problem of rapid wearing, full thickness paving can be installed in the crosswalk. The implementation of this approach is typically more expensive the surface treatment options. In addition, consideration should be given to the effect that textured treatments within the crosswalk can have on the ease-of-use and comfort for mobility-impaired users.



**Figure 12** Crosswalk Texture Treatment – Red Pavers

South Franklin Street/Manila Square – Facing North – This view shows a crosswalk where thin red paving has been combined with traditional white striping. The photo also illustrates how this type of treatment can faded over time due to abrasion.

Colored striping of the curb as opposed to the pavement is also used in the study area as shown in Figure 13. While this form may have slightly less benefit for increased visibility, it is still useful in attracting the attention of potential pedestrian crosswalk users and alerting vehicle drivers. In addition, it has lower susceptibility to wearing from vehicle traffic. While the example shown in Figure 13 illustrates the use of blue striping, the CBJ may want to consider an alternative (yet still distinct) color as blue striping is typically reserved to designate handicapped parking.



**Figure 13** Crosswalk Treatment – Colored Curb Markings

**Front Street/Seward Street – Facing West** – This view shows colored curb striping that helps to attract the attention of pedestrians and drivers to the presence of the crosswalk. The curb coloring is still visible even though the pavement crosswalk striping has worn from traffic.

Aside from striping, other methods of increasing the visibility of crosswalks include signage at and in advance of crosswalks, lighting at crosswalks, reflectors on the road surface, and raised crosswalk treatments. A number of these options that could be considered for downtown Juneau to improve crosswalk treatment are illustrated in Figures 14, 15, 16, and 17. The benefits and disadvantages posed by each alternative, as well as the advantages of maintaining a standard treatment throughout the area, should be examined on a site-by-site basis prior to the decision to implement treatments at an intersection.



**Figure 14** Crosswalk Beacon

Flashing beacon with warning signs in advance of crosswalk – Austin, Texas



**Figure 15** Crosswalk Overhead Illumination

Overhead Illuminated Pedestrian Text Sign – Tucson, Arizona – a more aesthetically pleasing version (more in line with the existing character of downtown Juneau) may be considered.



**Figure 16** Portable Crosswalk Marking Signs

Portable Signs - Sierra Madre, California



**Figure 17** Raised Crosswalk Treatment

Raised Crosswalks - Wales, UK

#### *Sidewalk Channelization To Appropriate Crosswalk Locations*

Sidewalk channelization can be used to encourage and direct pedestrians to cross the street at formal crosswalks rather than at random, unmarked locations. There are numerous methods available to provide this encouragement, the most effective of which involve the provision of physical barriers. These barriers may be permanent or temporary depending on how often and where they are required. Any erection of barriers should only be undertaken once a particular location has been confirmed as the most appropriate place for a crosswalk.

Additionally, there is a distinction between the provision of full and partial barriers. Full barriers entail blocking off sidewalk access to the roadway at all locations other than striped crosswalks. Localized partial barrier treatments are applied only in the near-by vicinity of a crosswalk location (for example, 50 or 75-feet either side of an identified crosswalk). Figure 18 illustrates the difference between full and partial crosswalk channelization.

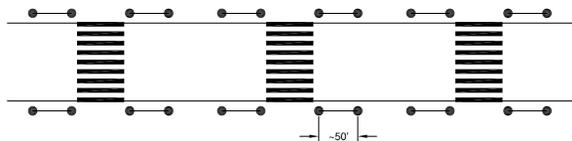
The barriers can take a variety of forms, and the decision as to which is the most appropriate often depends on aesthetic considerations once the basic functional needs have been addressed. In downtown Juneau, the following treatments could be considered:

- Localized placement of bollards or decorative fences
- Combine channelization with seating benches and other street furniture to reduce sidewalk clutter

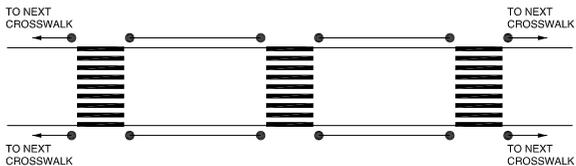
The placement of bollards and guard fences are common treatments employed to encourage pedestrians towards a formal crosswalk to cross the street. The use of a combination of channelization barriers and street furniture to direct and contain pedestrians is more complex than the use of channelization barriers (such as bollards and fences) alone. The combination approach does provide the opportunity for improved aesthetics and possibly superior sidewalk functionality. However, care must be taken to avoid reducing effective sidewalk capacity near the crosswalk if street furniture is used with traditional channelization barriers. A possible combined street furniture and fence pedestrian channelization treatment is conceptually illustrated in Figure 19.

A key issue when considering the installation of any type of barrier to channelize pedestrians towards crosswalks is the extent of barrier and how far along the sidewalk on either side of the crosswalk the barrier should extend. The factors involved in this decision include the minimum length of the barrier necessary for it to be effective in channelizing pedestrians, the cost of extending the barrier beyond this minimum length, aesthetic impacts, and the pedestrian and vehicular traffic behavior in the area. In addition, while sidewalk channelization is intended to keep pedestrians on the sidewalk area, it can also block pedestrians who have entered the roadway at undesignated locations from accessing the sidewalk and moving out of the vehicular travel way.

**LOCALIZED PEDESTRIAN CHANNELIZATION**



**FULL PEDESTRIAN CHANNELIZATION**

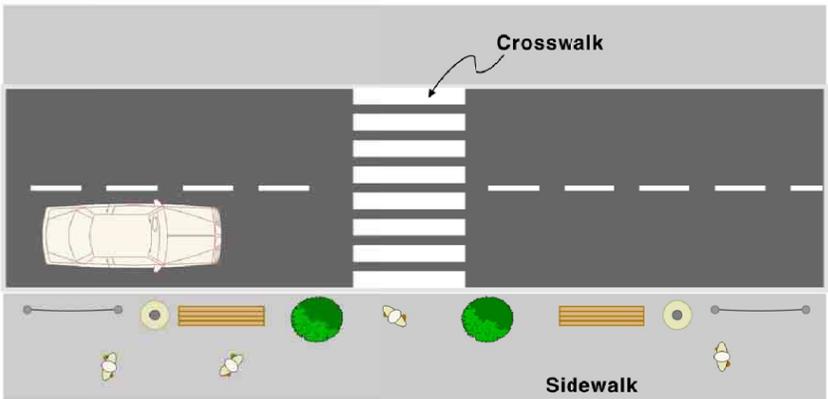


**LEGEND**

-  CROSSWALK
-  PEDESTRIAN CHANNELIZATION TREATMENT

**PEDESTRIAN CHANNELIZATION TREATMENTS  
JUNEAU, ALASKA**

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-  = Landscaping (i.e. planter)
-  = Bench
-  = Street Light / Trash Receptical
-  = Bollard Treatment

COMBINED STREET FURNITURE AND CHANNELIZATION EXAMPLE  
JUNEAU, ALASKA

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### Improve Way Finding

The study area experiences an influx of visitors during the tourism season who are not familiar with the street and transit system layout. This lack of familiarity can result in confusion and the incorrect or inefficient use of the local transportation system. In order to increase the ease with which tourists can navigate through the study area during their usually brief visits, the provision of following types of information could be enhanced for both pedestrians and transit users.

- Informational signage (You Are Here...)
- Directional signage (Go This Way...)
- Regulatory signage (Do Not Cross The Street Here – Use Crosswalk To Your Left)

One of the key determinants as to what type of information should be presented on a particular sign is the location and purpose of the sign. For instance, signage visible to visitors immediately upon disembarking from a cruise ship could be provided to include a general overview of the local street network; identify key tourist destinations in the area such as museums, bus terminals, and the convention center; highlight key pedestrian routes including crosswalks linking these locations; and show transit stops. However, signage along one of the connectors between the seawalk and South Franklin Street would be smaller in size and likely to feature more localized directions such as the location of the nearest bus stop and key pedestrian attractors that may be nearby. An example of a map appropriate for use near the cruise ship docks is shown in Figure 20. These informational signs could also be combined with interpretive signing related to the history, culture, and landmarks of Juneau to enhance the likelihood that visitors will notice and observe the information.



**Figure 20** Informational Signage

Existing informational sign showing the downtown street network and key destinations. It provides visitors with options as to how to travel from the location of the sign to the Visitor Information Center.

A possible approach that may assist in addressing the confusion around how to use the crosswalks and seawalk connectors along Marine Drive-South Franklin Street is to number the crosswalks and assign letters to the seawalk connectors along that corridor. Directions as to how to travel between one location and another could now include references to streets, directions, seawalk letters, and crosswalk numbers. Crosswalk numbers would provide additional information to pedestrians that could be used to reassure them that they are following the appropriate route.

#### Visitor Education

Increasing the knowledge of visitors about the Downtown Juneau transportation system could also enhance the experience for visitors and improve safety for all system users. Consideration of this matter requires addressing two main issues: what do visitors need to know, and how should visitors be given the information.

There is a large variation in visitor knowledge of the transportation system, so the information provided needs to cater to users having little knowledge of basic road rules, as well as visitors seeking to make more complicated use of the transportation system such as multiple, time-dependent mode transfers. A number of different methods of information dissemination are available to communicate the knowledge that visitors may need. These include:

- handing out information brochures and maps to visitors upon disembarking from cruise ships (as is currently done by volunteers from the Visitors Bureau);
- including brochure material in the itinerary packages given to cruise ship passengers;
- providing on-ship advice or guidance for passengers before disembarking as part of the “best management practices” for cruise ships or as a Juneau Visitors Bureau activity;
- providing improved way-finding signage; and
- providing other user messages aimed specifically at visitors such as special signage and striping.

Examples of special striping include tourist-oriented messages painted onto the roadway such as “Look Left” and “Watch Turning Vehicles.” The “Look Left” painted on the road surface at crosswalks to account for pedestrians from countries that drive on the left side of the road and to raise all pedestrians’ awareness to conflicting vehicles. An example of this type of pedestrian messaging from London, England is shown in Figure 21. Similar striping messages were used in Salt Lake City during the Winter Olympics in 2002. The message displayed for this type of treatment will vary depending on whether a center median is present. On roads that do not have a median, a message such as “Look Both Ways” may be more appropriate. Consideration should be given to using “Look Right” text as shown in Figure 16 for the departure side of a median island or in appropriate locations on one-way streets. The “Watch Turning Vehicles” striping message, shown in Figure 22, is obviously only appropriate for those locations where pedestrian conflicts with turning traffic is an issue. Signage such as the “Pedestrians – Look For Turning Vehicles” sign, shown in Figure 23, may be used instead of, or in addition to, pavement striping messages.



**Figure 21** Informational Pavement Striping

Informational Striping from London, England – The striping tells unfamiliar pedestrians to “look right” instead of left for oncoming vehicles. (This photo was provided by the ITE Pedestrian and Bicycle Task Force chaired by Nazir Lalani)



**Figure 22** Warning Striping for Turning Vehicles



**Figure 23** Warning Sign for Turning Vehicles

The determination as to which of these methods is most appropriate will depend on a more detailed investigation of the information that should be communicated, which visitors most need to be informed, and on which organization should be responsible for providing it.

#### *Awning Extensions On New/Redevelopment Building Construction*

As shown in Figures 24, many buildings along South Franklin Street currently have awnings that do not extend over the entire width of the sidewalk. In poor weather conditions, pedestrians tend to crowd onto the covered portions of the sidewalk further reducing the effective sidewalk width and capacity. It might be desirable to require future building construction/reconstruction projects to include awnings that cover as much of the sidewalk as possible. As long as they do not interfere with the movement of adjacent traffic, these awnings will improve the environment and increase the usable sidewalk space for pedestrians during rainy weather. Permit coordination from the Department of Transportation & Public Facilities (DOT & PF) will be required for awnings and signage that extend into the South Franklin Street right-of-way.



**Figure 24** Building Awnings

**S Franklin Street – Facing North** – This view shows how existing building awnings only cover certain portions of the sidewalk under existing conditions.

#### *Existing Facilities Management*

The management of the existing facilities for parking and loading of vehicles in the study area is an important and complex issue. A number of studies into downtown parking and loading zone issues have been conducted in recent years. Given the year-round impact that these issues have on the study area, a

complete investigation into the most appropriate number, placement, and conditions of use for parking and loading zone sites is outside the scope of this project. It does, however, have an influence over the impact of tourism transportation on Downtown Juneau, and so the stakeholders in the study area should continue to seek political and technical solutions to these matters.

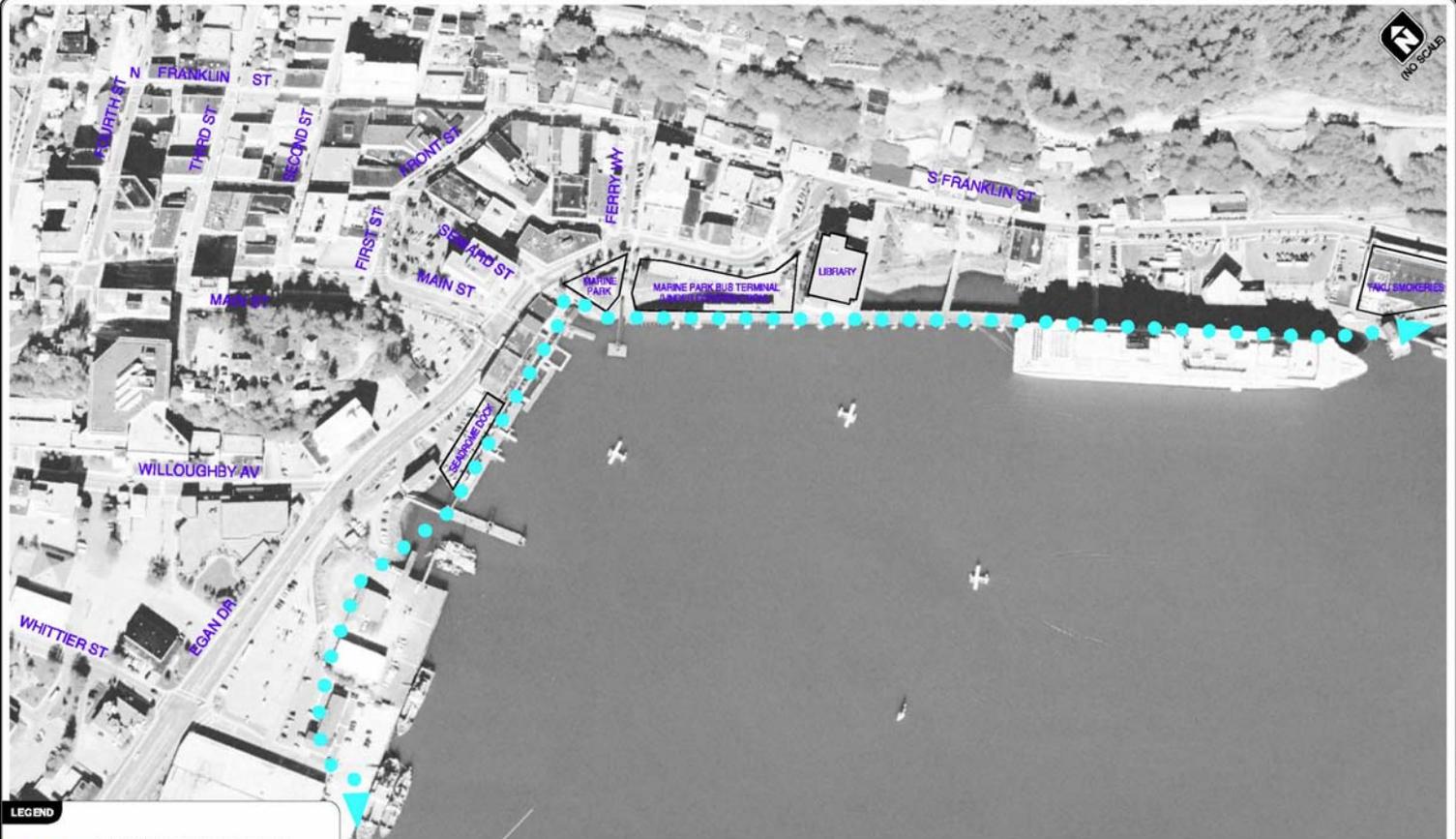
#### PROVISION OF MULTIPLE PEDESTRIAN ROUTES

##### *Enhancement Of Existing Seawalk Concept*

One of the major opportunities in the study area to provide additional pedestrian capacity without adversely impacting existing vehicular capacity and development would be to enhance the existing seawalk that currently provides a continuous pedestrian connection running parallel to the Marine Drive-South Franklin Street corridor. Strengthening the existing seawalk as an attractive circulation alternative to S Franklin Street has also been included as part of the alternatives currently under consideration for the long-range Waterfront Master Plan. The seawalk provides an opportunity to create another area for tourism and recreational activity in addition to the congested Marine Drive-South Franklin Street corridor by providing an attractive pedestrian-focused environment along the waterfront.

Consistent with the conceptual alternatives under consideration for the Waterfront Master Plan, the enhancement of the existing seawalk could include extending the recreational/tourism pathway to both the north and south (as illustrated in Figure 25) connecting the entire downtown sea frontage area from 10<sup>th</sup> Street to the Rock Dump site (and potentially points beyond). Connection of a continuous pathway to the new Jacobsen Dock could be challenging due the existing fuel storage depot and other industrial uses that presently occupies the land in the Rock Dump site. Either these uses would need to be relocated, which would allow the land there to be redeveloped as well as providing space for the seawalk, or some method would need to be devised to allow the seawalk to traverse around or through the area while maintaining acceptable functionality of the industrial operations and providing an acceptable pedestrian environment.

Cornerstone to the success of this concept effect on tourism-related pedestrian capacity will be and associated land use strategy that encourages tourist to travel along the seawalk corridor in addition to South Franklin Street. The existing seawalk is currently underutilized as a pedestrian travelway primarily due to the fact that all tourist attractions (shops, restaurants) are located along South Franklin Street. Creating a complimentary environment along an enhanced seawalk area (i.e., locating new development on the seawalk as opposed to extending further along South Franklin Street) will foster an additional circulation route that is attractive to tourists and users if it provides direct access to the attractions and destination they seek to visit.



LEGEND


 POTENTIAL SEAWALK ENHANCEMENT  
 (NOT NECESSARILY EXACT ALIGNMENT)

ENHANCEMENT OF EXISTING SEAWALK CONCEPT  
JUNEAU, ALASKA

FIGURE  
**25A**



*Strengthen Seawalk Connections to South Franklin Street Concept*

Another possible strategy for increasing the number of pedestrian pathways and encouraging the use of a seawalk promenade involves enhancing and strengthening the portal connections between the seawalk and existing activity centers on South Franklin Street. Most of the existing connectors do not have active land uses fronting onto them and are, therefore, less attractive to pedestrian use. In addition, a number of the existing seawalk connections to South Franklin Street do not align with the crosswalks across South Franklin Street. This means that pedestrians using these connections may be tempted to cross South Franklin Street away from striped crosswalks, which can cause safety and operational issues.

A strategic enhancement could involve focusing the development of retail and other tourist uses along those connectors and providing coordinating crosswalk locations on South Franklin Street at the end of the connectors where appropriate. Those connectors that do not have crosswalks at the South Franklin Street end could have attractive pedestrian channelization features and signage designed to direct pedestrians to the nearest crosswalk location.

Determining the most appropriate number and location of crosswalks on South Franklin Street, as well as any decisions to relocate existing crosswalks connections would require additional detailed study; however, one potential concept is illustrated in Figure 26. This concept includes utilizing the existing configuration of crosswalks and seawalk connectors along with reoriented shop frontages and pedestrian channelization features at locations where pedestrians are likely to cross without the aid of a striped crosswalk to create a more pedestrian friendly environment.



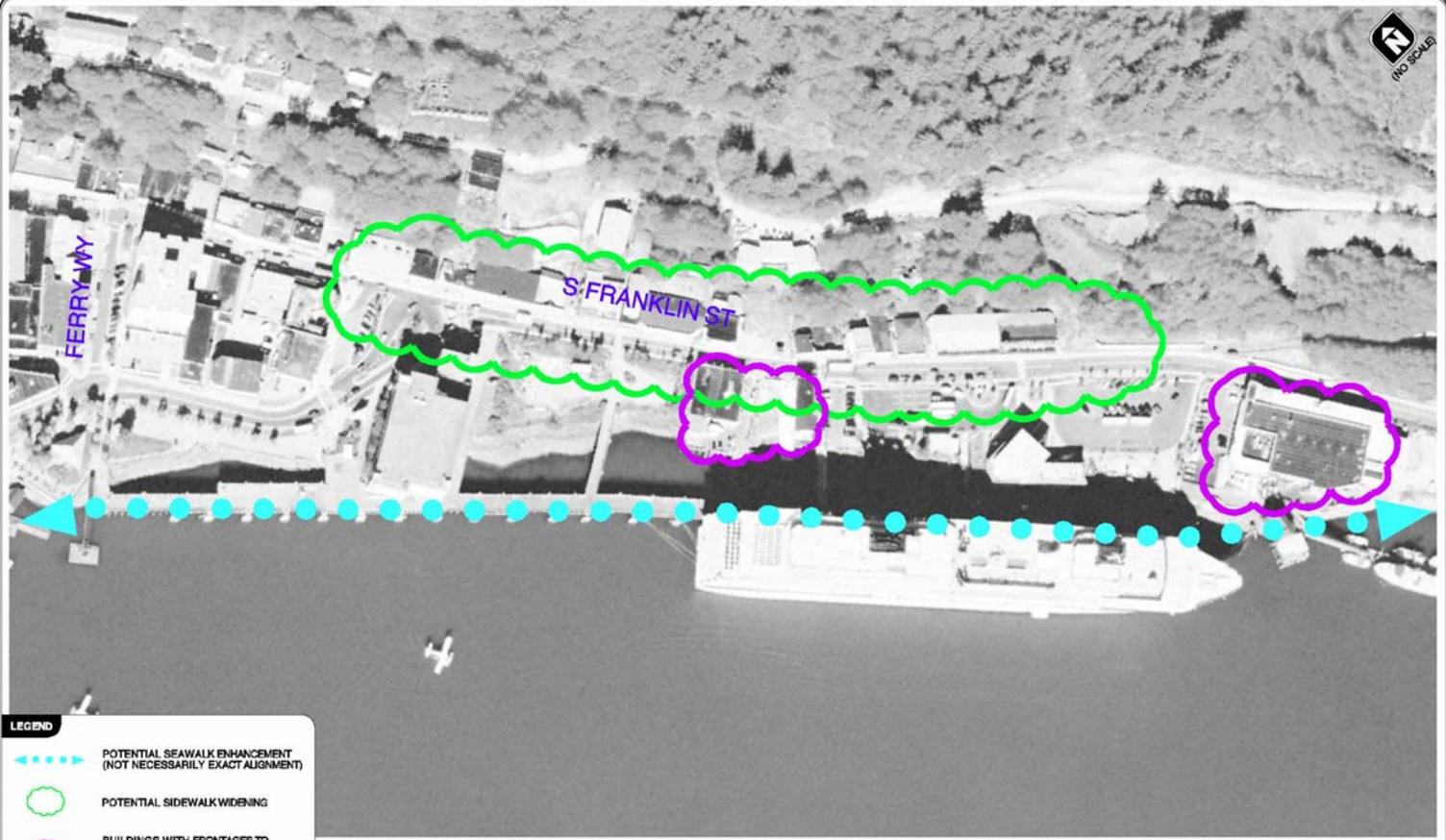
- LEGEND**
- SIDEWALKS
  - POTENTIAL SEAWALK ENHANCEMENT (NOT NECESSARILY EXACT ALIGNMENT)
  - CROSSWALKS
  - POTENTIAL ENHANCED SEAWALK CONNECTOR
  - POTENTIAL TOURISM RELATED BUSINESS FRONTAGE
  - PEDESTRIAN CHANNELIZATION TREATMENT

ENHANCED SEAWALK CONNECTORS TO SOUTH FRANKLIN STREET CONCEPT JUNEAU, ALASKA **FIGURE 26**

*Multiple Store Fronts and Circulation along South Franklin Street Concept*

Consistent with alternatives under consideration for the Waterfront Master Plan project, an opportunity exists to connect properties to both South Franklin Street and the existing seawalk by supporting private development within this area to provide multiple storefronts and waterside circulation (as conceptually illustrated in Figure 27). Connecting these properties to both South Franklin Street and the existing seawalk via multiple storefronts will provide multiple circulation route options for pedestrian travel, enable better pedestrian flow, and reduce the potential for conflicts between pedestrians and vehicular traffic along South Franklin Street by dispersing pedestrian congestion.

Although independent from this long-term concept, it is important to note the current opportunity the CBJ is exploring related to obtaining additional right-of-way along the segment of South Franklin Street between the library/parking structure and Taku Smokeries. The CBJ is considering conceptual designs for the widening of South Franklin Street along this segment to provide additional sidewalk width, pedestrian buffers, and other streetscape enhancements. This proposal would require shifting or partial reconstruction of the three existing buildings on the west side of South Franklin Street adjacent to the Columbia Dock parking lot and bus terminal further towards the seawalk. Consistent with the concept described above, these relocated buildings could be reoriented to provide frontages onto both South Franklin Street and the seawalk in the future.



LEGEND

-  POTENTIAL SEAWALK ENHANCEMENT (NOT NECESSARILY EXACT ALIGNMENT)
-  POTENTIAL SIDEWALK WIDENING
-  BUILDINGS WITH FRONTAGES TO BOTH SEAWALK AND SOUTH FRANKLIN STREET

MULTIPLE STOREFRONTS AND CIRCULATION CONCEPT  
JUNEAU, ALASKA

FIGURE  
27

## PROVISION OF MULTIPLE VEHICLE ROUTES

### *Gastineau Avenue Two-Way Bypass Concept*

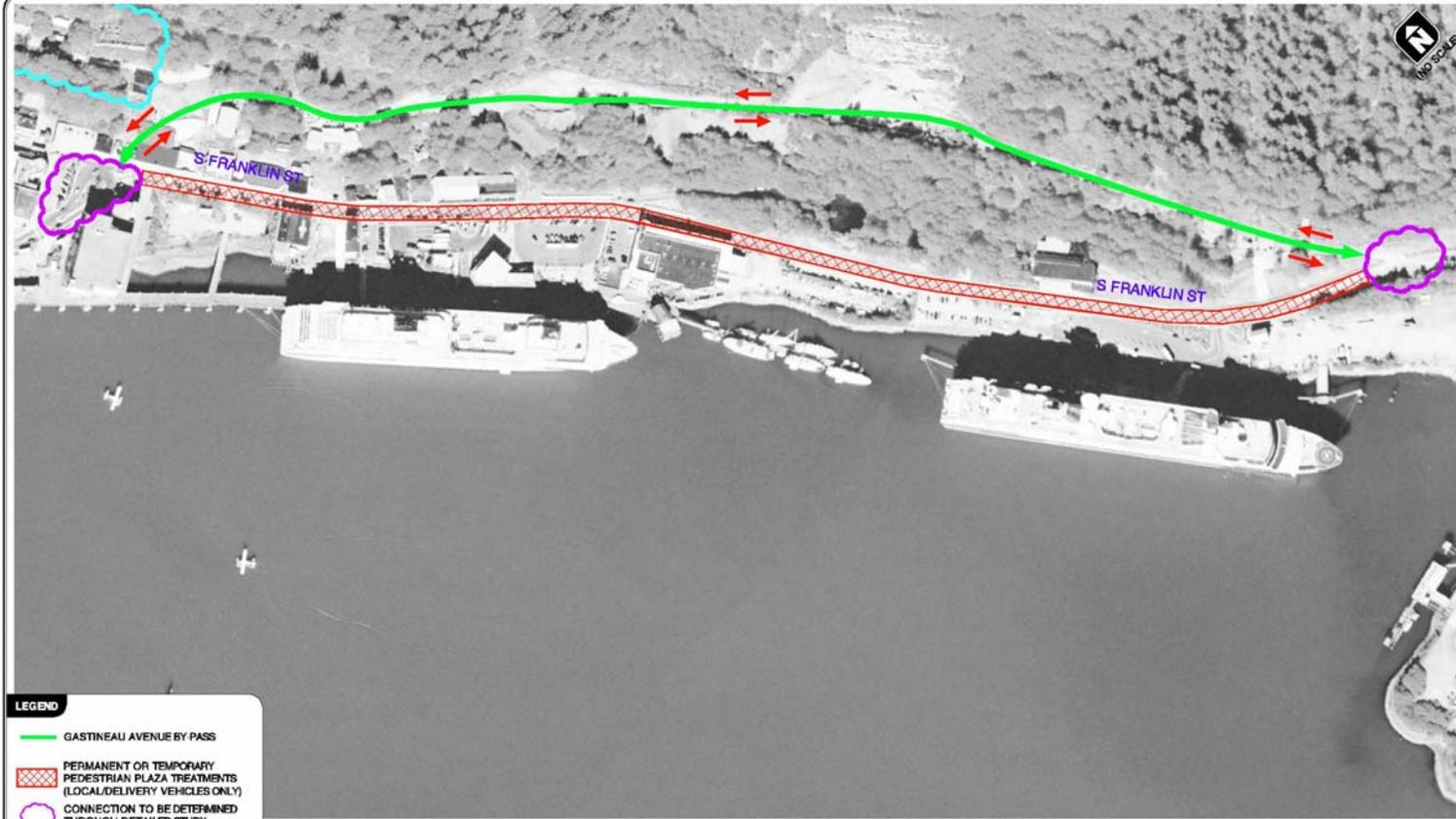
One option for relieving traffic congestion and pedestrian-vehicle conflicts along South Franklin Street would be to use Gastineau Avenue as a two-way bypass for vehicles. This would allow South Franklin Street to be converted into a pedestrian-focused plaza between the Marine Way-South Franklin Street turnabout and the Gastineau Avenue/Thane Road intersection. By providing an alternate route for through traffic, South Franklin Street could be restricted to pedestrians and local/delivery vehicles only. The local traffic could include tour and shuttle bus operations making stops at certain pick-up and staging areas.

There are a number of variations to this concept, all of which would require a connection between Gastineau Avenue and a reconfigured Marine Drive/South Franklin Street turnabout to avoid the dense residential uses along at the downtown end of Gastineau Avenue-Gold Street. Also, under all scenarios, an upgraded connection between Gastineau Avenue and Thane Road would be required south of the South Franklin Street dock. These common features are conceptually illustrated in Figure 28.

Most of the variations and details of this opportunity depend on whether traffic diversion to the bypass is a permanent (year-round) feature or temporary and only employed during the main tourism season. Many of the related improvements that could be incorporated into a pedestrian plaza concept, such as widened sidewalks, removal of street-to-sidewalk height differentials, and other possible treatments like cobblestone pavements, would likely not be installed if traffic is only diverted on a seasonal basis. Additionally, the most appropriate route for cyclists should be determined in advance of making any permanent changes since improvements such as cobblestone paving will need to be carefully considered if cyclists and mobility-impaired pedestrians are expected to use South Franklin Street after a permanent closure.

The most appropriate cross-sectional design for a Gastineau Avenue bypass would need to be the subject of a detailed design study and again would be partly dependent on whether the road would function as a permanent or temporary bypass. Similarly, the design of a pedestrian plaza along South Franklin Street could also take a variety of forms, including one-way directional provisions for local traffic or two-way traffic in a one-way width roadway with pull-outs.

Under a full two-way bypass scenario, the Gastineau Avenue section could be designated as a state facility, with South Franklin Street converted to CBJ jurisdiction. This could help to resolve current maintenance and control issues and formalize the current lead that the CBJ has taken related to long term planning for South Franklin Street. Other elements to be considered in the further investigation of both temporary and permanent two-way bypass options include: the potential for adverse impacts due to the completion of the connection at the Marine Drive-South Franklin Street turnaround, the impact on potential future development along Gastineau Avenue, and emergency vehicle access to the properties and businesses along the waterfront.



- LEGEND**
- GASTINEAU AVENUE BY-PASS
  - PERMANENT OR TEMPORARY PEDESTRIAN PLAZA TREATMENTS (LOCAL/DELIVERY VEHICLES ONLY)
  - CONNECTION TO BE DETERMINED THROUGH DETAILED STUDY
  - RESIDENTIAL AREA: GOLD STREET - GASTINEAU AVENUE
  - DIRECTION OF TRAVEL

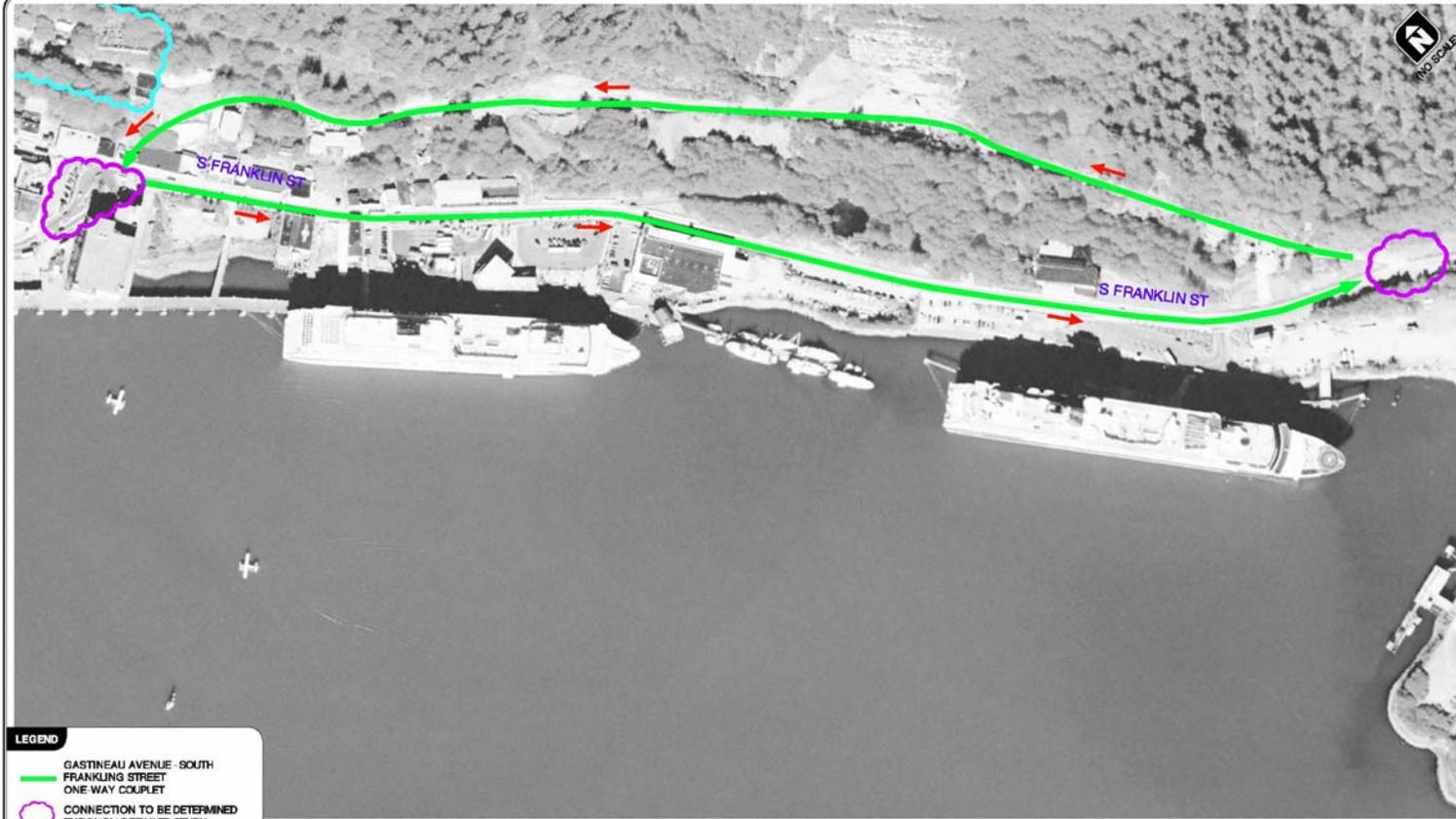
GASTINEAU AVENUE TWO-WAY BY-PASS CONCEPT  
 JUNEAU, ALASKA **FIGURE 28**

*Gastineau Avenue-South Franklin Street One-Way Couplet Concept*

The creation of a one-way couplet system using Gastineau Avenue and South Franklin Street is another alternative for reducing the pedestrian-vehicle conflict along South Franklin Street. This opportunity would likely be a permanent, year-round configuration. As with the two-way bypass option, the one-way couplet system would likely extend between Marine Way-South Franklin Street turnabout and the Gastineau Avenue/Thane Road intersection with southbound traffic remaining on South Franklin Street and northbound traffic using the new Gastineau Avenue connection.

Because one of the two existing traffic lanes on South Franklin Street will no longer be required for through traffic, the diversion of northbound traffic to Gastineau Avenue would provide more room for wider sidewalks, buffer treatments, bicycle lanes, and delivery vehicle loading zones within the existing right-of-way. The reallocation of the existing roadway space will need to consider the appropriate design vehicle capabilities and pedestrian capacity needs. An illustration of one possible arrangement for a one-way couplet is shown conceptually in Figure 29.

This one-way couplet option raises similar issues to the two-way bypass alternative regarding the potential for adverse impacts due to the construction of the connection at the Marine Drive-South Franklin Street turnaround, the impact to potential future development along Gastineau Avenue, and emergency vehicle access to the properties along the waterfront.



- LEGEND**
- GASTINEAU AVENUE - SOUTH FRANKLING STREET ONE WAY COUPLET
  - CONNECTION TO BE DETERMINED THROUGH DETAILED STUDY
  - RESIDENTIAL AREA GOLD STREET - GASTINEAU AVENUE
  - DIRECTION OF TRAVEL

GASTINEAU AVENUE - SOUTH FRANKLING STREET ONE-WAY COUPLETT CONCEPT JUNEAU, ALASKA **FIGURE 29**

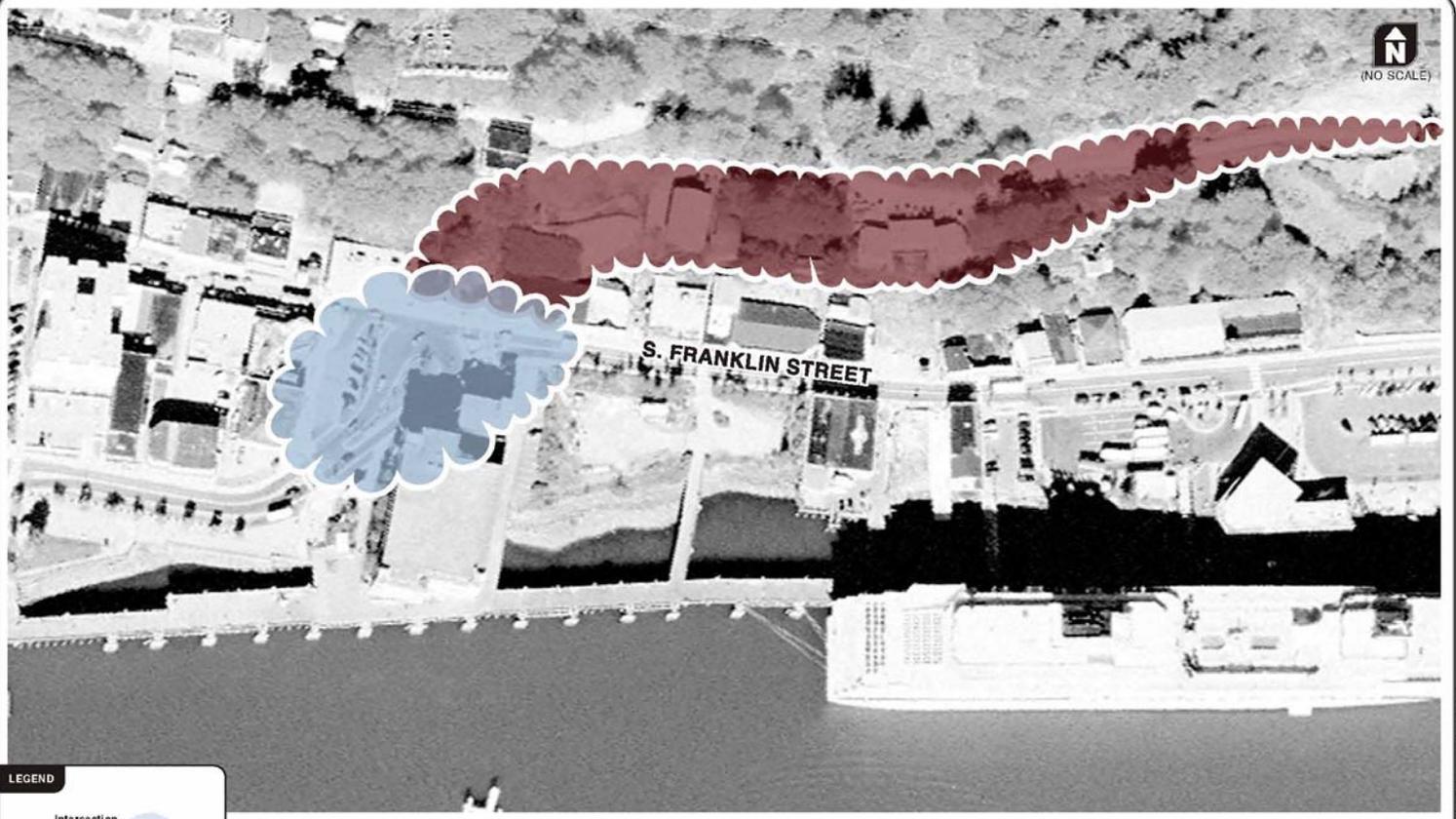
*Gastineau Avenue-Marine-Drive/South Franklin Street Connection*

Perhaps the most critical issue when determining the feasibility of the Gastineau Avenue concepts described above is evaluating exactly how and where the new alignment will connect to South Franklin Street at the north end. As previously discussed, under both concepts the connection would ideally occur in the vicinity of the existing Marine Drive/South Franklin Street turnout to avoid the dense residential uses along at the downtown end of Gastineau Avenue-Gold Street. However, the creation of such a connection will require modifications to the intersection's existing teardrop turnout configuration. A variety of alternate intersection forms could be considered to accommodate this connection including a roundabout, a traffic circle, or a more traditional yield or stop-controlled "T" configuration. The preferred intersection treatment and the extent and nature of the required modifications will be dependent on:

- Whether traffic flow on Gastineau Avenue is two-way or part of a one-way couplet system;
- What combination of turning movements and traffic flows need to be accommodated at the connection; and
- What type of intersection form is best suited given the property impacts and vertical alignment constraints that exist in the vicinity.

Figure 30 graphically highlights the likely area of alignment and influence area of property impacts of creating the Gastineau Avenue connection. When comparing various alternative concepts for the potential Gastineau Avenue connection, specific design issues that should be considered include:

- the location and form of pedestrian crossings adjacent to the intersection to enhance pedestrian safety and better serve pedestrian travel desires;
- the maintenance of the existing on-street parking on the northern side of the intersection;
- the maintenance of access to the Library parking structure;
- provision of bus turning movements and access at Marine Park;
- the provision of sufficient vehicular capacity;
- the ability for buses to safely complete all necessary movements;
- the geometric moderation of vehicular travel speed; and
- the approximate relative cost.



**LEGEND**

- Intersection Reconfiguration (blue scalloped shape)
- Potential Alignment Influence Area (red scalloped shape)

A common feature that applies to any concept is encouraging and focusing pedestrian crossings at appropriate formal crosswalk locations. A number of treatments could be used to achieve this aim such as landscaping the central island of the turnabout with native materials and plantings, enhanced crossing treatments and locations, pedestrian channelization, and enhanced signage. If the public involvement process recognizes the value of a potential connection and improvements at the location, further investigation would be needed to refine these concepts into preliminary design alternatives. Such an investigation could address the impact of the potential drawbacks identified for each option.

#### **LAND USE OPPORTUNITIES**

While the focus of this planning effort is directed towards transportation system enhancements, land use and development play an integral role within the context of transportation. Adjacent land use and development largely dictate access, mode choice, and travel patterns on the transportation system. As such, standards, policies, and planning related to land use development can be used to maximize the efficiency of and form a particular environment within a community's transportation network.

##### *Development Standards*

There are a number of opportunities to improve pedestrian, bicycle, and vehicular travel conditions through the use and/or enforcement of development standards that provide sufficient space for appropriate modal separation and enhanced pedestrian access. Amendments to existing traffic design and development standards that may be worthy of community consideration include:

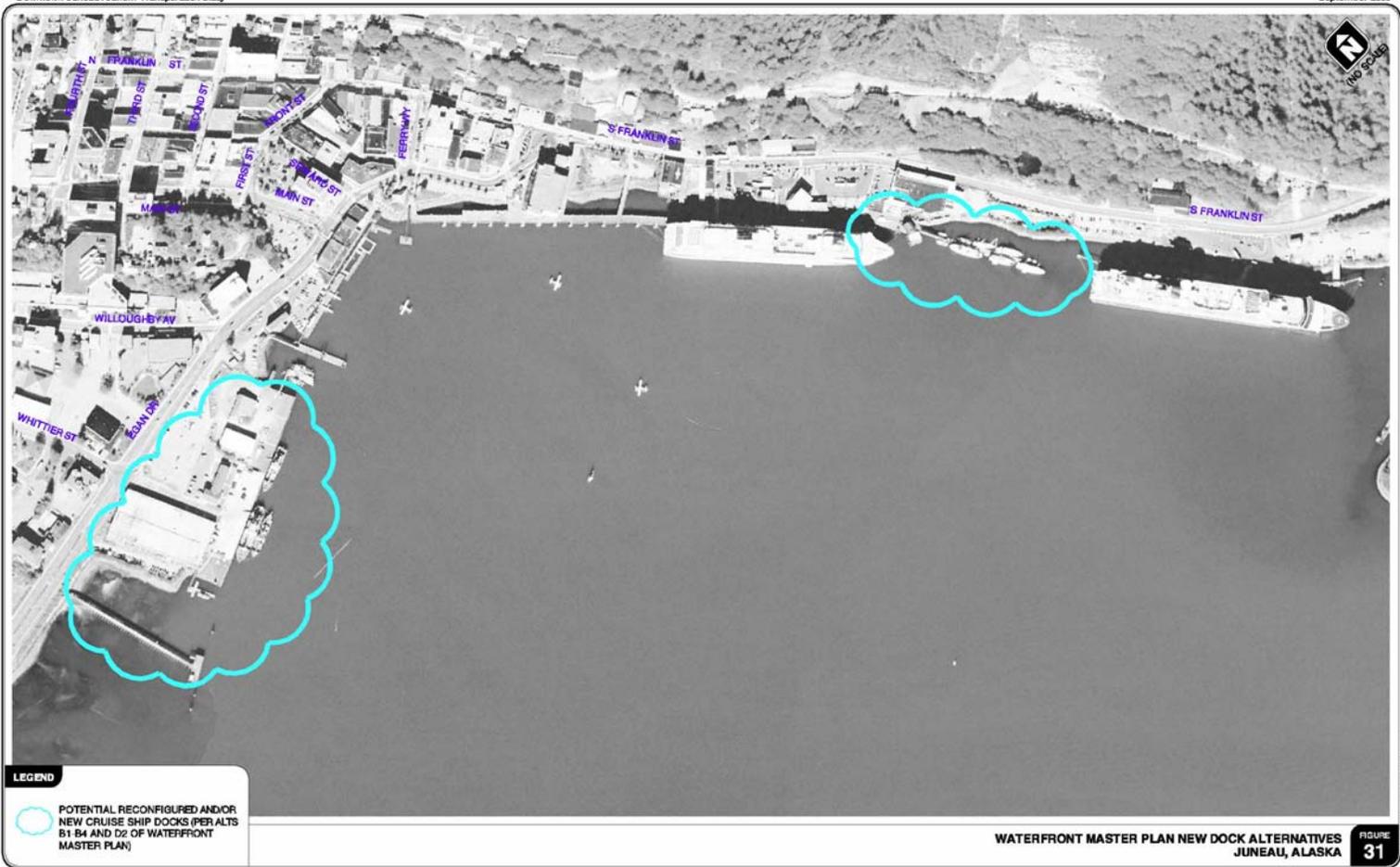
- Building orientation,
- Setback requirements (sidewalk width),
- Street cross-sections (minimum sidewalk widths, bicycle lanes), and
- Building awning requirements.

Building orientation regulations might be altered to encourage shop frontages along pedestrian pathways (both on and off South Franklin Street). Street cross-sections and building setbacks could be amended to increase setback requirements and provide wider sidewalks and buffer treatments to separate pedestrian and vehicular flows. This is consistent with concepts currently presented in the Waterfront Master Plan alternatives that highlight enhanced buffers and potential pocket parks along the South Franklin Street corridor. Wider building awnings could be required to ensure that effective sidewalk capacity is not diminished due to pedestrians crowding under limited shelter to avoid rain.

Incorporating standards such as these can help to strengthen and maximize the capacity of the pedestrian and vehicle linkages along the existing street and sidewalk systems as well as planning appropriately for potential future linkages.

##### *Potential Reconfigured and New Cruise Ship Docks*

Opportunities for the reconfiguration of existing harbor areas and the addition of new cruise ship capacity are being considered as alternatives as part of the on-going long-range Waterfront Master Plan project. The primary areas under investigation for additional cruise ship berths are the Subport area and the existing Intermediate Vessel Float dock (near Taku Smokeries) as show in Figure 31. The alternatives for the Subport area currently show the potential to provide capacity for a combination of up to four additional large and small cruise vessels (space for a total of 700 to 2,600 lineal feet of ship).



The alternatives for the Intermediate Vessel Float area show opportunities to reconfigure the existing Cruise Ship Terminal dock to provide one additional large ship berth where the IVF dock currently exists (refer to alternatives B1-B5 and D2 currently under consideration as part of the Waterfront Master Plan project).

Redevelopment and reconfiguration of the waterfront to provide additional cruise ship capacity focused in the downtown area can have many advantages related to efficient use of land and the transportation system. However, given the existing constraints that exist related to accommodating tourism demand today, the land side transportation impacts and implications of this additional cruise ship capacity should be carefully addressed prior to the adoption of expansion proposals. An increase in the overall cruise ship capacity and changes in tourism-related vehicle and pedestrian origins will affect both the amount and the distribution of tourism travel within the downtown area. They should, therefore, be considered within the context of the community's long-term vision for the transportation and land use systems.

While outside of the specific scope of this study, important issues related to vehicular and pedestrian travel that should be addressed as part of an alternatives refinement process for new or reconfigured cruise ship capacity include:

- System profiles of forecast pedestrian and tourism-related vehicle demands;
- Pedestrian and tourism-related vehicle travel desires and trip distribution;
- Pedestrian and tourism vehicle accessibility to cruise ship docks, vehicle staging areas, and passenger loading/unloading areas;
- System multi-modal operations and safety (sidewalks, pathways, bicycle facilities, travel lanes, intersections, access points); and
- Resultant infrastructure capacity and system management needs.

To provide the CBJ with a tool to evaluate and plan for the impacts of future increases or changes to the cruise ship demand patterns a pedestrian travel demand model was created as sub-task to this project. The model (which was calibrated to existing conditions) develops estimates for daily pedestrian demand profiles on South Franklin Street and daily profiles for the overall increase in system visitors based on cruise ship capacity, arrival, and departure inputs. This tool can therefore be used by the CBJ in the evaluation of the system implications of future proposed waterfront enhancements, cruise ship capacity increases, and dock orientation or location changes.

#### *Future Development on "Rock Dump" Site*

The alternatives for the long-range Waterfront Master Plan outline the assumption that given its present high-level of investment in industrial, public works, and marine facilities, the Rock Dump site will likely remain in its current configuration and character. However, with the recent approval for a new cruise ship dock facility (Jacobsen Dock), it appears that there is a very real and likely potential for future extension of tourism-related development to this property.

The existence of vacant land in the Rock Dump area adjacent to the proposed Jacobsen Dock site presents an economically attractive opportunity for additional retail or commercial floor space with a planned tourism-related focus. Such development on any significant scale presents both opportunities and challenges.

The development of tourist-focused uses in the Rock Dump area would provide opportunities including:

- Returning South Franklin Street to full-time downtown businesses to prevent shops being boarded up over winter and lessen the tourism-related pedestrian and vehicle capacity problems that currently occur in that area each cruise ship season;
- Flexibility of building design, scale, and arrangement due to the size of the available land parcels that is uncommon in the rest of the study area;
- Flexibility of transportation infrastructure design, scale, and arrangement due to the size of the available land parcels that is uncommon in the rest of the study area;
- Ability to design the development for pedestrian-only internal circulation; and
- Ability to better serve the proposed Jacobsen Dock, since the Rock Dump is within easy walking distance.

However, development of the Rock Dump into a tourism area also has certain challenges including:

- The potential for vacancies or underutilization by local residents during the off-season. This is already an issue in the South Franklin Street corridor and would likely be exacerbated in this case given the Rock Dump is further away from other core downtown activities than the South Franklin Street area.
- The potential for weakening the existing downtown retail core by providing opportunities for development with more parking and flexible operations.
- The potential for traffic congestion issues at the Thane Road/Mt. Roberts Road intersection since all traffic accessing the Rock Dump would have to route through that location in addition to the existing container and fuel truck traffic.
- The possible need to relocate the cargo ship terminal, fuel terminal and/or sewage treatment facility in order to maximize the potential of the Rock Dump for tourism-related uses.

The Waterfront Master Plan project is currently soliciting public feedback and comment from the community regarding their long-term vision for this property. Within that context, it will be important for the community to recognize and plan for the site's market-driven potential so that any future development will be consistent with that community vision and have the necessary supporting infrastructure.

#### *Contain Future Strip Development along South Franklin Street*

An important element to consider related to any future growth in the study area is the containment of sprawl development further down the commercial stretch of South Franklin Street. Past experience has shown that as new cruise ship docks developed further south along South Franklin Street, supporting tourist retail development followed, creating the pattern of strip development seen today.

With the recent development of the South Franklin Street Dock and approval of the Jacobsen Dock, the possibility exists for developers and merchants to utilize the currently undeveloped properties in the nearby vicinity along South Franklin Street and capitalize on the proximity to these docks, which are intended to serve a large proportion of the tourism demand. Such southward development would mean that pedestrian-vehicle conflict points would be spread over a greater section of the Marine Drive-South Franklin Street corridor with the potential result of further increasing traffic delays and the costs of treatments aimed at reducing pedestrian-vehicle conflicts (since these treatments would need to be spread over a much wider area).

Furthermore, the proposed development of additional cruise ship docks to the south of the existing facilities means that the majority of passengers disembarking at the southernmost docks will likely access the downtown area via some form of vehicular shuttle (as is seen from the South Franklin Street Dock today). This change in mode choice from predominantly pedestrian to predominantly vehicular will have also have impacts on traffic conditions along South Franklin Street-Thane Road.

## **Section 4**

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### Guiding Principles and Recommendations

## Guiding Principles and Recommendations

Juneau is a community of unique landscape and character that faces significant challenges by the demands places on its transportation system during the summer months. Under current conditions, the South Franklin Street corridor must accommodate pedestrian flows ranging from 2,000 to 2,600 pedestrians per hour between 10 a.m. and 3 p.m. during most days of the tourism season. Given the limited sidewalk capacity that currently exists and the physical constraints that limit opportunities for right-of-way and sidewalk expansion through the corridor, a balance of creativity and practicality is essential to develop alternative transportation strategies that improve safety, flow, and accessibility for all travel modes.

A wide range of potential opportunities and alternatives that can be considered by the community have been documented and discussed in detail in Section 3 of this report. Each of the potential concepts has distinct advantages and limitations. This final section is intended to provide guiding principles and recommendations that will help direct future implementation of strategies to improve the quality and effectiveness of the transportation system serving downtown travel.

### GUIDING PRINCIPLES

While Section 3 details an extensive range of opportunities, it is also important to understand the underlying goals and guiding principles upon which they were developed. By comprehending these concepts, the community can evaluate choices as various alternatives are considered or as new opportunities present themselves. The guiding principles that will serve to improve the current circulation and accessibility issues associated with the downtown and waterfront areas during the tourism season are:

- Maximize the effective capacity of the existing transportation system and increase capacity where possible
- Provide redundancy in the transportation system where capacity cannot be increased
- Utilize and expand the Tourism and Pedestrian Demand Model developed as part of this project as a strategic planning tool

### Maximize/Increase Existing System Capacity

There are multiple physical constraints that limit the expansion of the existing width and right-of-way of the South Franklin Street corridor. Thus, the opportunities that remain to maximize efficiency of operations and increase the effective usable capacity of the pedestrian and vehicular elements of the existing corridor are a beneficial (and often cost effective) means of providing for travel demand within the study area. Modifications and enhancements that make best use of the existing capacity of infrastructure currently in place allow the City to improve system wide operations and safety with comparatively limited investment. Examples of these enhancements include the relocation of existing street furniture, pedestrian channelization, and expansion of building awnings as discussed in the previous section.

In addition, refinements to the existing corridor configuration that focus on relieving bottlenecks or constraint points and widening sidewalks where possible are another means of maximizing the efficiency of existing transportation infrastructure. This type of strategic expansion and capacity increase can typically be completed with more minimal cost than entire new facility construction. An example of a near-term strategy to increase the existing system capacity is the shifting of three buildings on the west side of South Franklin currently being investigated by the CBJ.

### **Develop Redundancy in the Transportation System**

Providing redundancy in the transportation system and alternative travel routes to the corridor is another guiding principle that the City and Borough of Juneau can embrace to accommodate and provide for the needs of all system users and travel modes. Providing these alternative routes allows travel demand to be dispersed across multiple paths, thereby reducing the demand (and resultant capacity needs) placed on any one given corridor. Examples of this strategy include the enhancement and development of the existing seawalk (for pedestrian system redundancy) and the development of a Gastineau Avenue connection (for vehicular system redundancy).

### **Utilize the Tourism and Pedestrian Demand Model as a Strategic Planning Tool**

The Tourism and Pedestrian Demand Model developed as part of this project should be used as an integral element in future transportation system planning and alternatives evaluation for improvements in the downtown vicinity. The model provides forecasts for pedestrian flows and overall tourism demand within the downtown area of Juneau for a given level of cruise ship activity. By quantifying the impacts of various scenarios, the community and decision-makers can be aware of the benefits, consequences, and trade-offs that can result from decisions made related to downtown transportation, land use, and the tourism policy.

**SUMMARY OF RECOMMENDATIONS**

Based on the guidance provided by these fundamental principles and the feedback received from community input, a summary of the most promising and effective alternatives has been developed and categorized into near-term/lower investment and long-term/higher investments opportunities. These opportunities are:

Near-Term/Lower Investment Opportunities	Long-Term/Higher Investment Opportunities
<ul style="list-style-type: none"> <li>Removal and relocation of street furniture (to maximize existing sidewalk capacity)</li> </ul>	<ul style="list-style-type: none"> <li>Modifications to and enforcement of development standards such as building orientation, setback requirements, building awning requirements (to provide for sufficient vehicle and pedestrian system capacity/width and to maximize useable sidewalk width)</li> </ul>
<ul style="list-style-type: none"> <li>Increase sidewalk capacity and width where possible (a minimum width of 12' is recommended based on existing peak pedestrian flows)</li> </ul>	<ul style="list-style-type: none"> <li>Enhancement and development of the existing seawalk (to provide redundant and alternate pedestrian travel routes)</li> </ul>
<ul style="list-style-type: none"> <li>Strategic placement of crosswalks (to minimize pedestrian crossing interference and conflicts with vehicular travel)</li> </ul>	<ul style="list-style-type: none"> <li>Strengthening seawalk connections to South Franklin Street (to provide redundant and alternate pedestrian travel routes)</li> </ul>
<ul style="list-style-type: none"> <li>Increased crosswalk visibility using markings and signing (to minimize pedestrian crossing interference and conflicts with vehicular travel)</li> </ul>	<ul style="list-style-type: none"> <li>Gastineau Avenue connection (to provide redundant and alternate vehicular travel routes)</li> </ul>
<ul style="list-style-type: none"> <li>Pedestrian channelization (to minimize pedestrian crossing interference and conflicts with vehicular travel)</li> </ul>	

These guiding principles and opportunities can form a basis for the implementation of alternative transportation strategies to improve the safety and efficiency of circulation for all travel modes. Coordination and integration with other on-going projects, such as the Waterfront Master Plan, will be cornerstone to ensuring that a holistic foundation is established and that additional opportunities are utilized and incorporated as they present themselves. These combined efforts will help the community achieve its vision of an effective and integrated circulation system for the downtown/waterfront area that provides a quality experience for Juneau visitors, as well as the quality of life for its full-time residents.

## **Appendix A**

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Summary of Previous  
Studies

# Appendix A – Summary of Previous Transportation & Tourism Studies

## **Juneau Tourism Community Opinion Survey Series**

Prepared for: City & Borough of Juneau

Date: November 2002

Study By: McDowell Group

### **Purpose**

The purpose of the survey series was to gain an on-going understanding of Juneau resident opinions about the impacts of tourism.

### **Objectives**

The objective of the survey was to gain sufficient understanding of resident opinions about the impacts of tourism to guide management and policy decisions that affect the community. This was done by asking residents a number of questions relating to the impacts of tourism on their household and their views on various tourism management issues. The issues examined included:

#### *Visitor Industry Impacts*

- Resident perception of tourism impacts
- Tourism impacts on household
- Comparison of tourism impacts by neighborhood
- Comparison of impacts to prior year
- Comparison of impacts over past five years

#### *Visitor Industry Management*

- Best management practices program
- City & Borough management of tourism impacts
- Future tourism activity levels
- Resident perception of tourism industry contribution
- Future cruise passenger traffic
- Preferred number of cruise ships
- Infrastructure improvement

## **Key Findings**

The study made a number of key findings relating to the perception of the tourism-related infrastructure needs of the Downtown area and they are summarized below.

- From 1995 to 2002, annual visitor numbers to Juneau grew from 500,000 to 870,000.
- Nearly half of the respondents indicated they would like to see the number of ships remain the same in the future as in 2002.
- In the most recent survey, 40 percent of respondents felt that tourism had an overall positive impact on Juneau households.
- There were a slightly smaller percentage of respondents who felt there were both positive and negative impacts but the majority of these felt that the positives outweighed the negatives.
- Approximately 30 percent of the respondents stated that they were affected by downtown vehicular or pedestrian traffic congestion during the tour season.
- Downtown Juneau and North Douglas reported the highest levels of impact from traffic congestion.
- On the issues of Downtown pedestrian and bus/van/cab traffic levels, approximately 15 percent of Downtown/Thane area respondents favored an increase, 45 percent preferred the current situation or had no opinion, and 40 percent wanted a reduction. The overall response from the Juneau area was very similar.
- In 2002, 29 percent of residents preferred an increase in the number of cruise ships calling in Juneau versus 17% in 1998. However, Downtown/Thane area residents were twice as likely to favor a “major” decrease in cruise ship passengers than the overall response (18 percent versus 9 percent).
- Respondents desiring a decrease in cruise ship traffic were much more likely to say that tourism-related impacts have increased in the past 5 years (93 versus 75 percent). However, 70 percent of those who favored an increase in cruise ship traffic also thought that tourism-related impacts have increased over the last 5 years.
- Only 34 percent of the residents from the Downtown/Thane area were supportive of an increase cruise ship passengers if downtown infrastructure, such as wider sidewalks or a seawalk, were constructed. The response from the Juneau area to this question showed 48 percent of people would favor an increase if infrastructure were improved.

## **Gaps in the Study**

The study was focused on general impressions rather than specifics so it does not illuminate the actual complaints upon which negative sentiments are based.

There was no investigation into what people thought were the most important infrastructure issue related to tourism.

**Useful Information**

The discomfort over the prospect of increased numbers of ships versus the adaptation to actual increases is an interesting phenomenon.

## **City & Borough of Juneau, Transit Development Plan & Transit Improvement Program 2002 (FY 2004-2008)**

Prepared for: City & Borough of Juneau

Date: September, 2002

Study By: Nelson/Nygaard Consulting Associates

### **Purpose**

The purpose of this report was to outline a Five-Year Transit Development Plan that contains an integrated plan of actions required to meet the transit needs of the City and Borough of Juneau for the period FY 2004-2008.

### **Objectives**

To identify the necessary system wide transit improvements, the cost of those improvements, and potential funding sources.

### **Key Findings**

- Failure to increase service and operating subsidies will result in significant service reductions due to changes in locations of key trip generators, altered service patterns, and pressures to make long deviations to existing routes. An increase of at least 27% in revenue hours will be required to maintain existing headways under these altered conditions.
- Operating the Express Route bus line at 30 minute headways has the “clear potential” to result in a “dramatic ridership expansion”.
- 46% of transit riders on Capital Transit are contributing to Vehicle Trip Reduction goals because they are shifting from modes where they were either a lone driver or a passenger who is the sole reason why the driver is making the trip.
- An estimated 9% of daily person-trips into and out of the downtown area are on transit. Therefore, Capital Transit plays an important role in reducing congestion and parking demand in the downtown area and has the potential to support an increase in the intensity of uses in downtown without a proportional increase of parking demand.
- After reviewing the current status of the policy statements outlined in the previous (FY 1998-2002) Transit Development Plan, the study identified procedures to ensure that new trip-intensive developments account for the cost of transit provision in the same way they do for roads and other infrastructure as the most critical need. The general aim of these procedures would be to avoid locating high transit demand activities in such a way as to require excessive deviations from linear routes.
- The study assumes that the current bus layover point at the cruise ship terminal is to be shifted to a new Downtown Transit Center, located on the fringe of the downtown area just north of Centennial Hall. This move was to be made due to the congestion around the cruise ship terminal. However, as at the time of writing, the project was still in the design phase.

- The proposed transit center site is described as “separated from key destinations such as the Capitol by significant walking distances and grades”. The high demand for transit in the downtown area, and the previous plan to force all passengers to transfer at the proposed Downtown Transit Center before being shuttled into downtown, has encouraged the consultants for this study to develop a new transit service plan. This plan involves a layover at the transit center after the inbound service has looped through downtown, then a second loop through downtown before commencing the outbound service. Under this plan, service in the downtown area is doubled and neither the in or outbound trip has to transfer.
- The precise route of the loop through downtown would be altered for all routes under the proposed service plan in order to remove excessively steep descents along Seward Street and simplify downtown bus operations.
- A study to determine the long-term feasibility of fixed guideway routes in the Juneau area are to be identified and reserved.
- Changes to the service plan for the fixed route buses operated by Capital Transit were recommended. These included:
  - Buses on the Douglas and Glacier Highway routes would make two stops on every one-way trip at the new downtown Transit Center to avoid interrupting service through the high-demand Centennial Hall area with a layover.
  - Lengthening timetabled running times on the Glacier Highway between Downtown and the Mendenhall Valley are increased to reflect current congestion levels.
- The vehicle fleet and general infrastructure needs of Capital Transit were identified as:
  - The continuation of the fleet replacement program whereby old and unreliable buses are phased out;
  - The new Mendenhall Valley Transit Center should be constructed;
  - Some minor improvements required at the F Street bus stop to facilitate transfers; and
  - A program to progressively add more attractive and comfortable shelters to the system, beginning with the busiest and most visible stops.

## **Jacobsen Drive Dock - Thane Road and Mt. Roberts Road Traffic Impact Analysis**

Prepared for: Peratrovich, Nottingham, & Drage, Inc

Date: August 2002

Study By: USKH

### **Purpose**

The purpose of this study was to identify the localized traffic impacts of constructing the Cruise Ship dock at Jacobsen Drive.

### **Objective**

The objectives of the study were to identify any capacity problems with the pedestrian system in the area and at the Thane Road/Mt Roberts Road intersection.

### **Key Findings**

- No intersection improvements are needed at the Thane Road/Mt. Roberts Road intersection.
- Upgrading the sidewalks on the north side of Jacobsen Drive, the west side of Mt. Roberts Road, and on both sides of Thane Road may be necessary if the developer does not provide the promised shuttle bus to the downtown area.

### **Gaps in the study**

- No analysis of the impact of the shuttle bus service on the traffic and parking situation in downtown, which is already congested.
- The justification for massive losses in effective sidewalk widths due to the presence of curbs and guardrails appears quite thin.

### **Useful information**

- Minimal upgrades to infrastructure will accompany the development of the Jacobsen Drive Dock.
- A disproportionate increase in bus traffic will accompany the new terminal due to its distance from downtown and the major tour bus transfer points.

## **City & Borough of Juneau, Area Wide Transportation Plan: Vol 1 - Transportation Plan Recommendations**

Prepared for: City & Borough of Juneau

Date: July, 2001

Study By: Juneau Dept of Community Development

### **Purpose**

The Juneau Area Wide Transportation Plan (JAWTP) was designed to provide a framework for transportation improvement projects in the City and Borough of Juneau (CBJ) through to the year 2020.

### **Objectives**

The JAWTP report contains recommendations for solutions to transportation problems and concerns throughout the CBJ. The report also deals with the specific issues of corridor preservation, transportation demand management, Egan Drive improvements, the Second Crossing, and land use zoning and development requirements.

### **Key Findings**

- Safety analysis of the transportation system revealed only no obvious locations where design deficiencies resulted in traffic accidents in the downtown area.
- The following area-wide transportation needs were identified
  - Egan Drive is already congested and will become more so over time, with a major impact on mobility throughout the CBJ.
  - Collector street connections to arterial roads will need to be carefully selected to avoid improving access at the expense of through capacity.
  - Suburb-to-suburb connections for all modes, but particularly transit, pedestrian and bicycle are currently deficient

- Area-specific deficiencies were identified for that concern downtown Juneau.
  - *Downtown/Thane*: current issues concerning pedestrian circulation and capacity, auto capacity, parking, transit service, and circulation for heavy vehicle and tour buses are expected to worsen with continuing growth in tourism and local population and with limited opportunities to expand transport infrastructure.
  - *Douglas Island*: current issues concerning difficult access to Downtown Juneau and the rest of the CBJ as well as deficiencies in suburb-to-suburb non-motorized travel within Douglas Island need to be addressed. The future development of the west side of the island will need to include connectivity with the rest of the island that does not rely solely on the Douglas Highway.
- A wide range of *Transportation Demand Management* (TDM) concepts featured prominently among the alternatives to address identified issues. In most cases, however, it was determined that these concepts form only part of a solution to a particular problem rather than a complete one.
- *Roundabouts* could be introduced at several locations where it appears they are the most appropriate form of traffic control. However, the use of roundabouts will be subject to community acceptance of the concept.
- The plan outlined an in-principle approval for *upgrading Egan Drive* by introducing grade-separated interchanges at key cross streets. The exact design of the interchanges has yet to be determined and so the impact on adjacent property and non-auto travel modes is difficult to estimate.
- The *Second Crossing* of the Gastineau Channel linking the North Douglas Highway to the rest of the CBJ has significant connectivity benefits but will not reduce congestion on the existing crossing. The environmental impact of such a crossing may also be significant. At the time of writing, a project refinement study was being conducted for this proposal.
- *Corridor Preservation* for future transport infrastructure is very important to ensure the long-term effectiveness of the transport network. Particularly important will be reserving the alignment for the Second Crossing and the median of Egan Drive for future mass transit use, either as bus lanes or light rail.
- The effect of *land use controls and zoning* on the spatial distribution of population, commerce and public facilities was considered for each sub-area.
- A number of *Land Use Code revisions* were suggested including requiring sidewalks, transit facilities, and connectivity to adjacent land uses as part of any major development. Various methods to increase density were proposed for consideration. The development of basic access strategies for the primary road corridors in the CBJ including consolidating accesses to new developments was suggested. The concept of consolidating some of the parking facilities in the Downtown area into larger and more efficient parking structures was advocated so long as the new structures are discretely located and attractive in appearance.

### **Gaps in the Study**

The impact of the strong peak in summer tourism trips was not highlighted, nor was the effect of the weather on travel behavior.

The study provides no separate analysis of bicycle and pedestrian issues. However, almost bicycle and pedestrian considerations are dealt examined quite prominently for almost every issue addressed by this study.

## **City & Borough of Juneau, Area Wide Transportation Plan: Background Document**

Prepared for: City & Borough of Juneau

Date: April, 2001

Study By: Kittelson & Associates, Inc

### **Purpose**

The purpose of this document was to describe the analysis underlying the recommendations made in the *City & Borough of Juneau, Area Wide Transportation Plan: Volume 1 - Transport Plan Recommendations* report.

### **Objectives**

- The objectives of this report were to conduct analyses of the existing transportation conditions, the future year 2020 “no-build” conditions, evaluate alternatives for future transportation system improvements and to prioritize recommended projects, programs, or policies.
- The analyses involved consideration of the operational, safety, and design of key intersections and roadway segments throughout the CBJ for all travel modes. Similar assessments of the ferry, airport, and cruise ship terminals were also performed. The more general transportation issues for all modes were addressed on an area-by-area basis throughout the CBJ.

### **Key Findings**

The key findings of this report are summarized in the *City & Borough of Juneau, Area Wide Transportation Plan: Volume 1 - Transport Plan Recommendations*.

### **Gaps in the Study**

- There was greater consideration of ferry issues in this report than in the summary report. However, only the transportation issues around the ferry terminals were considered and the broader position of the mode in the context of transportation in the CBJ was not considered.
- Parking issues in Downtown Juneau were not assessed in great depth despite the complexity of the issue.
- As reflected in the summary report, the impact of the strong peak in summer tourism trips was not highlighted in the analysis, nor was the effect of the weather on travel behavior.

## **Steamship Wharf and Marine Park Improvements - Conceptual Design Report - Appendix C**

Prepared for: City & Borough of Juneau

Date: May 1999

Study By: KCM, Inc, Juneau, Alaska

Appendix C contains a number of topic specific memoranda, each with their own purposes, objectives and key findings.

1. Unsignalized Intersection Analysis – CBJ Steamship Dock-Marine Park, Alaska
2. CBJ Steamship Dock & Marine Park Improvements – Preliminary Traffic Analysis and Parking Estimates
3. Information from Princess Tours
4. Information from Grayline Westours

### **1. Unsignalized Intersection Analysis - CBJ Steamship Dock-Marine Park, Alaska**

#### **Purpose & Objectives**

The objectives of this study were to provide an unsignalized level-of-service analysis for left-turns exiting the southern access and left-turns entering the northern access of the proposed new Marine Park bus loading area.

#### **Key Findings**

- “A” permit vehicles to park on site while “B” permit vehicles park along the highway.
- The 40 northbound left-turning “A” permit vehicles entering the site via the northern access during the a.m. peak hour falls below the normal 100 vehicles per hour threshold for a left-turn lane in the Highway Capacity Manual. However, a left-turn lane may be installed after consideration is given to the following issues:
  - pedestrian traffic patterns in the vicinity
  - the spacing standards that should apply under a long-term access management strategy for Marine Way
  - the spacing between the southern and northern accesses of only 300 feet when a total taper plus storage length of 400 feet is recommended
- Northern Access (left turn from Marine Way) – LOS A (assuming a single “through and left” northbound lane on Marine Way)
- Southern Access (left turn into Marine Way) – LOS C

### **Gaps in the Study**

- Assumes that the number of trips generated from the north, which would have entered via the northern access, will be zero.
- Seems to assume no buses exiting to the south.

### **Useful Information**

This study assumed 12A and 8 B bus bays (largest of the possible options)

## **2. CBJ Steamship Dock & Marine Park Improvements - Preliminary Traffic Analysis and Parking Estimates**

### **Purpose**

The purpose of this study was to estimate future traffic volumes and parking requirements based on estimates of the existing conditions made by facility users and the CBJ.

### **Objectives**

The objective of this study was to determine the number of “A” and “B” permit parking spaces required for the facility based on various assumptions about Cruise Ship capacity, passenger demand and bus utilization.

### **Key Findings**

- A 3000 passenger ship will generate only 50% more peak period bus traffic than a 1500 passenger ship due to an increase in off-peak tour departure and arrivals. This may be unrealistic
- The presence of ships resulted in a 24 percent increase in vehicles on Marine Way/Admiral Way between Shattuck and Franklin during the peak hour and a 22 percent increase in daily traffic. The increase in traffic was not proportional to the number of ships at port. Whether it is more related to the size of the ships, and hence the number of passengers could not be determined from the information provided.
- Ships generally arrive early in the mornings and leave in the late evenings
- The tour operators were providing enough capacity during each of the three daily peak hours in 1999 to carry every passenger on a large vessel.
- Estimated actual tour vehicle usage was 75% of the capacity provided.
- The layout of the facility should provide 10-12 “A” spaces, 6-8 “B” spaces and “public parking during the summer if feasible”. However, there was no apparent provision for public parking in the plans provided.
- Three options for tour vehicle load/unload patterns were considered, with the hybrid option 3 selected as the most appropriate:

#### *Option 1*

- 90% of vehicles over first hour of peak period

- Assumes 10 minute load/unload time for each (probably unrealistic for larger “A” permit vehicles)

#### *Option 2*

- Distribute all vehicles uniformly over 2 hour peak period
- Assumes 15 minute load/unload for all vehicles (probably too generous for “B” class vehicles)

#### *Option 3 (intermediate)*

- Assumes load/unload time of 10 and 15 minutes for “B” and “A” permits vehicles respectively. The report concludes that this is the most realistic option since “A” permit vehicles cannot sustain 10 minute load/unload cycles whereas “B” permit vehicles can.
- Generates 40 “A” and 25 “B” permit vehicle trips in the midday peak hour, which is the highest demand peak hour of the day.

#### **Gaps in the Study**

- The few traffic counts provided do not contain information about direction of travel, types of vehicles, or trips to and from the existing old tour bus parking site.
- The study does not recommend any loading scenario explicitly.

#### **Useful Information**

- The percentage increase in traffic is the same for the whole day as it is in the peak hours.
- The apparently preferred option generates 40 “A” and 25 “B” permit vehicle trips in the midday peak hour, which is the highest demand peak hour of the day.
- The layout of the facility should provide 10-12 “A” spaces, 6-8 “B” spaces. The “A” and “B” permit vehicles will be housed off-street and on-street respectively.
- Approximately 5200 vehicles use Marine Way between Shattuck and Franklin when no ships are in port but about 6450 use that section of road when there are ships in port.

#### **Information from Princess Tours**

##### **Purpose & Objective**

The purpose of this document was to illustrate the key features of the tour bus and van operations of the Princess Tours company.

##### **Key Findings**

- The Steamship Wharf (opposite Marine Park) is only used by Princess’ vessels when the Franklin Dock to the south is occupied.
- Princess Tours provides land-side services to cruise lines other than Princess.
- Only one ship at a time currently uses the Steamship Wharf due to pedestrian and bus congestion at Marine Park. Therefore, on days when Princess Tours uses this facility, Grayline Westours does not and vice versa.

- Current vessels carry about 1600-1800 passengers, whereas vessels being designed now for near-term use carry 3000-4000 passengers.
- Princess Tours believes that pedestrian and bus congestion will not increase proportionally with ship size since more tours will be scheduled outside the peak periods.
- The number of bus passengers is highest in the midday peak because although the same number of bus trips are made in the midday peak as in the a.m. peak hour, they may carry up to twice as many passengers since many buses drop-off and then pick-up.
- Princess Tours operations involve a.m. and midday peak hours of about 30 vehicles and a p.m. peak hour of about 15 vehicles. Approximately 17% of the vehicles used are “B” permit vehicles, with the rest being “A” permit vehicles.
- Princess Tours stores all of its buses at the Rock Dump.
- Currently, disembarkation of passengers onto Steamship Wharf is limited to the wider areas of the wharf that can accommodate gangways and so ships must be moved to facilitate gangway connections at these locations. Princess Tours favors widening the wharf to eliminate the need to move the ships.
- The tour bus companies are more interested in dock alterations to permit more efficient loading and unloading of the ships than they are about upgrading the bus loading areas.

### **Gaps in the Study**

Where do the non-Princess ships that Princess Tours services dock?

### **Useful Information**

- All the key findings are of interest
- A list of independent tour bus companies is provided, with some details about their operations.
- Princess Tours use full-time guides at their Franklin Dock facility to help buses back out of the angle parking spaces after loading.

### **Information from Grayline Westours**

#### **Purpose & Objective**

The purpose of this study was to determine whether Grayline Westours had different procedures to Princess Tours that may impact upon the proposed improvements to circulation, parking and staging in the Marine Park area.

#### **Key Findings**

- Grayline Westours load and depart 14 buses in the first 20 minutes of the morning peak. The loading cycle for an “A” permit bus is about 10 minutes.
- The 1330 to 1430 midday peak hour for Grayline Westours is a little different to Princess Tours, which occurs earlier.

- Grayline Westours felt that keeping unsupervised people out the bus loading area was a good idea.
- Grayline has a couple of buses equipped with wheelchair lifts, located midway along the right side of the bus, which require either a parallel parking spot or the right-most angled space. The use of these buses will therefore require cooperation and coordination amongst the various operators to ensure that minimal delays are caused by the specific requirements of these specially equipped buses.

**Gaps in the Study**

The detailed information provided by Grayline for the a.m. peak hour does not add up correctly.

**Useful Information**

See the key findings.

## **Juneau Parking Study**

Prepared for: City & Borough of Juneau

Date: February, 1999

Study By: The Transpo Group

### **Purpose**

The purpose of this report was to examine the parking demand and parking supply in the primary Downtown core area of Juneau in order to develop effective parking management strategies for the area to be developed.

### **Objectives**

The objective of this report was to examine the appropriateness of the following parking management strategies in addressing identified parking issues.

- Management of existing spaces
- Reducing parking demand
- Increasing parking supply

### **Key Findings**

- Identified three seasons (summer tourist, winter legislative, and “shoulder”) as having different parking demand characteristics and needs.
- Current parking shortages occur during weekdays in all subareas of the Downtown core throughout the year as a result of inadequate provision of on-site parking for almost all uses.
- Parking shortages are greatest in the Office sub-area.
- The shortages will worsen if land currently used for parking is redeveloped without provisions for parking management.
- Since most of the parking demand is caused by office workers (and not by tourism related activities) the high level of parking demand is fairly consistent throughout the day and year. However, the number of office workers increases during the winter legislative season so demand is higher so the demand is higher during that season.
- Parking shortages could be addressed by a combination of alternatives including reduced demand for parking, more efficient use of current parking supply, and development of additional parking. Due to the extreme nature of the shortages currently being experienced, it is likely that no one strategy will suffice on its own.

- Additional supply
  - Methods of increasing parking supply include developing additional centralized parking, providing extra parking in future developments, and or developing remote parking lots served by shuttles if appropriate locations can be identified.
  - The CBJ should establish parking policies that will guide city staff in determining the amount of parking that should be provided in new developments.
  - A minimum of 300 to 500 new parking spaces are required within the downtown are generally in the short term. Four high potential sites were identified as locations for substantial new parking structures: South of Telephone Hill (Main Street/Egan Drive, with a capacity of 204 spaces); Armory Building (Whitter Street/Egan Drive, with a capacity between 302-404 spaces), Tank Farm (West Willoughby Avenue, 500 spaces), and the Bill Ray Building parking lot (Egan Drive between 10<sup>th</sup> and 11<sup>th</sup>, 350 spaces). The first of these sites is closest to downtown, with the others being sequentially further away.
- Parking demand reduction
  - State Office workers are the largest segment contributing to demand. This provides scope for demand reduction by the State encouraging its workforce to carpool or use transit.
  - The CBJ should institute an aggressive parking demand reduction program in order to reduce the amount of new supply needed. A pilot demand reduction program with its own employees is recommended, followed by an expansion to State employees if the program is successful. However, no detail was provided for such a program.
- Parking management
  - Existing parking management should be modified to provide increased access to patrons of commercial businesses and residents. However, exactly how this should be done was not specified.
  - The management of Downtown parking should be centralized while maintaining active co-ordination with other City Departments
  - The parking program should be continually monitored to determine how it is working and how it can be improved.

**Gaps in the Study**

There was a lack of specific recommendations for how either the demand reduction or parking management will be accomplished. The only recommendation that did not effectively involve trialing every demand reduction and parking management tool available was to increase parking supply by 300-500 parking spaces in the downtown area.

**Useful Information**

- Estimates of downtown parking supply and demand (pp6-13)
- Identifies best locations for new parking structures (pp27-30) and provides conceptual layouts in Appendix D

## **The Capital City Vision Project: Juneau's 20/20 Vision for Downtown**

Prepared for: City & Borough of Juneau

Date: January, 1998

Study By: USKH, Inc

### **Purpose**

The purpose of the Capital City Vision Project was to portray the vision of Juneau in 2020 as represented by the residents and other key local stakeholders.

### **Objectives**

To establish a vision that local authorities can use to guide their decision-making.

### **Key Findings**

The people of Juneau envision that by 2020:

- Downtown parking problems will have largely been resolved and seasonal traffic congestion will also have been significantly reduced.
- A possible light rail system may be added to a city-wide transit system that has been significantly expanded.
- The tourism industry will be a year-round and diversified industry although the majority of tourism will still occur in the summer months.
- Downtown is a pedestrian focused, vehicle free area with parking opportunities around the periphery if needed.
- There is diverse opinion on many of the social, economic and environmental issues associated with the future development of the CBJ generally and the Downtown area in particular.
- The downtown will have a flexible pedestrian-friendly transportation system with an extensive network of trails and pathways.

### **Gaps in the Study**

The “action plans” proposed for each subject seem to bare little resemblance to the vision expressed for those subjects.

### **Useful Information**

The “regrets” part of each subject is a good source for the perceived problems with those subjects. Of particular interest are pedestrian access and movement (p19), transit (p24), parking (p31), and tourism and visitors (p48).

## **Juneau Non-Motorized Transportation Plan**

Prepared for: City & Borough of Juneau

Date: Sept, 1997

Study By: City of Juneau, Parks & Recreation Department

### **Purpose**

The purpose of this report was to develop a system-wide Non-Motorized Transport Plan (NMTP) for Juneau.

### **Objectives**

The objective of the NMTP was to support and encourage increasing use of non-motorized modes by enhancing necessary infrastructure, improving safety, and providing for increased emphasis on these modes at the planning level.

### **Key Findings**

The study identified the following needs throughout the CBJ:

- Increased maintenance of existing facilities to overcome the high number of potholes and debris resultant from winter road sanding.
- Increased enforcement of traffic regulations to minimize misbehavior by both cyclists and motorists. Cyclists traveling in the same direction as the general traffic in the adjacent lane should be highlighted.
- Increased provision of bicycle storage at transit centers and on buses.
- Improved signage of existing walking and bicycle trails, and bicycle lanes. Clarification of road signage is particularly important.

The recommendations for the Downtown area consist of the following specific improvements.

- Improved striping at the 10th Avenue/Egan Drive intersection, adjacent to the Douglas Bridge to permit safer crossing by cyclists and pedestrians.
- A traffic signal at Egan Drive/Willoughby Avenue intersection and opening of the Telephone Hill tunnel to cyclists to ease the difficulty in crossing at this intersection.
- Construction of a seawalk from Norway Point to the Rock Dump to provide a possible alternative cycling route.

**Gaps in the Study**

This study refers to non-motorized transportation but seemed to include only bicycling in that category. No substantial mention of pedestrians seems to have been made. The connections between cyclists and transit are only briefly discussed.

**Useful Information**

The recommendations for sub-area 5 (p74) will probably be of most use to the Downtown Tourism Transportation Impact Study.

## **City Center Transportation Improvement plan - Vehicular and Pedestrian Studies for Southeast Alaska City Centers (Final Report)**

Prepared for: City & Borough of Juneau

Date: July, 1997

Study By: USKH, Inc; Kittelson & Associates, Inc; David Evans & Associates, Inc

### **Purpose**

The purpose of this study was to address the large pedestrian volumes that frequently exceed the available capacity within a congested city center between May and September.

### **Objectives**

The objective of the study was to create a city center transportation improvement plan for Juneau that identifies strategies for addressing the congestion, conflicts, and safety concerns related to visitor traffic during the summer months.

### **Key Findings**

- Downtown Juneau is “very walkable” with high pedestrian usage by both tourists and residents.
- Pedestrian congestion and spill-over are particularly severe along South Franklin Street and are made more problematic by the lack of buffers between vehicle travel lanes and the sidewalk.
- Mid-block crossings by pedestrians are common in congested areas.
- The cruise ship docks can accommodate up to 5 large vessels at a time. The addition of the privately owned AJ Dock has shifted pedestrian patterns, increasing the pedestrian volumes at the southern end of South Franklin Street and decreasing them in the Marine Park area.
- Tourist related pedestrian traffic tends to circulate in a different part of the Downtown core than the local or business pedestrian traffic. Most of these streets have significant vehicular traffic volumes and active curbside activities such as parking, drop-off, and pick-ups.
  - Tourist pedestrian traffic circulates between Main Street and Franklin Street, and between Fourth Street and the Cruise Ship Terminal. Tourist traffic between AJ Dock and the Cruise Ship Terminal is also increasing.
  - Local traffic tends to circulate between Willoughby Street and Seward Street and between Fourth Street and Marine Way.

- The character of Egan Drive, which is a wide, high-speed road with minimal pedestrian traffic, changes with the transition into Marine Way. Marine Way is narrower, with heavier but slower traffic and a higher number of pedestrians than Egan Drive. Where Marine Way becomes South Franklin Street adjacent to the Library, the road narrows further, the traffic gets heavier and slower still and the number of pedestrians rises again. Therefore, these different sections of the same route need to be considered separately due to their different operational features.
- 95% of the annual tourists and visitors arrive in Juneau between the months of May and September.
- The peak number of visitors arriving daily from the cruise ships can exceed 5000 in a day.
- The number of tourists was scheduled to increase 40% between 1996 and 2002, with the increase coming from increased number of ships calling at port and larger ships. The 5 existing berths are expected to accommodate this increase in ship numbers.
- Many portions of the existing system are not compliant with Americans with Disabilities Act requirements and this issue needs to be addressed.

### **Key Recommendations**

This study contained an extensive list of practical recommendations for improvements to the operations of the various travel modes in the downtown area, which are potentially useful for the Downtown Tourism Traffic Impact Study currently underway.

#### *Egan Drive (see Figure 4.2)*

The needs identified by the study for Egan Drive include safe pedestrian crossings, sidewalk repairs, side street alignment (90 degrees preferred), traffic speed entering the city center from Egan Drive, and future traffic volume.

- Realign Willoughby Avenue so that it meets Egan Drive at a right angle, with a maximum 30 foot curb return radii. The design for this work was completed by ADOT&PF in 1994. The study also recommends a crosswalk on the west leg of Egan Drive at this location and possibly a crosswalk on the east leg as well.
- Reduce the curb return radii at the intersection of Main Street and Egan Drive to provide shorter crossing times for pedestrians and greater driver awareness of pedestrians. However, the tighter turn radius must accommodate on-street parking constraints and heavy vehicles will encroach on the adjacent lane to turn, which may cause a safety concern.
- Continue the Egan Drive median from Whittier Street to Shattuck Way with the lane width being reduced from 12 feet to 10 feet. Also, shoulders of four, and preferably five feet, width should be installed to separate vehicular and foot traffic and allow cyclists to travel in their own lane.

#### *Marine Way*

- Realignment of Marine Way/Seward Street is recommended, including reconstruction of the islands and realignment of the pedestrian crosswalks.

- Southbound Marine Way should be reduced from two lanes to one lane to provide a transition from Egan Drive to South Franklin Street. The study asserts that two lanes are not required to increase through capacity along Marine Way.
- The left turn pocket at Shattuck Way would remain.
- Prominent pedestrian guidance signage should be installed at the Marine Way bus staging area to direct pedestrians to the nearby crosswalks.
- Any redevelopment of the police building should include driveway and sidewalk upgrading.

#### *North Franklin Street*

- Increased capacity for pedestrian movements is required. The options to achieve this include limited sidewalk widening at vacant properties, sidewalk widening on one side with parking removal, and conversion to a pedestrian only street.
- Deliveries and garbage pick-up should be limited to before 7:30 am and after 9:00 pm to lessen the impact of these stopping vehicles on the congested traffic routes.
- If the option for removing parking on one side of the street is chosen, selected locations for drop-off and pick-up should be retained. However, this will likely result in sections of sidewalk where demand exceeds capacity adjacent to these locations.
- Closure of North Franklin Street to traffic during the tourist season, except for after hours deliveries is preferred.

#### *South Franklin Street*

- Combining the Cruise Ship Terminal bus staging area and the adjacent Columbia Parking Lot is recommended. This allows for the consolidation of four access driveways into three by removing the southern bus only exit from the Cruise Ship Terminal area. Buses only would enter via the northernmost entry, other vehicles would enter via the middle entry and all vehicles would exit via the southernmost access point. Tour bus and parking capacity remains roughly the same. However, pedestrian safety is increased by a reduced number of conflict points and parking is changed to short-term and drop-off only.
- The Capital Transit bus staging is moved to a new Transit Center.

#### *Main Street*

- Reduce the width of Main Street to slow traffic.
- Introduce curb extensions at crosswalks.
- Sidewalks on the east side of Main Street should be widened between Egan Drive and Fourth Street.
- Sidewalks on the west side should be repaired and unused curbs cuts should be removed.

### *South Seward Street*

- The sidewalk should be widened on the parking side of the street between Front Street and Egan Drive. The space for this would come from narrowing the traffic lane.

### *General Recommendations*

- Development of the Seawalk is encouraged to provide both an alternative pedestrian route to South Franklin Street and to provide a walking attraction to visitors and locals.
- A comprehensive program of pedestrian signage, particularly around the each of the docks to guide pedestrians to preferred crossing points, walking tour and city center activities.
- Crosswalks should be painted in a manner consistent with ADOT&PF standards, preferably using a ladder pattern, and repainting should occur in April each year.
- All sidewalks crossing driveways should be reconstructed so that the sidewalk is continuous across the driveway. This provides visual cues for vehicles using the driveway to yield to pedestrians.
- All proposed improvements should be consistent with the Americans with Disabilities Act.

### *Alaska Steamship Dock*

- Moving the independent tour vendors away from the disembarkation points so that passengers bound for the tour coaches do not have to weave through the vendors' booths to reach their destination.
- Provide a covered waiting area to avoid last minute rushing off the ships by passengers seeking to avoid inclement weather.

### **Gaps in the Study**

The study appears to be comprehensive.

### **Useful Information**

- Field study of pedestrian features noted several infrastructure deficiencies (pp17-23). This section contains 3 maps showing the pedestrian facilities in the downtown area, at least along the waterfront. The format should probably be adopted and the information updated.
- The tour bus and school bus information (pp26-30) is interesting, although it will now be out-of-date. The utility of updating this information should be considered.
- The discussion of Cruise Ship passenger and crew visitors (pp32-34) is detailed and may be useful to illuminate an appropriate assessment methodology.
- The recommended solutions in Chapter 4 (pp41-47) are a very useful reference for our study and are illustrated well (pp54-62). They are outlined in the "Key Recommendations" section above.

## **Juneau Cruiseship Terminal Master Plan**

Prepared for: City & Borough of Juneau

Date: August, 1996

Study By: Jensen Douglas Architects, Inc

### **Purpose**

The purpose of this report was to develop a master plan for the waterfront area bounded by the Mt. Roberts Tramway, the pier line, the Merchant's Wharf, and South Franklin Street.

### **Objectives**

The objectives of the master plan were to:

- Create an environment that encourages year-round use of the area.
- Plan for facilities to provide storage for at least 13 coaches, 18 automobiles, a Capital Transit bus stop, other shuttle services, and taxis. It is recognized that some of these will store for lengthy periods whereas others will simply load and unload before moving off.
- Create a master plan that connects the study area to those areas adjacent to it in a way that maximizes the benefit to both.
- Address pedestrian circulation issues in the study area.

### **Key Findings**

- Previous improvements within the study area to increase its attractiveness to pedestrians had the effect of increasing pedestrian usage. Particular improvements include upgraded seawalk, Mt Roberts Tramway, better landscaping, and additional covered areas. The provision of additional tour services and a visitor information center also contribute to this growth.
- The Alaska Steamship Dock in the Marine Park Area was to be expanded to accommodate bays for 5 buses to facilitate ship-to-bus transfers. However, this capacity increase is expected to be inadequate to cope with demand.
- There is a sales tax incentive to increase the number of tour vendors near to the docks to capture revenue that is lost if sales occur "on ship". However, increased congestion around the unloading points and the potential "hawkers market" that may result will create an unpleasant experience for the visitor. In 1995 there were 32 small kiosks where tours were being sold.

- The recommended master plan contained the following key elements.
  - Relocation of the visitor center would be relocated from the Transfer Bridge to the Marine Park area to facilitate pedestrian flows and permit future building expansion;
  - Construction of a covered waiting area near the tour bus loading area;
  - Location of tour vendors in a central sales area to improve the pedestrian environment;
  - A weather protected stage or amphitheater somewhere in the Mt. Roberts Tramway vicinity to encourage year round use of the bus staging area. However, the precise location of such a facility, which was not provided in the study would need to be determined before a proper assessment of its suitability could be made.
  - Public parking on the site should be maintained. However, there was no discussion of the possible restrictions that could be employed to improve the use of the parking.
  - Construction of a raised green space to enhance the recreational use of the area.

### **Gaps in the Study**

- The study mostly focused on the visual quality of the area and its attractiveness rather than the effectiveness of its transportation functions.
- There was a lot of discussion of the benefits of the projects that were proposed but little consideration of the feasibility or specifics of implementation of these projects.
- The proposals for the non-tourist season use of the Mt Roberts Tramway area seem inappropriate. During the tourist season the area is far too crowded to accommodate an amphitheater and during the rest of the year the area is probably too far from the active downtown area to attract much use.
- The desirability of leaving the four hour on-street parking adjacent to the bus loading area is not questioned.

### **Useful Information**

- The use of the Cruise Ship Terminal was described as “occasional” in 1984.
- First descriptions of the Mount Roberts Tramway.
- A map of the docks area with approximate walking times shown. (p10)
- A detailed map of the transportation facilities around the Docks in 1996 (p11)

## **Downtown Tour Season Traffic Study (Final Report)**

Prepared for: City & Borough of Juneau - Community Development Department

Date: September, 1994

Study By: USKH, Inc

### **Purpose & Objectives**

The purpose of this study was to evaluate tour season traffic in downtown Juneau and to make recommendations that will decrease congestion in the study area.

### **Key Findings**

- Most of the tourism related congestion occurs in a relatively small study area bounded Franklin Street, Fourth Street, Taku Smokeries and the Waterfront.
- The Columbia Lot, Cruiseship Terminal, and Marine Park vehicle loading areas were surveyed to assess whether their operational performance was adequate. Marine Park was often operating at capacity but the other terminals seemed to have adequate capacity for the transportation task. Note that this was prior to the construction of the AJ Dock for the Princess Lines.
- The community pedestrian safety problems along Marine Way, but the only area with significant pedestrian related conflicts is Main Street.
- Slower traffic speeds and increased driver awareness of pedestrians on Marine Way and South Franklin Street contribute to pedestrian safety on these facilities despite poor pedestrian crossing discipline. The congestion problem will likely worsen with increases in both pedestrian and vehicle traffic. A solution proposed for Marine Way is to reduce the number of crosswalks and upgrade the ones that remain. Whether to signalize these crossings depends on the number of gaps in traffic, which was not assessed because the pedestrian volumes were high enough to satisfy the MUTCD warrant for pedestrian signals.
- Main Street has higher speeds and a greater width than Marine Way and South Franklin Street during peak tourism times. Thus, Main Street has four times as many pedestrian-vehicle incidents.
- Some of the tour destinations were at capacity, therefore, this study assumed that any increase in tourist numbers would have to be accommodated by extending the tourist season.

- The following short-term operational improvements were proposed
  - Off-site motor coach and tour bus staging
  - Tour buses should be encouraged to use Marine Way rather than South Franklin Street.
  - Local business completing deliveries during off-hour time periods
  - Stagger tour departures to avoid morning, midday and evening peaks. This will complicate tour operator planning because two half-day tours per day would be difficult unless such peaking of arrivals and departures is not used.
  - Additional tours and attractions on the waterfront side of South Franklin-Marine Way-Egan Drive would help to spread the peaking of pedestrian loads by providing activities for visitors that do not require travel to destinations further away.
- The following short-term capital improvements
  - expand curb-side capacity at Marine Park by relocating the electrical utilities from the sidewalk
  - modify the striping in the Columbia Lot to facilitate more efficient loading and unloading of vehicles. However, not specific recommendations were made about how the lot should be striped.
- Requiring tour operators to shuttle passengers to off-site loading areas to speed up near-site loading and unloading processes and reduce pedestrian volumes on nearby streets were considered to be long-term operational improvements.
- The following long-term capital improvements were proposed:
  - Refine Marine Way pedestrian crossings
  - Widen the sidewalk on South Franklin Street – both sides are preferable but the west side is most important.
  - Widen the sidewalks along Main Street, particularly at the intersection bulb outs.

### **Gaps in the Study**

- The proposed signalization of some of the pedestrian crossings along South Franklin does not consider that the pedestrian volumes are likely to meet the MUTCD warrants only during the tourist season, which makes identification of the required “average day” problematic.
- Recent field studies show that it is unclear whether there is space on the waterfront to accommodate the recommended additional tour activities or tourist simultaneously with the peak tour departure and arrival times. However, these difficulties were not considered in the study.

### **Useful Information**

- Map of pedestrian crossing locations (p14)
- Behavior of tour operators at Cruiseship unloading points (pp7-10).
- The problem identifications and descriptions (pp19-20) and the improvement alternatives (pp21-25) are very useful.

### **Consistent Themes to the Study of Downtown Juneau Transportation Issues**

- The road network is constrained by geography and, in some parts of the downtown area, narrow rights-of-way and historic buildings.
- Lack of appropriate parking in the Downtown area. However, the parking study showed that this issue is not strongly related to tourism.
- Pedestrian congestion in downtown area, which worsens during the summer tourism season, particularly near to the Cruise Ship Terminals.

**Appendix B**

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Stakeholder Interview Notes

**THURSDAY, APRIL 3<sup>rd</sup>, 2003**

**9:00 AM – CBJ Staff**

- Tourism growth has continued to move south down S Franklin Street towards Thane – development will continue to follow the expansion of the docks further south
- The capacity of the existing sidewalks is exceeded during peak times – people spillover and walk in the streets
- As a result of pedestrian spillover and volumes, cars and buses back up along S Franklin Street
- This project needs to be coordinated with the on-going Waterfront Plan
- Don't have the ability to expand sidewalks given the existing right-of-way and physical constraints
- Along S Franklin Street the travel lanes are 11 feet, buildings are built right-up to the sidewalks - buses and trucks need to use this constrained road (industrial activity oversize vehicles, AML shipping, DOT plows, cranes)
- Capital Transit buses are typically 8.5-feet wide plus mirrors
- Arrow Refuse is going to schedule trash collection in this area earlier during tour season – this has some complications related to neighborhood impacts of noise in the early morning hours
- There is a proposed ordinance going through the Assembly right now to restrict deliveries in this area during the hours between 8 AM and 5 PM (allow only FedEx deliveries) – restaurants and other business owners have concerns and say they require deliveries during these times
- There is a permanent traffic counter on Egan Drive near the Douglas Island bridge
- Traffic volumes can be obtained from the DOT web site
- City can request DOT to conduct traffic counts along Egan Drive and S Franklin Street
- If traffic along S Franklin Street were to be run one direction at a time to provide more room for pedestrians, there would be an issue with storage capacity and queue back up in both directions – no storage room
- During the tourism season there is a lot of pedestrian congestion along the sidewalks
- Street furniture and tourist attractions (e.g., talking bear, Gabby, pay phones, newspaper machines) cause increased congestion along the sidewalk and could be moved – there is an ordinance being proposed right now to remove these from the sidewalks
- There is a problem with garbage trucks stopping in the road to pick up garbage and then blocking and delaying the vehicles behind them
- Pedestrian-vehicle conflict area extends from the cruise ship docks to Main Street (pedestrians spill out at Merchants Wharf area)
- Delivery vehicle loading zones and bus stops sometimes overlap in the same spaces and conflict with each other
- Some of the private trolleys and shuttles pull into the bus stops and then stay there for a long time forcing buses to stop in the street

- The length of some bus stop locations is too short so buses can't get close enough to the curb to pull out of the way of traffic
- In the downtown core the on-street parking acts as a buffer/barricade and contains pedestrians on the sidewalks
- Increased activity at the steamship dock will make Marine Park more congested
- Turnabout has helped traffic but is confusing to pedestrians
- Crossing guards could be making the congestion worse because they don't have property training to effectively manage cars and pedestrians
- Police department is looking at hiring more highly trained workers to act as crossing guards
- State law outlines that they should be certified flaggers – should have some training
- In Ketchikan the crossing guards are very assertive and have radio contact with each other – they are aggressive and forceful about getting pedestrians off the road
- In Juneau the crossing guards are focused on their own intersection and don't have a full understanding of the delays they are causing elsewhere in the system
- Pedestrians are having a larger impact on vehicles as opposed to vice versa
- Placing ropes and barricades along the sidewalks to focus and contain pedestrians and direct them to designated crosswalks has been considered – DOT has expressed some concerns
- If you were to place these barricades there would be serve pedestrian congestion
- The tourists don't seem to mind the congestion – it is the people to live in Juneau that avoid coming downtown in the summer
- There is the risk for a dangerous situation and conflict – typically drivers are going slow but they are distracted and having to take in a lot of information
- The goal is to just keep traffic moving at slow rate – it doesn't have to be fully free flow but just not stop and go
- Are pedestrian overpasses a possible opportunity?
- Most of the docks are restricted for homeland security
- Need to get local traffic into and out of downtown and parked to keep downtown alive
- Can City lease Belgian property in summer for parking – they are donating a loading zone on their property – redesign the curb to make it a loading zone and sell it to the City – right now it is private parking
- City is working on getting parking at the building by the Baranoff
- Parking is the issue for people who work and come downtown – much more so than the delay
- People don't want to come downtown for lunch because of the delays and parking issues
- Sometimes one car may have to loop three times looking for a place to park – increases congestion
- Shortage of short term parking is the result of the shortage of long-term parking – long-term parkers take up the short-term spaces

- Is it possible to expand roadway and look outside of the existing ROW for 12-foot lanes and bike lanes?
- Maybe expand road for on-street parking
- What about a Gastineau Avenue by-pass couplet?
- Make Gastino couplet using 3<sup>rd</sup> and Main Street
- Maybe tie it back in sooner
- Keep Franklin both directions and just use Gastino as an alternative route
- Must consider what the industry will do: AML, facility on the rock dump
- With dock expansions there could be development all the way to the rock dump – this would limit what could be done with S Franklin Street in the future – need to plan for it now
- Capital Transit has looked at transit solutions – distance between cruise ship docks and downtown destinations can be too short for people to get on a bus
- What other people moving options have been considered?
  - Shuttle for people parking
  - Downtown trolleys
- The largest congestion occurs in the late afternoon (tours returning, tours leaving, commuters, local people coming downtown)
- Work bus tour schedules around the peak afternoon time
- Noon is a busy time – ships dock at this time and people go on tours, locals have lunch at Marine Park
- Better coordinate and control on when the cruise ships dock – stagger arrivals
- Can we ask the industrial operators to adjust their schedules, can we ask the cruise operators to adjust and stagger their schedule?
- There should be a way to manage and balance tour operators needs and the local needs
- Right now we are just reacting to the demand – we need to direct and manage more proactively
- Can we better manage demand as opposed to or in addition to adding capacity
- Largest bus operators are going to be managed by the same company – may affect operations – merger still has to be approved but is likely
- If Princess can park buses at Grey Line and vice versa it could eliminate the need for empty buses circling through town
- We should review the traffic report that was prepared for the new dock – will it help or hurt traffic
- Potential for a new dock closer to 10<sup>th</sup> in the long term
- Projections indicate that the tourism demand will double in the next 20 years
- Do we need a third crossing to Douglas Island?
- Should we be focusing on providing more lightering opportunities instead of more dock space?
- Ships could lighter at Douglas Island instead
- Question the tourism industry – lighter or dock space
- The new Jacobsen dock will run a shuttle to downtown (traffic analysis) – the report said they would not increase traffic – get copy of report and review

- Potentially turn docks perpendicular to shore to provide increased capacity and have docks serve as the major pedestrian pathways – also works well for home land security
- Create a seawalk along the entire shore
- Upgrade the Marine Park lightering float – CBJ docks and harbor department prohibited its use a while back – could it be utilized now that they are building a new facility to stage people – airplane conflicts? – Taku Smokeries would have to move to accommodate this

### **10:30 AM – Other Government Agencies**

- Legislature isn't affected by the impact during summer – they see impact January through May related to having sufficient parking for all the legislature staff and visitors
- Legislature impacts the neighborhoods and businesses downtown by their parking demand on the downtown
- Legislature does have some reserve parking lots
- From legislative perspective, the tourism season and legislature don't really affect each other
- In session, the legislature staffing is approximately 500 (including staff and visitors) versus 50 in the non-session season
- A lot of legislature staff work 6 days a week and require downtown parking on the weekends
- Some legislature staff get ticketed for parking by their hotel – designated as no parking 2-6am
- Legislators are paid to bring 2 vehicles into town during session
- Some times work schedule and lodging locations don't lend to public transit or taxi use
- Legislature work trips are into the downtown during the morning and out at night, but all are on different schedules
- There are tourist capital building tours – the legislature hires tour guides during the summer
- There is an in-house food service for legislature staff
- The legislature is currently maximized in their existing office space but there is not a significant level of growth expected
- The Legislature has acquired the Capital school for additional parking space – the neighborhood didn't want them to take away the existing playground and use it for parking – could there be a share use? (parking in session, playground in summer)
- Is supportive of the potential downtown parking structure that Sam Kito is looking at
- Have employees that park down in sub-port Seadrome – could be connected via some other means – aerial tram?
- NOAA facility has warehouse, overflow storage, and employment offices
- Alaska fish and game has raised interest in developing a business building on the NOAA property
- NOAA does not have access to their property – the parking lot is mental health property – there is no access road to the NOAA property
- Access to their property is a main concern of NOAA – the DOT has said they will not allow access to Egan Drive
- It is the vehicle traffic related to the tourism that is the biggest impact on accessibility to and from the NOAA facility
- NOAA are going to have a new facility at Lena but they defiantly continue to continue the operation at the exiting location

- Within 3 years the Armory will not be in downtown – will be building a joint facility with the university out near Auke Bay
- The Armory storage building will be leveled and condemned
- The Armory as only 2 full time employees at this location
- The 2 Armory buildings are going to be leveled within three years
- The crosswalk near the sub-port building does not work well to get to Coast Guard and museum
- Pedestrian crossing of Egan-S Franklin is very dangerous in the area by the Armory
- Speeds are higher than posted along this section of Egan-S Franklin – there is nothing there to make drivers slow down and recognize the pedestrian environment
- Build a parking garage on the Armory property and the property across Egan Drive and connect them with a sky bridge
- There is foot traffic on both sides of Egan through this area looking for the museum
- Should investigate what the mental health property may be proposing because that could add or alter tourist activity in the NOAA site area
- Right now the mental health property is a free for all parking lot and overflow on to the dock
- Build the parking garages
- Make the City coin-operated garage for legislators during the session to alleviate legislator parking issue
- Really need to talk to mental health properties to see what they are proposed to do

### **1:30 PM – Alaska Department of Transportation and Public Facilities**

- The DOT will be continuing the state's role of getting people into downtown but perhaps long-term the CBJ should take over jurisdiction after Main Street
- The DOT is not the correct entity to handle jurisdiction of Egan-S Franklin after Main Street
- The tourism impacts really occur from Main Street south into the downtown
- DOT is more focused on the arterial function of Egan Drive further to the north
- CBJ is already the main manager from Main Street south – they are doing the planning and the decisions lie in their court (e.g., the teardrop torn-around)
- Lynn Cannel is a much better outside tie than Thane Road for Juneau to a number of different facilities
- If Thane Road did become the regional connection then jurisdictional issues could be revised
- Thane residents would be greatly impacted by using Thane Road as the outside connection
- The frustration experienced is on the part of the everyday drivers who are delayed and impacted by the congestion cause by the pedestrians, not on the part of the tourist pedestrians
- There seems to be a desire to “have your cake and eat it too” – there is the desire to bring in more cruise ships, but the community must understand that they don't have the infrastructure to support it without causing congestion
- There are different schools of thought on what is acceptable in terms of operations and congestion
- Look at the area-wide transportation study for some recommendations
- Need to put in parking meters downtown to free up certain space and stop people from parking there
- Wider sidewalks would be nice but it appears to be hindered by geography
- Develop a nice wide boardwalk where the shops and tourists could be focused and then separate the road behind that
- Maintain at least three lanes along the facility
- Pedestrian barricades – does there have to be a shy distance?
- Approximately 15,000 ADT both directions along Egan Drive-S Franklin
- Could use a roundabout scenario to accommodate the volumes – no left turns – just have RI/RO the whole length – then you don't need three lanes
- There is growth occurring south of the existing docks in the AML area – future City plans could do something with it
- The Thane area could also grow
- Pedestrians are not a problem until north of Taku Smokeries – then you start to have store fronts and narrower sidewalks
- Carry the boardwalk width that is in-front of the library across the entire length of the sea-walk area to contain pedestrians
- Bollards could stop people from parking in the wrong places
- Some business people might think that focusing and containing tourists at the rock dump will free up the downtown for others (i.e., local people) to come in

- Push the tourist/Disneyland stuff towards the rock dump and allow downtown to be for full-time local business
- Have the businesses flip their focus and store fronts to Marine Park to route tourist there as opposed to on S Franklin Street-Thane Road
- CBJ does have a division in their code that includes a seawalk component – as parking lots redevelop through the waterfront area they will have a seawalk component to them
- Cruise ship companies seem to choose which docking facility they prefer – staging verses proximity – staging is priority and therefore the docks are spreading further from downtown
- The traffic study for new dock assumed that there would be no new ships just additional docking opportunities for the ships that are already coming to Juneau
- Paul Jones (DOT) for traffic volume data: (907) 465-4448
- Seawalk might not make a significant difference for the movement of people
- Shops would have to move and locate with the seawalk in order to have an effect
- What percentage of the pedestrians are there to shop verses those who are just passing through to see the downtown and see Juneau?
- People are there to see Juneau to experience the landscape and environment
- Use Gastineau Avenue extension as a couplet – it is a feasible solution but what are the expectations of the neighbors – who would be responsible for maintenance
- Could use the additional space freed up from the couplet for wider sidewalks and/or parking
- Driveway locations could be revised and managed to improve safety – there was 1 pedestrian fatality last summer from someone coming out of the City parking lot
- Look at the series of driveways along S Franklin to improve operations and safety
- USKH did the design for the recent Gastineau Avenue improvements – they may have topographic survey to help with the couplet evaluation
- Rick Purves for safety data (907) 465-4483
- Moving the police station had a positive impact on traffic circulation and parking in the downtown area but it may have hurt overall downtown commerce and restaurants
- Tour buses are staging outside of the downtown area
- The CBJ wanted their crossing guards to be more accommodating and not as strict as in Ketchikan
- There is an island at Seward Street for pedestrian crossings
- There use to be islands elsewhere as well
- Marine Way has a pedestrian refuge that was functioning well – may add similar concepts at other locations
- CBJ really like pedestrian refuge separating left and right turns – but people stop over and block the pedestrian crossings because they don't have a receiving merge lane
- There needs to be a better understanding of the demand side of the equation – embarkings and debarkings, overall numbers, and frequencies of tourism operations

### **3:00 PM – Neighborhood & Community Groups**

- No opposition to tourism as an industry in general
- As a resident, congestion in downtown is really the biggest impact – it is even worse than the noise from airplanes
- Congestion – having to drive through downtown and stop and go and stop and go at less than 5 miles per hour
- The congestion really starts at Taku Smokeries and then extends all the way to the Goldbelt Hotel
- Pedestrian crossing in front of the Goldbelt Hotel is unsafe
- Congestion area is very frustrating
- Pedestrians step off the sidewalk not caring or realizing they are in conflict with a vehicle – taking pictures, crossing to stores
- Crosswalks and crossing guards have been great – you may have to wait as a driver but you know where you will be stopped and you know you are eventually going to get through
- The crossing guards try to discipline tourists – they should be supported and elevate the positions and their role
- The crossing guards are better than a traffic signal because they can adjust to the conditions and the changing pedestrian and vehicle demands
- The wide sidewalks from the Princess dock to library are a huge benefit
- One building along S Franklin Street was recently allowed to be built with a narrow sidewalk – that causes a funneling and a bottleneck of the pedestrians
- Get the stuffed animals away from the front of buildings – people taking pictures step back into the road – the rest of the pedestrians have to go around them or the people taking pictures
- Assembly may be considering doing this already – calling them hazards and prohibiting them
- There is a business that has a strobe light that distracts drivers and could result in an accident or conflict
- Could we put barriers on sidewalk to contain pedestrians in the proper locations – posts with chains
- The congestion causes people to get angry and angry drivers are dangerous
- Putting in barriers could be an issue and distracting from businesses if the limit how people can access the businesses
- Ideally that whole area could be a walking/pedestrian area – get traffic around some way else – tunnel through Mt. Roberts?
- Have more walking area and pedestrian capacity
- Having walking areas elsewhere – don't have the businesses oriented to S Franklin Street but have a separate boardwalk where the shops can be located
- The Gastineau Avenue by-pass is a really good idea
- We should be very sensitive to impacting other people's neighborhoods as well
- Would rather put up with the inconvenience of the congestion than to negatively impact the Downtown neighborhood – this is a fair representation of the entire Thane community

- Do as much research as possible on the Gastineau Avenue by-pass route – the option should be explored
- Could make small improvements along the pedestrian way – crossing guards, less clutter, barriers, have deliveries at night
- No one will accept limiting the number of cruise ships that come in
- Coordinating ships will not have a big impact – the congestion from 2 ships is just as bad as from 5
- No one has really looked at the impact of the new Jacobson dock
- CBJ needs to work on developing a sea walkway that extends all the way along the waterfront – extend the wide sea walk all the way
- A tourist center focused in the rock dump area would be a good idea – otherwise shops will keep creeping down S Franklin with the dock expansions
- Make the businesses develop focused on a wide sea walkway facing outward and not onto S Franklin – this is where the pedestrians should be
- Wide sidewalks have really helped – do this everywhere
- The teardrop turnaround is good for drivers and traffic flow but it is confusing for pedestrians – people don't go to the crosswalks and they are not crossing in the correct places
- If a land connection to Juneau is established (via Skagway) it could result in an influx of RVs
- What would happen if a lot of RV come into town and are driving around downtown trying to find a place to park – don't want to encourage them to travel to the rock dump area because that brings them right through the congestion area – maybe could have a RV parking area near Downtown – subport area?
- Downtown has a good environment – parking is sometimes difficult but people are use to it and it doesn't stop people from coming downtown – the people congestion during the tourist season is more of a disincentive
- Keep local businesses vibrant in downtown

#### **4:00 PM – Pick Up & Delivery Services**

- Frustrated that businesses get penalized for what happens during 4 months of the year given the fact that they are there the entire year
- Glacier Marine delivers goods from 3 miles away
- Constrained by the fact that when the cruise ships come into town the business can't take the time to deal with the deliveries – they are too busy with the tourists
- Narrowing down loading zones
- There are some loading zones but not enough in downtown
- The Mt. Roberts Tram area is a really problem area – never able to find a place to load/unload during any time
- FedEx typically uses 30-foot SU box truck
- Glacier Marine runs 2 people in a truck
- Delivery times are not very constrained right now – may be implied
- They and their customers would not like to be boxed in with constraints on the times they are able to deliver
- Attempt to do big deliveries early in the morning (7 AM) – contingent on whether or not the customer will come in to meet them
- Most deliveries are completed by 8 AM
- Very difficult to find a place to park
- There are more shops open and more employees downtown in the summer – this leads to less parking and fewer places to load – people are parking in designated loading zones
- Parking downtown is so constrained that people are forced to break the rules everyday
- Have designated loading zones that are enforced for no regular parking
- If there is not enough capacity to have restricted loading zones, at least restrict during certain times of the day
- Everyone would like to deliver early in the morning but the merchants would have to cooperate and be there for them
- FedEx is more regulated and have to guarantee to deliver at certain times – overnight has to be delivered by noon
- Have to pick up merchandise that people have purchased in town (or via web) that has to get out of town
- Have to coordinate with bus stops and bus movements – share stop/loading zone space – this is an issue in front of Galligaskins
- Parking enforcement does not help with bus movements
- Parking enforcement seems effective for people who are parking in delivery zones for hours but not for the people who are in the loading zone for only a ½-hour or an hour
- Loading zones need to be restricted to the appropriate vehicles – have some formal vehicle designation/registration so only delivery vehicles can park there – window tag
- Sometimes delivery trucks need to park very close (curb side) to their destinations – for example the Red Dog Salon has deliveries for 160 lb kegs

- Could have time restrictions on loading zones – most of them could be returned to regular parking after 10 AM or noon
- Safety issue on southern portion of S Franklin – pedestrians spill off the sidewalks into the street
- Crossing guards here not as effective or helpful as the ones in Ketchikan
- Crossing guards here help in the specific location where they are standing but they are not situated at all at the needed locations
- There is a lot of pedestrians crossing, wandering, and lost in and around the tear drop turnaround area
- The section of sidewalk adjacent to the shops down S Franklin-Thane Road is really inadequate – too narrow
- Make a seawalk along the dock/waterfront and focus tourist there
- With the new dock the shops will follow further south down S Franklin – require the provision of wider ROW to accommodate wider walkways and parking
- Need for close access because there are a lot are large deliveries
- Not enough curb side parking
- Delivery vehicles are not allowed to park in the Mt. Roberts Tram parking lot – are asked to move
- Some of the delivery zones could be controlled by day of the week – Glacier Marine has most deliveries completed by Thursday mornings – except beer runs once a day
- FedEx delivers everyday – one space every block or so would be okay
- FedEx has 2 outbound pickups a day – one in the morning and once in the afternoon
- There is one FedEx flight out a day in the morning – pick up in afternoon to have deliveries ready for the flight in the morning
- FedEx schedule really varies from day to day – must meet delivery guarantees
- FedEx has Federal and State contracts
- Need clarification on commercial loading zones: designated times, enforcement, and what identifies a commercial vehicle
- There is a new loading zone on S Franklin Street that was created based on a request from the USPS
- Would like to be able to get in and out of downtown earlier in the day
- What is going to happen when construction of the new staging area is not completed in time – what will happen with all of the buses that normally stage there
- The proposed delivery time restriction ordinance would impact the beer runs that usually happen early in the afternoon on a daily basis
- It would be interesting to know the origins and designations of the vehicles that are parking downtown – are they people working in stores downtown that are moving their car every hour?
- The downtown's long term parking needs are being served by the short term spaces – deliveries are not the problem
- Use the downtown business association and have their members survey their employees to determine how and where they are parking

- Use more sophisticated techniques to record and track those cars that just move from one short term space to another within the downtown area

**FRIDAY, APRIL 4<sup>th</sup>, 2003**

**9:00 AM – Business Associations**

- Talk directly to merchants along the S Franklin Street – before the tourist season when they are too busy
- Growth in the tourism industry may not occur at the same rate as it has in the past – have been seeing a decrease in the growth
- Coordination with Downtown Water Front plan is important – they are doing forecasts and growth projections
- There are pressure points along the whole stretch of S Franklin Street
- The pedestrian crossing of Egan-S Franklin to the museum is an issue
- The Convention & Visitors Bureau building has parking issues
- Parking is a major issue for the whole in the community
- Want to ensure and improve the quality of experience for visitors as well as the quality of life for residents
- Tourism surveys have shown that visitors rate their experience very high and that congestion isn't a key issue for the people who are here visiting
- The buzz and activity on the sidewalks help to create the character of the experience and of Juneau
- Tourists have a different perspective than the residents
- People who go on a cruise ship with 2000 other people are probably not looking for an individual and solitary experience
- The cruise ships target a different visitor segment – the people who fly in the do backcountry excursions, etc. may not like crowds
- Survey the cruise ship passengers to see if congestion is an issue for them
- Get access to information from cruise ships – they survey their own passengers
- A lot of people in town have visitors that come into town on the cruise ships – the residents come downtown to pick them up from the ships and are treated poorly and can't get access to pick up their visitors
- Would be nice to have a pick up point for tour departures at the visitors center because people come there to ask about tours and then they have to be sent back to the dock area to get the tours and buses
- The congestion has had a negative impact on downtown business
- The movement of ships and docks further down S Franklin Street has had negative impact on the downtown businesses
- Ferry Way appears to be the cut off point for pedestrians – people don't seem to venture in further than that
- Pedestrians will step off the sidewalks and into the street were ever they are
- Signage is one of the most important things – to direct visitors to likely destinations – they don't know where downtown is or the other locations they are looking for
- Signage on S Franklin Street is important
- Signage should include distances to the destinations as well
- Having more ships dock up town (closure to downtown) would have a beneficial impact – more consistent and contained

- There is going to be a survey for the downtown revitalization project – could have some questions in the survey regarding tourism issues
- There is a loading zone on S Franklin Street – 2 hour parking areas
- People need to be encouraged to park in Library parking garage (such as City employees) – they are taking up waterfront parking
- Mt. Roberts Tram parking is dominated by permit parking
- Use signing at the airport a guide for tourism signage
- Coin something new –“Historic Downtown” that can be signed
- Need to have downtown businesses to give tourist something to do – in order encourage downtown businesses you have to provide parking
- Employees run out and move their cars around in the short term spaces every hour – bad for business
- Two hour parking would be better – could shop and eat lunch without having to move your car
- Library parking structure is 85-90% utilized during the summer
- Use Gastineau Avenue extension as a couplet and make S Franklin Street more friendly for pedestrians
- Direct pedestrians to waterfront – boardwalk concept – relocate the retail/tourists stuff to the water side – Taku Smokeries would have to be dealt with
- Electric bus (have hydro power) that could shuttle around downtown and to Douglas Island – trolley concept – 20 person vehicle – would be privately operated
- Downtown circulator shuttle to move pedestrians around the downtown area
- Has anyone every done a passenger capacity of the existing trolley/shuttles that service downtown – red trolley, other red trolley, green trolley – do we need that many? – a lot of them – confusing – where do they go – one goes out to the glacier
- Subsidized trolley in the winter – in the summer can use a Capital Transit bus pass
- Tourists should be able to pay a flat fee and get on all trolleys or buses and go around everywhere
- Trolleys should be on the move – don’t pay for a permit but use city bus stops
- Talk to the City of Skagway – they started with just shuttle then developed that into their SMART transit – what was the process they went through?
- People moving at Disneyland interesting (trams, trolleys, staging areas) – can feel like sheep but it is efficient
- The couplet idea has been looked at many times
- Consider a city bus or trolley that is fee and people can ride everywhere in town – could help with the parking issue – fare free zone
- Transportation from the ferry to the airport to downtown is very important – if the recommendation comes from someone else the political issues associated with it may not be as much of an obstacle – cab operators have taken all this business away
- Princess/Holland could sponsor an in-town shuttle and get their name on the bus – really need to look at options to make affordable transportation using new technology

- Has there been any thought to developing pedestrian-only zones (maybe Front Street)? – maybe in just during the tourist season
- There are too many loading zones near the Alaskan Hotel and in the same locations – maybe only have them as loading zones for certain hours
- Need to have more aggressive crossing guards
- The teardrop turnaround is confusing for pedestrians – don't know where the designated crosswalks are
- Maybe have special striping and coloring/textures at crosswalks to attract pedestrians to appropriate crossing locations
- In a lot of ways the tourist attractions are boring – what can we do to make it more exciting, fun, and unique – more than just selling t-shirts to tourists – maybe salmon fountains, informational/historical plaques, displays
- Make a destination of Downtown Juneau – put feature out at the airport and ferry terminal about the historic downtown
- Have new signing
- Have pedestrian maps for walking tours – signs that show “You Are Here” – consistent, repetition – kiosks
- State Museum gets approximately 20,000 visitors a season
- Pocket park at the clock – unattractive, hang out for undesirables – make it more attractive and better for tourists – there is plan for it right now
- Bollards would help to direct pedestrians – maybe flower barrels with chains – something attractive – however, they could be a blockage if they block a pedestrian from getting off the road on the other side of the street
- Safety issue and detractor of heavy industrial traffic from barge dock (AML) – could this be relocated?
- Commercial activities at the rock dump could potentially be moved – long term
- Maybe we are ready for another push out into the channel – build out
- The subport plan – the harbor department is looking at a facility for medium size vessels – not focused on tourism activities
- Bring life back to downtown for local residents
- Private yachts are a problem too and are not serviced very well at the docks – clients are high end – are required to move all the time, can't reserve spaces – create a different location for the yachts at the subport area
- High end condos
- April 17<sup>th</sup> – meeting of downtown merchants

### **10:30 AM – Tourism Industry**

- The new turnaround has helped but 2 lane segment of Egan-S Franklin near Marine Park is still congested
- There are many large coaches are pulling out and into area
- Conflicting with a high pedestrian density
- Crossing guards don't seem to work as well here – they need better training
- Turning left into the new Princess dock facility is difficult – may cause delays because coaches have to wait to cross traffic – hold up vehicles behind them
- The Columbia dock is a large loading facility – traffic accesses and attempts to cross traffic at 2 locations – difficult for operators to get in and out – delays put them off schedule – waiting for both pedestrians and traffic
- There are sometimes congestion and traffic jams in the parking lots – coaches, taxis, vans, service vehicles servicing ships, City buses all conflicting
- Assembly doesn't want tourists to ride Capital Transit – they have received complaints that too many tourists are riding the City bus
- The buses have moved to a better stop recently – and new transit center will take them away and remove the conflict with cruise operations
- More and more the congestion is becoming an issue – preventing operators from being on time and maintaining schedules
- Helicopter tour transfers – important to be on-time – a 5 minute delay every time can add up over the course of the day
- Safety is an issue both for coaches and pedestrians – buses have to push their way out of the parking lots
- Crossing guards are giving priority to the pedestrians all the time – even just to one pedestrian – not waiting for a group and then letting them cross – excessive delays to vehicles for one pedestrian
- Need better training for crossing guards – some are better than others
- Overall the system is working very well given the volume of people they are moving
- Flows and demand change depending on the timing of ship arrivals
- Will load 19 coaches at a time at the new Princess dock – all return at different times
- Delays for coaches degrade the passenger experience
- Key passenger issues are departure time of tours and the location of the dock
- Buses stage off somewhere else downtown – anticipate the departure of one bus and then radio for the next bus to come – if the first bus then has delays to get out then the second bus has to turn around and circulate through downtown again
- They expect the passengers to be on time and then when the coaches are not on time it has a significant impact
- Crossing guard program is inept – better to privatize and get trained, competent people – model it on the Ketchikan program
- Use barricades to direct pedestrians to the crossing guard and crosswalk locations – more aggressive, whistles, at more locations – at least 5 locations
- Use a thin stanion system to funnel people to appropriate locations – would have to be coordinated with DOT

- There is no consistency in the system – drivers don't expect pedestrians and pedestrians don't expect the vehicles – not at the appropriate locations
- Police department is in charge of the crossing guard program
- Coming out of the cruise ship terminal exit – there is a taxi zone right at the curb that the coaches have to swing wide to avoid – have to do three point turn and back up into pedestrians to get around the taxi zone
- Speeds are higher in the area in front of the Goldbelt Hotel – turn coming out of Willoughby Avenue is dangerous and difficult – the CBJ is changing that intersection to restrict the left-turn out
- Merchants Wharf parking lot is bad – confusing, narrow entrance
- There needs to be a crosswalk at the Goldbelt Hotel and Merchants Wharf area – pedestrian actuated signal?
- The tour operators don't take left turns out of the Goldbelt Hotel parking lot – part of their best management practices
- Bike lanes – narrow cross-section – not enough room for buses and pedestrians
- In order not to make lefts out (best management practices) there is out of direction travel
- Garbage collection should be completed earlier in the day – can they be done in the S Franklin Street core by 7 AM?
- Sidewalk ordinance – take the clutter off of the sidewalks
- Deliveries and lack of loading zones are issues – trucks parked in lanes, double parked, on sidewalks – no option between parking garage and tram lot (not wide enough)
- Dirt lot next to library – one spot for delivery loading zone – should really be 2 spaces
- Delivery parking at the side of Merchant's Wharf building blocks full sidewalk and all through traffic
- There is no ordinance that prohibits taxis from stopping in the middle of the street – some times stopped for long periods of time
- City has recessed curb in certain places (mountable curb) – this encourages vehicles to pull up on the curb and block the sidewalk
- Mountable curb is a danger to pedestrians – people walking on and using the curb as sidewalk and people can roll and trip off in front of traffic
- Pedestrians walk out in the streets in front of buses
- Coach mirrors overhang onto the sidewalks if 2 buses have to pass each other
- Stuffed animals on sidewalk create congestion points
- This season they are anticipating starting at security level 2 – increases the set-backs and inspection needs of the docks
- Issue of public accessing the docks is a big issue in this town
- Have better, more designated pedestrian crossings at the teardrop turnaround

### **1:30 PM – Downtown Business & Property Owners**

- Parking is the largest issue – Merchant’s Wharf is penalized for having parking – can’t expand or add space – have signage and video cameras for parking lot – is very costly to monitor parking
- Speed of traffic is a personal issue – no one is going 20 MPH – everyone speeds
- AML has approximately 10 trucks a day – smaller trucks are the ones that are really impacted – no loading zones – store owners don’t want to come in early so they have to deliver in peak times
- 2 barges a week – Monday at 4 AM delivery – hour round trip of each truck – work to 5 pm – 11/12 hour trip per truck – 6 container trucks that run all day long
- Taku Oil has 5 drivers – each go in and out 2 times a day – operate 8 to 5 – busiest time is in the winter (heating oil) – they have more traffic in winter than in the tourist season
- Access to Merchant’s Wharf building for the public
- Speed of traffic on Egan Drive
- Only one pedestrian crossing at Main Street right now – there will be a light at Whittier Street with the upcoming project
- Merchant’s Wharf is trying to put in small parking structure at 2<sup>nd</sup>/Main – 40 spaces
- Lack of loading zones is a key issue – ordinance that freight has to be delivered before 8 AM in the morning – that is what the AML would prefer
- AML has to bring in a wide range of all different types of freight – all construction material they have to truck through downtown in the spring and summer through the tourists
- Having a staging area out of downtown is not cost effective for AML
- Potential Gastineau Avenue connection – containers are 8’2” – that is the widest truck – do have oversize loads – still has to be local access to business owners in the pedestrian focused area
- Legal width is 102”
- Some of the crossing guards are good, some are bad – safety is an issue – you need them
- The turnaround is one of the worst locations for pedestrians – people are crossing all over the place
- Crossing guards are a good idea but you have to direct pedestrians to them so they can be effective
- Speed is not such an issue as you continue south
- Redevelopment south of the Library – plans are not public yet but they could accommodate the situation where businesses are focused to the waterfront and a boardwalk – project will not be vehicular focused
- Pedestrian under passes under the street – water table issue, soil stability – could go over as opposed to under
- Look at option of having the Gastineau Avenue by-pass being a one-way couplet
- Don’t want an image of angry, shouting crossing guards
- Disneyland has been planned as an overall concept – with planning, security, and coordination – need to do the same here

- Merchant's Wharf needs to be an extension of Marine Park – create an entire sea front area – could draw people to the waterfront side as opposed to from Egan-S Franklin
- Gift shops are closed for the majority of the year – doesn't add to the city to sprawl south
- Developing north as opposed to continuing south adds to the City and contributes to the City – creates something for the full-time Juneau residents
- People use Marine Park as a recreation destination to sit along the waterfront during the summer – use the Merchant's Wharf
- Have more of the theme park type of approach to managing the mass of people
- Seward Street is a natural entry point for the downtown area
- Traffic studies for the signal at Whittier – model went to Main Street – modeled number of vehicles from Main to Marine Way but didn't model S Franklin
- Parking and delivery zones are an issue – need more loading zones but parking is such an issue already
- Took loading zones away for the construction of the turnaround
- Enforcement of the loading zones is an issue – USPS also takes up loading zones for long periods of time
- The loading zones are not located in the areas where they are needed
- Loss of productivity due to employees having to move their cars every hour and worry about their parking
- Parking issues in the downtown need to be addressed much more aggressively

**Appendix C**

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Public Comments

**CALL OR WRITE FOR MORE INFORMATION:**

**Sam Kito, P.E. City and Borough of Juneau**  
Transportation Development Manager  
155 South Seward Street  
Juneau, Alaska 99801  
Phone (907) 586-0753  
E-mail: Sam\_Kito@ci.juneau.ak.us

**RECEIVED**

**JUL 24 2003**

**PERMIT CENTER/CDD**

**CAN'T MAKE IT TO THE PUBLIC MEETING?**

The project team needs your help in identifying key transportation issues within the study area. Please fill out this response form and mail it to the project team.

Please identify what you feel are the most important issues related to transportation and the tourist industry in Downtown

Juneau?

Congestion - alleviation of - other alternatives  
for vehicle traffic + pedestrian traffic

**What ideas do you have to address the following issues?**

1. Pedestrian Improvements a lateral or horizontal tram or train  
to transport visitors + locals to downtown -  
specifically for Princess Dock area / Shore and rock dump

2. Tour Vehicle Improvements

↑ SAME  
↓

3. Traffic Improvements A large paved pathway (again addressing  
Princess Dock / rock dump / shore area) whereby pedestrians +  
small motor vehicle e.g. golf carts would use the wide pathway

4. Other Improvements instead of sidewalks + streets - a multi-use  
path similar to Greenlake, Seattle, WA or a golf resort. It  
would separate persons from motor traffic.

Also, if golf carts ~~etc etc~~ or other small means of  
transportation could be allowed on a section of  
this pathway - it would create less congestion on the  
street + possible less tour bus traffic as they would  
be able to meet at different areas for pickup in  
town with a fast way of reaching town.

- OK - Something similar to what the large airports have  
where are track scoots people fast while others  
can walk if they prefer.

**DOWN TOWN J U N E A U**  
**TOURISM TRANSPORTATION STUDY**

City & Borough of Juneau, Alaska • 155 S. Seward Street • Juneau, Alaska • 99801



From Ronie Watt.  
Eng Supervisor.

7-28-03

**Short Range – Modifying Existing Facilities**

Painting  
New Cross-walk, changed cross-walk locations  
Bollards/Ropes – Pedestrian channelization  
Removal & Relocation of Street Furniture & Utilities  
Wayfinding  
Visitor Ed (I would suggest that this is not an easy goal)  
Awnings required on New Construction  
Building setbacks

**Medium – Structural Changes Maintaining Existing Alignments**

South Franklin Road widening  
Main Street Roundabout  
Reorient businesses to Seawalk  
Parking Garage Teardrop – Review design criteria that drove the existing design, consider alteration  
Seawalk Extension  
Alteration of Capital Transit routing

**Long – Major Transportation Changes**

Gastineau By-Pass  
Gastineau Couplet  
Either of the above with a tunnel

Also, I'd change the name in their aerial photos from "Marine Park Bus Terminal" to "Marine Park Plaza."

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Transportation Development Manager

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The project team needs your help in identifying key transportation issues within the study area. Please fill out this response form and mail it to the project team.

Please identify what you feel are the most important issues related to transportation and the tourists industry in Downtown Juneau?

- (1) Vehicle parking is impossible.
- (2) Pedestrians are at risk due to congestion
- (3)

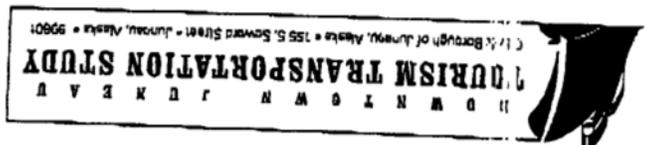
**What ideas do you have to address the following issues?**

- 1. Pedestrian Improvements CLOSE PORTIONS OF DOWNTOWN TO VEHICLE TRAFFIC DURING CERTAIN DAYTIME HOURS. PROVIDE MORE FREE PARKING. RE-OPEN WINOS ALLEY BUT CLEAN UP.
- 2. Tour Vehicle Improvements KEEP TOUR BUSES OFF SIDE STREETS. LIMIT TO EGAN IN DOWNTOWN AREA. LIMIT TRAFFIC OUT TOWARD TRANE AS THAT SEEMS TO BE A VERY CONGESTED BLOCK OR TWO FROM THE RED DOG TO THE TWISTED FISH.
- 3. Traffic Improvements ROUTE PASSENGER VEHICLES TO 2023 STAGING AREAS. RUN OUT ALL DAY FROM THESE TO S. FRANKLIN ST. KEEP VEHICLES OUT. ENCOURAGE BICYCLES, ETC.
- 4. Other Improvements DEVELOPE BUSINESSES (IE RESTAURANTS; SHOPS) ON WHARF WHERE THERE ARE NO VEHICLES. THE WATERFRONT DEVELOPEMENT TO DATE IS AN EMBARRASMENT.

Sam -

Thanks for the opportunity to respond to this. It's a big challenge to get this right. I look forward to seeing the progress.

Doug Scudder



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Transportation Development Manager  
155 South Seward Street  
Juneau, Alaska 99801  
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E-mail: Sam\_Kito@ci.juneau.ak.us

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Please identify what you feel are the most important issues related to transportation and the tourists industry in Downtown Juneau? See attached map

Construct a Juneau Bypass - Provides an alternate route to the congested downtown. Make South Franklin a pedestrian only street 9am-6pm from Marine Way to Front St.

**What ideas do you have to address the following issues?**

1. Pedestrian Improvements See above

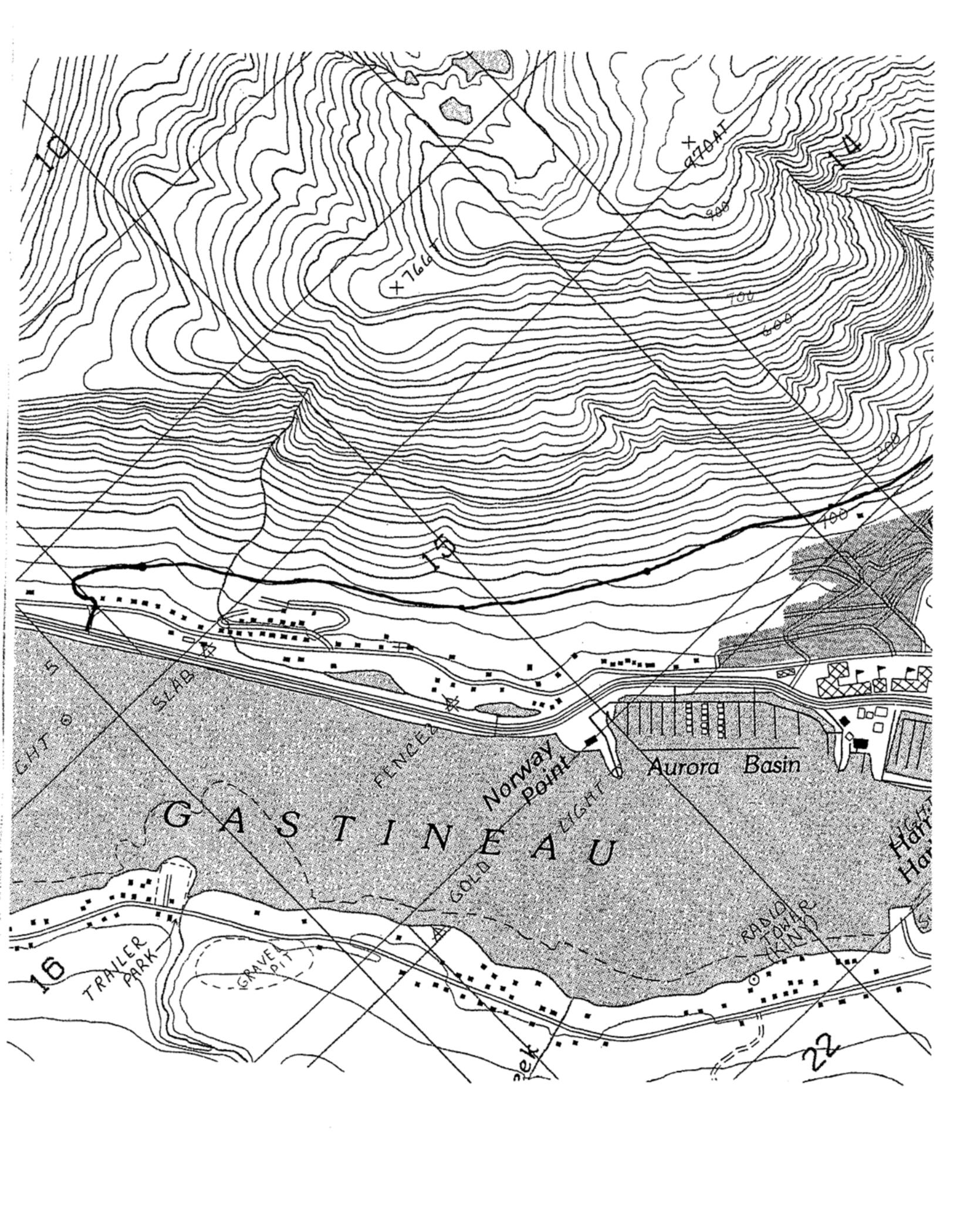
2. Tour Vehicle Improvements Make Egan one way for busses. With bypass Egan will not need to be 2-way for busses and taxis

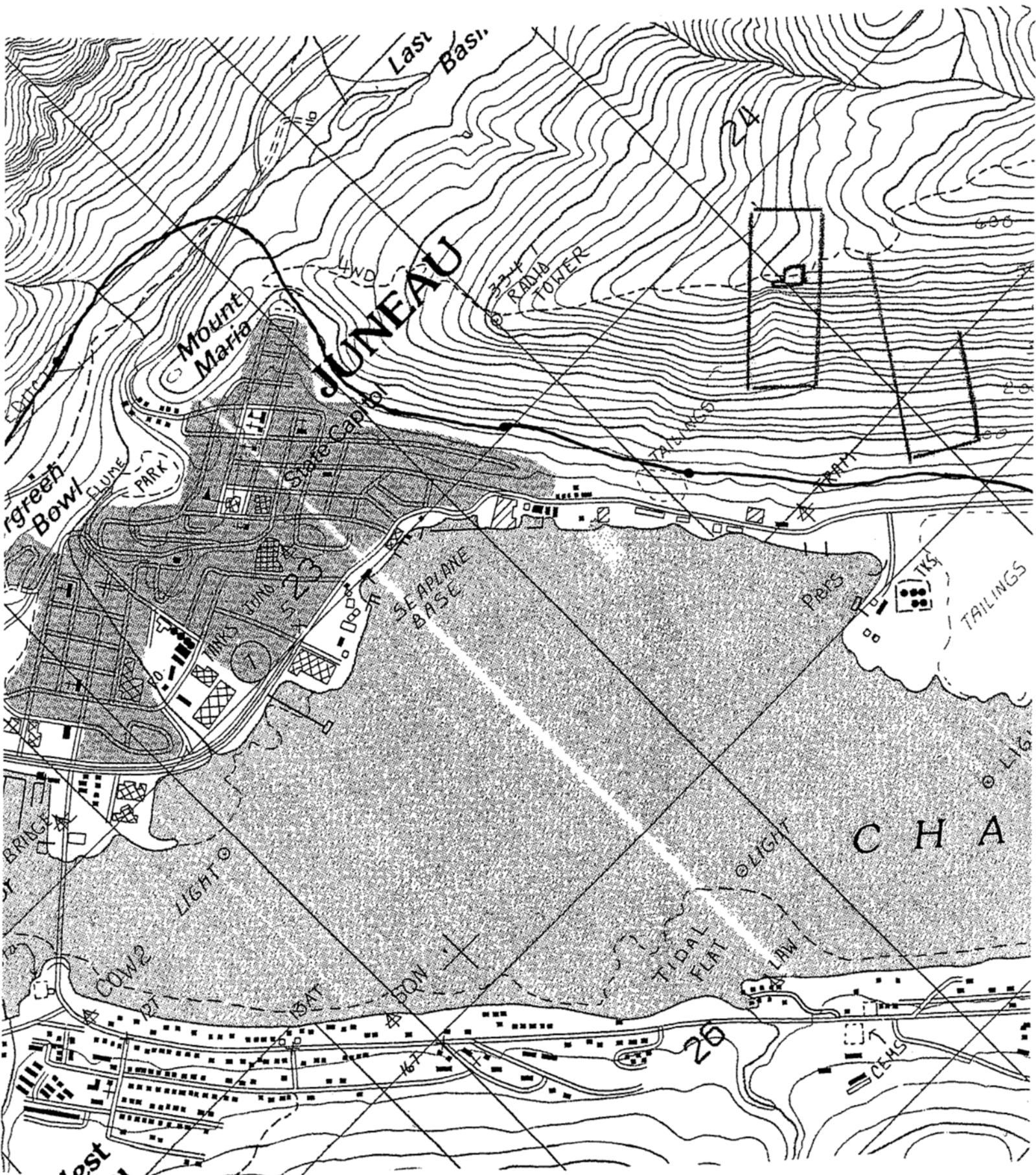
3. Traffic Improvements Bypass downtown

4. Other Improvements For May-Sept issue downtown permits for vehicles @ \$30 per month to pay for parking and traffic improvements

John K Bowman

Note: Bypass should be able to get Federal \$





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Please identify what you feel are the most important issues related to transportation and the tourist industry in Downtown Juneau?

bus

Getting a shuttle system set up downtown would ease congestion as people can park further away. Warmer place to wait @ Federal Building (winter) for outbound bus. A day in the week without cruise ships.

What ideas do you have to address the following issues?

1. Pedestrian Improvements

Make sure every corner in downtown is wheelchair accessible + marked that it is.

2. Tour Vehicle Improvements

NOT GO 5MPH when they are traveling in + around downtown giving tours as they go. Their going 5 mph causes congestion in traffic.

3. Traffic Improvements

When taxis + buses are standing waiting for more than a minute, have them turn off their engines (not in the winter)

4. Other Improvements

\* Skateboard area in center of town for kids. We need to provide recreation to keep them busy having fun. We need to invest in our kids now so they will turn out well. There is not presently enough places for kids in downtown.

RECEIVED

AUG 06 2003

PERMIT CENTER / CDD

City & Borough of Juneau, Alaska • 155 S. Seward Street • Juneau, Alaska • 99801  
TOURISM TRANSPORTATION STUDY  
D O W N T O W N J U N E A U



Other Comments: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**Contact Information for Future Mailings (Optional)**

Name: Jeff Sloss

Address: \_\_\_\_\_  
\_\_\_\_\_

Phone: \_\_\_\_\_

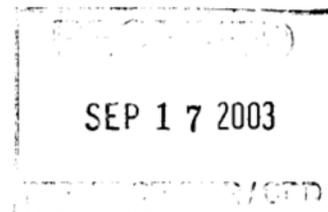
E-mail: jssloss@gci.net

For ongoing project information please visit [www.projects.kittelson.com/Juneau\\_Tourism\\_Traffic](http://www.projects.kittelson.com/Juneau_Tourism_Traffic)

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**City and Borough of Juneau**  
Attn: Sam Kito, P.E.  
155 South Seward St.  
Juneau, AK 99801





# Downtown Juneau Tourism Transportation Study



Please identify what you feel are the most important issues related to transportation and the tourism industry in Downtown Juneau:

Even "widening" sidewalks will not appreciably accommodate the growth in cruise tourism envisioned by some. THERE HAS TO BE A LIMIT; and about 3 of these MEGA-SHIPS IS IT! (per day). DO NOT SPEND \$3 Million (+) to move 3 Buildings to widen the sidewalk - what a waste!

What ideas do you feel have the most promise for addressing these issues?

Obviously, a rational limit of 3 Mega-ships per day or 4 smaller boats would allow everyone a better experience and not overtax the infrastructure!

In the traffic study, was there identification of how many trips are generated by the rock dump or Thane specifically? Could these be serviced at peak traffic hours by a seasonal shuttle vehicle?

Perhaps a condition of the Jacobsen "Docks" being approved should be providing "water transportation", so the S. Franklin St bottleneck is not exacerbated?

Announcements on board all ships to remind passengers to use crosswalks and to use the dock/wharf for "transitting" while not shopping, should be mandatory.

Other Comments: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**Contact Information for Future Mailings (Optional)**

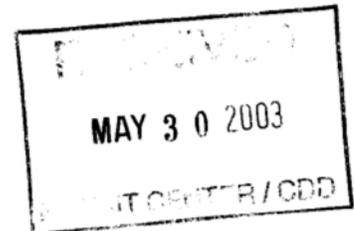
Name: Chas Dense  
Address: 427 W 11th  
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Phone: 586 9857  
E-mail: CNC @alaska.net

For ongoing project information please visit [www.projects.kittelson.com/Juneau\\_Tourism\\_Traffic](http://www.projects.kittelson.com/Juneau_Tourism_Traffic)

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\_\_\_\_\_  
\_\_\_\_\_



**City and Borough of Juneau**  
Attn: Sam Kito, P.E.  
155 South Seward St.  
Juneau, AK 99801





# Downtown Juneau Tourism Transportation Study



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**Please identify what you feel are the most important issues related to transportation and the tourism industry in Downtown Juneau:**

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**What ideas do you have to address these issues?**

**1. Pedestrian Improvements:** \_\_\_\_\_  
\_\_\_\_\_

Proposal: To alleviate pedestrian crowding, eliminate parking on South Franklin between the roundabout and Front Street. Then widen the sidewalks in that area to the extent of the eliminated parking areas (the additional width of a vehicle). This would provide sidewalks similar to that in front of the Red Dog Saloon and old Police Station, which is an accommodating width. Of course, leave a few strategic parking spots for loading and unloading, taxi pickup, construction, etc. Rather than totally closing this area, traffic could still transit through to Front Street and the North Franklin area. Ideally, provide space for bicycles and runners to pass through.

The wider sidewalks would greatly reduce the pedestrian congestion and provide a much more open and comfortable feeling to that central corridor area. I believe the narrower sidewalks and parked vehicles are a deterrent to tourists continuing their shopping into that area. This could economically revitalize that area and add to making Juneau a pleasant place to live and visit.

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# Downtown Juneau Tourism Transportation Study



## PUBLIC MEETING #2

September 4, 2003

Please Sign In:

NAME	ADDRESS	E-MAIL
Sally Bibb	5550 Thane Rd 99801	metcaulfbibb@gi.net
Tim Inklebarger	PO Box 240306 Douglas	timothyi@juncoanpire.com
Peter Neyhart	144 Behrends Ave 99801	jneyhart@alaska.net
Amy Paige	592 Seatter St 99801	
DANIEL COUDMAN	2 MARINA WAY suite 203 99801	DCL10MAN@PTALASKA.NET
Coumidavis	5405 Thane Rd	coudavis@ptalaska.net
Douglas E. Larson	131 Gastineau	JLarson@GCI.net
Jane McKinnon	2466 Douglas Hwy	
Maria G.	CBT	
Sue Nelson	2150 Harris Hwy.	suen@gci.net
DAVID HAWES	DOTVDF	
Jim Bentley	3311 Nowell Ave	
Jorene Palmer	JCVB	
Randy	336 Highland Dr.	
Jeff Sloss	740 5 <sup>th</sup> St.	jssloss@gci.net
JESSE KIEHL	535 Harris	jkiehl@slaska.net
Nisa Carlson	CBT	



# Downtown Juneau Tourism Transportation Study



## Comments + Questions

Please identify what you feel are the most important issues related to transportation and the tourism industry in Downtown Juneau:

- ? How many buildings impacted with couplet?  
• What about reversible lane - saves \$.  
• Would reduce jaywalkers - "convey."  
• How would sidewalks work in windy if Flans.sum  
Bypass - solves existing Gastneau 2 way - 1 lane.

What ideas do feel have the most promise for addressing these issues?

- 10% traffic is non-<sup>one-passenger</sup> "private vehicle". - clarify.  
• Bike lanes - consideration? (10-15 mile program)  
• Bike lanes can separate cars & ped.  
• Important to see models. Situable now is tolerable to bad. Want to see counts and know if it is crisis.  
• Eg - Princess to town / Number of blocks walked  
• Model discussion - 2600 ped/hour today  
w: Control demand - arrivals & departures.  
• If tourism doubles in 15 years, we need to know how to spend per passenger \$.  
• I've worked downtown 25 years. South Franklin businesses started moving & shutting down long before tourism volumes grew in core area. Tourism did not drive them away.  
• Waterfront front play. 4 large ships? 2 large/2 small  
• Waterfront play big investment in industrial - less likely for retail development.  
• One ship - doesn't draw retail. 2 ships start to have critical mass.  
• Jacobsen Dock will add more pressure to traffic.



# Downtown Juneau Tourism Transportation Study



Please identify what you feel are the most important issues related to transportation and the tourism industry in Downtown Juneau:

- W: options to accommodate both. Forecast is for growth.
- Is there a number - minimum width for seawalk.
- W: people -  $2\frac{1}{2} \times 2\frac{1}{2}$  for comfort. Street furniture  
"shy distance" -  $2\frac{1}{2}$  feet is typical. Walk  
abreast - Reasonable - 12-20 feet.

What ideas do you feel have the most promise for addressing these issues?

- Newspaper boxes? Street vending? Broader to include vending.
  - Are you considering synergy with other transportation plans & options?
- W: System. Everything related to everything. Scope is limited. Met @ waterfront - Many stakeholders involved in other: DOT, NOAA, others
- Fixed guideway, gondola, tram... if maximize right of way, then can consider bikes, fixed guideway, rubber tire. Factors: Cost.
  - Portland - street car system - res, retail, university \$10/mi-mile. Light rail = 2-3 times cost.
  - Could cost less than bypass.
  - Marine Park - noticeable difference - Coach circulation.
  - Cross walk @ Library - moved to mid-block. There existing buses not force X-walk.
  - Teardrop - Library - example going further saves time to cross for pedestrian.
  - No covered area at ships for waiting.



# Downtown Juneau Tourism Transportation Study



**PUBLIC MEETING #2**

**September 4, 2003**

Please Sign In:

NAME	ADDRESS	E-MAIL
• Crossing guards. Not out earlier in season. Other feedback - working better.		
• Please emphasize in report.		
KTN - couple @ channelling + crossing guards. Training + aggressive control.		
• Crossing guards - tremendous annoyance and tremendous help. Some people will jaywalk anyway.		
• Sealwalk - high priority for residents.		
Miskading - as covered sidewalks are where people will go.		
• Vision - 30 feet wide. Some area covered.		
Could have "Pike's Market" plaza.		
Possibly even shuttle. Need to get big to solve congestion.		
• Peak - Most days in afternoon. Finish tour + want to go shopping. Could reduce traffic on return trip.		
• Dual fronts - need <u>3</u> walks.		



# Downtown Juneau Tourism Transportation Study



**PUBLIC MEETING #2**

**September 4, 2003**

Please Sign In:

**NAME**

**ADDRESS**

**E-MAIL**

Decide purpose of seawalk: recreation, lunch  
for locals. Heavy retail is what  
draws people. May they upset locals.  
So many decisions are business. What about  
civic pride. Seawall in Portland.  
Was going to be a freeway  
Balena civic pride with income.



# Downtown Juneau Tourism Transportation Study



Please identify what you feel are the most important issues related to transportation and the tourism industry in Downtown Juneau:

Too many tourists - too many cruise ships  
Cruise ship traffic does not - should not grow  
We have overreached the maximum capacity  
People will begin to have a negative experience  
Juneau residents have reached limit of tolerance

What ideas do you feel have the most promise for addressing these issues?

for heavy visitor  
traffic

Reduce cruise ship visits so numbers of  
pedestrians can be accommodated by existing  
facilities

We do not need any more commercial  
facilities for tourists. Especially no  
commercial developments on the water  
front

Do not build any more cruise ship docks.

Our beautiful city and surroundings are  
being ruined by greed of the cruise ship  
industry + allied businesses



# Downtown Juneau Tourism Transportation Study



**PUBLIC MEETING #2**

**September 4, 2003**

Please Sign In:

NAME	ADDRESS	E-MAIL
JOE SONNEMAN	324 WILLIAMSBY 99801	sonneman@pci.net
Dan Kromarek	PO Box 240244 Douglas, AK. 99824	
Chris Beanes	#12 155 S. Seward Street	Chris-beanes@ci.juneau.ak.us
SKYE STEKOLL	155 S. SEWARD ST	skye-stekoll@ci.juneau.ak.us
Christa McMullen	Gray Line of Alaska 3241 Hospital Drive 99801	cmcmullen@hollandamerica.com
Dale Perunk	155 S Seward	dale-perunk@ci.juneau.ak.us
Juli Lucky	Rm 430, Capitol, Juneau	juli-lucky@legis.state.ak.us
Kathy Ellis	800 F St. E-2 Juv	kellis@pci.net
Virgil D. Ward	51 Egan Drive	Virgil.Ward@goldbelt.com
Paul Thomas	156 South FRANKLIN ST	AK-CACHE@hotmail.com
DOUGLAS WORD	9571 MEADOW LN	whales@alaska.com
ALICJA GORSKA	CBJ ERGT	
Ella Bentley	3311 Nowell Ave	
Don Habeger	9300 View Dr. June 99801	dhabeger@red.com
Marvill Sanford	3188 Pioneer Ave Juv	fish3dnet@aol.com
Bill Lantry	227 Gorman Ave	bill@eagle.ftialaska.net

324 Willoughby  
Juneau AK 99801

September 4, 2003

Sam Kito III  
Tourism Transport Study, etc.  
CBJ, 155 S. Seward, Juneau AK 99801

re: **Reducing Demand, Fixing Stuff**

Regrets that I can not attend, or at most very very briefly, tonight's meeting, as I have a conflicting meeting previously scheduled.

But I did listen to the radio program this morning and heard one fellow say there are two ways to solve problems, either reduce demand or [essentially] increase opportunities for travel, But no one on the radio seemed even to CONSIDER reducing demand.

**Kindly reduce demand** by limiting cruise ship tourism or by intentionally deciding NOT to 'accommodate' increases in demand, intentionally making Juneau so bad in terms of transportation that cruise ship operators see that they have exceeded the town's carrying capacity in a way important to THEM.

Cruise ship operators have already far exceeded Juneau's carrying capacity in ways important to Juneau residents. I just review some basics: in 1990, Juneau had about 230,000 cruise ship passengers. By 2002, the number was about 700,000, or THREE TIMES as many.

Impacts include: a) air pollution [ship stack emissions even while at anchor or dockside], b) water pollution [illegal dumping], c) crowded sidewalks [up to 2,500 people per hour, the folks on the radio said], d) crowded roads [from associated tour buses and vans], e) noise [mostly from flightseeing aircraft], f) loss of privacy [on trails, etc.].

Juneau's economy is NOT helped all that much, because: a) the ships appear to practice "total passenger control", pre-selling excursions and bus rides, so that few Juneauites can make money from passengers without paying a feudalistic commission back to the ships, b) the business is intensely seasonal, leaving much of downtown a 'ghost town' 7 months of the year, c) there are hidden costs, such as hospital and jail costs for ships' crew members, and d) many of the summer-only employees are non-residents of Juneau.

Here is what you should reduce demand TO:

- A) **500,000 cruise ship tourists annual maximum**
- B) **5,000 cruise ship tourists DAILY maximum**
- C) **no more than 2,000 [or even 1,000] tourists PER SHIP**
- D) **large ships [over 150 passengers] only SIX days per week [NO Saturdays]**

**Fixing Stuff** I have my own studies of tourism transport, including before and after videos of the new "Inner Plaza" at Marine Park. The Inner Plaza had one function only, according to Docks & Harbors: to reduce congestion. The videos show the Plaza had close to **ZERO**

effect on congestion. There is **at least one simple and one more costly way to fix congestion** there... but why should I tell you for free, when you are paying other people to tell you? It gets very tiring, to see this pattern repeated over and over—CBJ ignores local advice, which is free, and follows Outside advice, which it pays for. So, why work for free and be ignored? If you want my detailed ideas on reducing congestion, kindly ensure I will get paid for my work and ideas. If I help you and your consultants, I should also get paid.

**Transit Center** The people on the radio blithely talk about moving Capital Transit out of the old Ferry/now Cruise ship terminal area. WRONG! How can paid professional consultants be so totally WRONG?

All over America, Federal DOT is building transit centers. They are of two types: intermodal and intra-urban.

Juneau does not have enough bus routes to need intra-urban transit centers. We are not like Tucson or even Bellingham—both cities that have intra-urban bus depots where people switch from one route to another. The only main switching points now are at the Federal Building and at the Nugget Mall, and there are only 2-4 routes involved—and that's if you include the Express and the North Douglas Express as well as Mendenhall Valley and Douglas.

So, what's left? The inter-modal transit center. Inter-modal means, transit centers should be located where people move from one transportation MODE [bus, ship, train, plane] to another mode. In Juneau, the three inter-modal spots are: **the present location** by the Cruise Ship [old Ferry] terminal, the Airport, and the Auke Bay Ferry Terminal [now, not even serviced by Capital Transit].

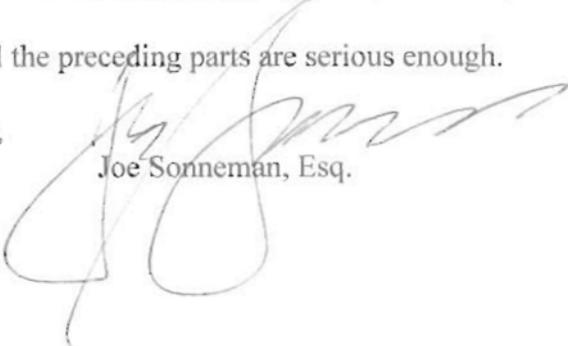
Tourists now can choose to ride Capital Transit instead of being part of the captive audience of passive passengers totally controlled by the cruise ship companies and their land-based bus company cohorts.

Moving the present Transit Center away from this inter-modal spot only aids the cruise ship companies' efforts at total passenger control—a practice that makes money mostly for them and not for Juneau businesses. Moving the Transit Center away from this inter-modal spot seems contrary to the Federal DOT practice, making Juneau probably ineligible for the Federal funds for transit centers, which will solve the problem of where to put them, yes?

**Bridge:** Do NOT support the 3 narrow lanes on the JD bridge. Narrow lanes is why the old bridge was torn down, remember? Bicycles and pedestrians do NOT mix, but mixing would occur with this STUPID plan. Instead, you can solve two problems at once, by building a 2<sup>nd</sup> bridge from Douglas over to the Rock Dump, thereby excluding large, tall, cruise ships.

That last paragraph is a semi-joke; all the preceding parts are serious enough.

Cheers,

  
Joe Sonneman, Esq.

## Public Meeting #2 (City of Juneau, Alaska)

- Covered walkway and channelization to direct ped traffic
- Address crossing guards
  - Recommendations for how to improve and maintain a high level
  - Training
- Seawalk needs to be covered or have awnings the same as S Franklin to be attractive to peds.
- Retail on seawalk may conflict with local vision for what seawalk should be

### Comments

- Fill or pilings in harbor to provide more room for road width
- Don't add more attractions for tourists
- Limit growth in tourist demand
- Encourage tourists to use sidewalks and crosswalks via announcement by ship personnel
- Have tours for residents on ships
- Reversible lane along S Franklin
- If Gastineau is pursued
  - Use to alleviate existing Gastineau avenue problem by making it one-way
- How far will people walk?
- What are the impacts of additional docks?
- Gastineau connection would negatively effect urban fabric
  - Limit cruise ship sprawl
- Relocating existing tourism development from S Franklin not feasible
  - Ships dock there and need to be served
- Need more local-focused retail and service development
  - Cruise ships will just bring T-shirt shops
- Add street vendors or newspaper boxes to street furniture list.
- Recognize influence of new Marine Park deck

### Comments

- Time to consider another transport mode for high volume ship pax traffic:
    - New "Jacobson" dock will exacerbate need for pax transport to shore destinations
    - New "Jacobson" dock will exacerbate ped traffic in the libe "Thane Rd Y" corridor pinch
- So, electric-powered fixed guideway to move shorex outbound and inbound pax through corridor: "street-car", "trolley", "LRT", to mode-change point at

- Bridge flats
- 3 mile flats

If done right, this is “starter” system for community-wide fixed-guideway system

- Mistake to consider one congestion/conflict problem out of community-wide transportation context. This is synergistic with other transport, land use problems:
  - SE Region DOTPF plans for “free flow” Egan @ N \$ 100 M for 2-3 intersections,
  - Juneau-Doulllos Bridge anticipated “pinch”
  - Reliance on “second crossing” as Pamacea
  - Need to reduce transportation fossil fuel use
  - Perennial downtown parking problem, shortage
  - “Subport development plan”
  - “Waterfront development plan”

#### Comments

1. Don't allow cruise ship industry to dictate the community plan. Consider reducing cruise ship visits.
2. If a seawalk is constructed (which is a good idea!), keep the seawalk focused on community access to the waterfront and avoid making it retail,

Michelle Bonnet  
Box 21878  
Juneau, AK 99802  
586-9595  
wobo@alaska.net

Sam S Kito III, PE  
Transportation Development Manager  
City and Borough of Juneau  
155 South Seward Street  
Juneau, Alaska 99801

Dear Mr. Kito,

Thank you for providing me the opportunity to comment on the Juneau Tourism Traffic Impact Study Working Paper #2. I appreciate the work that the City and its consultants have done to try to address this problem.

I live at 313 Carrol Way, and walk South Franklin at least four times a day, so I am intimately familiar with the pedestrian traffic problems on this street. After reviewing your study and coupling its information with my ideas formed during my many transits of this area, I believe the best alternative is moving some pedestrian traffic off South Franklin Street to the seawalk and adjoining pathways, by focusing development on the seawalk and adjoining pathways. This will require a creative approach to land use planning, and will require close coordination with existing businesses – for example, perhaps additional side entrances can be made in the existing buildings on the water side of South Franklin. Another possibility is that CBJ purchase the former Sealaska property next to the library and create a park area with small vending stands, covered seating areas for people to rest, eat, etc. It is important, however, that this solution be combined with sidewalk channelization.

Moving some of the pedestrian traffic addresses the core of the problem, which is that there is simply too much pedestrian traffic on this street.

The second, much less attractive and more stop-gap alternative is to build the one-way permanent couplet on Gastineau Avenue, **combined with** sidewalk channelization in the area between the library and Taku Smokeries. This alternative will certainly raise problems on Gastineau, including the steepness of the grade between the existing turnaround and the State Apartments, parking of Gastineau Avenue and Carrol Way residents on Gastineau and safe access to their vehicles, and icing of the steep street during the winter. However, if these and other issues are seriously considered during the planning process, this is also a solution that would improve the situation.

Several of the alternatives discussed in the report are not good solutions. Here's why:

Expanding cruise ship capacity to the subport and the intermediate vessel float will simply invite more cruise ships and exacerbate the existing problem. Only if cruise ship berthing is **moved** to the subport area, and capacity not expanded, will this provide relief. As your report accurately states, this move will bring on a plethora of other problems, such as dramatically increased jaywalking, as already occurs in front of the Goldbelt Hotel. The advantage of such a move is that the downtown area has slightly less of a strip character than does South Franklin, so with careful planning and pedestrian channeling, pedestrians would probably be more dispersed than they are on South Franklin Street. Regarding the proposal to use the intermediate vessel float area for more cruise ship berthing, please do not further denude this area of meaningful and locally important activity.

Moving the three buildings away from South Franklin Street and expanding the sidewalk is only buying time and not addressing the fundamental problem, which is that there is simply too much vehicular and pedestrian traffic on this street. Additionally, observe the pedestrian activity on the sidewalks near those three buildings. The tourists go into the buildings, perhaps walk between them on a very short section of sidewalk, and then flood across the street when they run out of shops. Or, flood across the street to the shops from the other side. Putting in a crosswalk across from Warner's Wharf, combined with strict channelization, would do more to solve this problem than the hugely expensive moving of the three buildings.

Now for some very specific comments on sidewalk channelization and pedestrian control:

- Use some form of fences, ropes between flower barrels, etc. that provides a continuous barrier between crosswalks, from the north end of the turnaround to Taku Smokeries. This is illustrated in Figure 13 in the Working Paper #2. Do not provide any gaps as illustrated in Figure 14. In my experience, these tourists are crafty critters and they will take advantage of **any** gap to wander out into the street. Just don't allow any places for them to get into the street except those crosswalks.
- Don't number crosswalks. Tourists don't generally like to read instructions. One can see evidence of this daily while watching their behavior with bear-proof garbage cans. Clear instructions for use are written on the garbage cans. Yet again and again, a tourist will struggle with the handle, look at the back of the can, shrug his or her shoulders, and put their trash on the ground or a bench near the can. They're here on vacation and don't do well at reading signs.
- Do something about the photo ops. The City has done a good job of getting the stuffed animals and talking dummies off the sidewalk, yet the bear seat photo op and the talking dummy photo op remain. They cause terrible pedestrian traffic congestion, forcing pedestrians into the street. And as long as they are allowed to remain, we can be sure that more will spring up.

Thank you again for the opportunity to comment on this problem. Until the City addresses this issue, we continue to provide an unsafe environment for the tourists and an incredibly frustrating environment for the locals, both drivers and on foot.

If you have an email information list, I would appreciate being put on it.

Sincerely,

Michelle M. Bonnet

Hi Sam.

I was just looking at this, and I have a few comments:

For the crosswalk on Egan at Whittier St. and the possible new crosswalk at Willoughby Ave., I think a very big sign with lights should be put up. The existing one on Whittier always scares me when I'm driving, because most cars are getting up to near 40mph. Sometimes I don't even see pedestrians who are waiting to cross, and then other times I see them but am afraid of stopping because I might get rear-ended by the person behind me who doesn't know there's a crosswalk there. I have the same concern about the potential crosswalk at Willoughby.

Also, I am skeptical that anything will prevent tourists from crossing wherever they want to cross (there are SO MANY who seem very oblivious to cars and the inherent danger of walking out right in front of them). BUT, I like the idea of putting up physical barriers for some distance on either side of the crosswalks to try to herd them to the correct area. Maybe it will help!

> -----Original Message-----

> From: Sam Kito

> Sent: Wednesday, September 03, 2003 9:26 AM

> Subject: Downtown Tourism Transportation Impact Study

>

> Please follow the link below to access Working Paper #2 which identifies

> options and alternatives for decreasing congestion and pedestrian/vehicle

> conflicts in downtown Juneau.

>

> [http://projects.kittelerson.com/Juneau\\_Tourism\\_Traffic/index.htm](http://projects.kittelerson.com/Juneau_Tourism_Traffic/index.htm)

>

> The public meeting to discuss Working Paper # 2 will take place Thursday

> September 4th from 4:30 pm to 8:30 pm.

>

> If you are unable to attend the meeting, please submit written comments.

>

> Sam S Kito III, PE

> Transportation Development Manager

> City and Borough of Juneau

> 155 South Seward Street

> Juneau, Alaska 99801

> (907) 586-0753

> (907) 586-3365 fax  
> MCPTM  
>  
>

*Sam--I'm sending this e-mail on behalf of the CBJ Energy Advisory Committee ("JEAC"). At our meeting today, we learned about your study and the meeting on Thursday.*

*You may know this already: JEDC (Lance Miller) is spearheading a project to purchase an all-electric 22 passenger bus for use on a new downtown-only route. AEL&P (Dave Stone) has agreed to put up \$50k towards its purchase. JEAC is awaiting a proposal from JEDC/AEL&P and may contribute additional money as well. Total project cost is about \$400k.*

*We understand that Joe Buck is in the loop on this and thought you should be as well.*

*Bill Leighty, former chair of JEAC and president of Alaska Applied Sciences, Inc., plans to attend your meeting on Thursday. He's familiar with the electric bus proposal and can field any questions you or others might have.*

*MIke Barnhill  
JEAC Secretary*

Hi,  
Where will the meeting be?

Lorene  
JCVB

-----Original Message-----

From: Sam Kito [mailto:Sam\_Kito@ci.juneau.ak.us]  
Sent: Wednesday, September 03, 2003 9:26 AM  
Subject: Downtown Tourism Transportation Impact Study

Please follow the link below to access Working Paper #2 which identifies options and alternatives for decreasing congestion and pedestrian/vehicle conflicts in downtown Juneau.

[http://projects.kittelton.com/Juneau\\_Tourism\\_Traffic/index.htm](http://projects.kittelton.com/Juneau_Tourism_Traffic/index.htm)

The public meeting to discuss Working Paper # 2 will take place  
Thursday  
September 4th from 4:30 pm to 8:30 pm.

If you are unable to attend the meeting, please submit written  
comments.

Sam S Kito III, PE  
Transportation Development Manager  
City and Borough of Juneau  
155 South Seward Street  
Juneau, Alaska 99801  
(907) 586-0753  
(907) 586-3365 fax  
MCPTM

*Sam:*

*Have talked with Kirby Day a few times about this and I realize it is  
after  
the season....but, how about using some of the head tax \$\$\$ (everyone  
says  
this, right) to keep a few buses and drivers here over the winter to  
set up  
a "park and ride" at the old K-mart lot and Safeway and shuttle to the  
SOB  
each day in the winter months? Coffee, papers, announcements for  
upcoming  
community meetings, etc. as if the state workers were on an enjoyable  
"trip"  
to work each morning and afternoon home. GHS CWS would clean each "top  
end"  
bus and they could be scheduled to reduce traffic on Egan at both drive  
times. Just an idea to reduce the problems in bad weather as well as  
make  
some \$\$\$ for the CBJ. Charge the state workers a rate or offer an  
incentive  
to participate in this "pilot" program and see where it  
goes.....thanks for  
the time and enjoy each moment....*

*Greg Pease, Executive Director  
Gastineau Human Services Corporation  
5597 Aisek St.  
Juneau, AK 99801  
(907) 780-3011 ph  
(907) 463-3535 fx  
(907) 209-5190 cell  
<http://www.ghscorp.org>*

Sam, I was unable to attend the meeting, because I did not know the  
location.

Went  
over to the Chamber Office and it was locked.

Sorry to have missed the meeting.

My computer is a Emac and its not always easy to get downloads from other computers.

Ann

*Hi Sam - I have a suggestion that would help me for future meetings. I came to the meeting last week at 4:30 pm - which was the time in the announcement I received. I wasn't aware that the presentation wouldn't start until later. When I asked around, Susan told me it would start at 5:15 pm. Unfortunately, I am so busy that it is impossible for me to just sit and chill out for 45 minutes waiting for something to happen. I didn't end up staying for the presentation, so I'm not sure exactly when it started. It would help me if your meeting announcements would give the time that a presentation or discussion will start as opposed to when the doors will open for looking at the material or asking questions. Thanks for all your work on this project - it is very important to me and I am interested in continuing to follow it.*

*Sally Bibb  
5550 Thane Road  
Juneau, Alaska 99801*

Sonia,

here is another comment.

sam.

-----Original Message-----

**From:** Angela Hull

**Sent:** Thursday, September 04, 2003 2:48 PM

**To:** Sam Kito

**Subject:** From Dan Hays rePublic Meeting Announcement: Downtown Juneau Tourism Transportation Impact Study

**Importance:** High

-----Original Message-----

**From:** dan hays [mailto:dan\_hays@hotmail.com]

**Sent:** Thursday, September 04, 2003 2:43 PM

**To:** Angela Hull

**Subject:** Re: FW: Public Meeting Announcement: Downtown Juneau Tourism Transportation Impact Study

Please forward this response to Sam. I intend on going to the meeting this evening but wanted to put something in writing.

Sam,

I live on Gastineau Avenue, and would be opposed to any routing of truck traffic, or any tourism traffic to residential area of Gastineau ave. However, developing a souther Gastineau Ave. access route might work out, as long as the trucks didn't continue on to Gold St.

This block is already more congested than it needs to be for a residential area. If you look at the growth and development of that area, the local residences are investing in their homes. Currently workers from the downtown area crowd the block every day to park their cars, making it hard for locals to find a place to park. In order to allow more traffic on that block you would need to end any parking in the area, which would reduce the value of the homes and rentals in that area.

Keep in mind we all have pets and children that use these streets, and any additional traffic will have an effect on the neighborhood. Recently a 21-apartment complex was approved by the city, even though the city recent traffic study reported the block could not hand the additional traffic. I hope the city doesn't continue with this sort of growth without a closer look at the long-term negative affects it will have on the area.

I have always thought the best plan for the downtown district is to restrict all traffic during the summer months, and install removable awnings to protect the tourist from the rain. The awnings would be taken out during the winter months, thus making the downtown district void of all cars and buses. This is similar to the Boulder, Colorado mall. I would also suggest more development up from downtown waterfront area's to spread some of the tourism traffic more evenly through the downtown area.

>From: Angela Hull

>To: "dan\_hays@hotmail.com"  
>Subject: FW: Public Meeting Announcement: Downtown Juneau Tourism  
Transportation Impact Study  
>Date: Thu, 4 Sep 2003 13:43:43 -0800

>  
>Hope this works ok.

> > -----Original Message-----

> > From: Sam Kito

> > Sent: Friday, August 29, 2003 3:16 PM

> > Subject: Public Meeting Announcement: Downtown Juneau Tourism  
Transportation Impact Study

> >

> > Announcement of Public Meeting

> >

> > Purpose: To discuss the preliminary alternatives identified by the  
> > consultant in the Downtown Juneau Tourism Transportation Impact Study.

> > The goal of the study is to provide options and alternatives to ease  
> > congestion and pedestrian/vehicle conflicts in downtown Juneau.

> >

> > When: Thursday September 4th from 4:30-7:30 pm

> >

> > Where: Centennial Hall, Egan Room

> >

> > See the attached Newsletter for additional information on the project.

> > (You will need Adobe Acrobat Reader to read the newsletter, a free copy of  
> > the Reader can be downloaded from:

> > <http://www.adobe.com/products/acrobat/readstep.html> )

> >

> > Please forward this email to anyone who might be intersted in this  
> > project.

> >

> > Sam S Kito III, PE

> > Transportation Development Manager

> > City and Borough of Juneau

> > 155 South Seward Street

> > Juneau, Alaska 99801

> > (907) 586-0753

> > MCPTM

> >

> > <>

><< NEWLETTER1revisedfor9-4-03.pdf >>

Other Comments: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**Contact Information for Future Mailings (Optional)**

Name: Jeff Sloss

Address: \_\_\_\_\_  
\_\_\_\_\_

Phone: \_\_\_\_\_

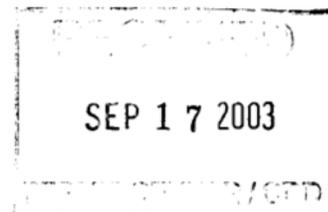
E-mail: jssloss@gci.net

For ongoing project information please visit [www.projects.kittelson.com/Juneau\\_Tourism\\_Traffic](http://www.projects.kittelson.com/Juneau_Tourism_Traffic)

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_



**City and Borough of Juneau**  
Attn: Sam Kito, P.E.  
155 South Seward St.  
Juneau, AK 99801





# Downtown Juneau Tourism Transportation Study



Please identify what you feel are the most important issues related to transportation and the tourism industry in Downtown Juneau:

Even "widening" sidewalks will not appreciably accommodate the growth in cruise tourism envisioned by some. THERE HAS TO BE A LIMIT; and about 3 of these MEGA-SHIPS IS IT! (per day). DO NOT SPEND \$3 Million (+) to move 3 Buildings to widen the sidewalk - what a waste!

What ideas do you feel have the most promise for addressing these issues?

Obviously, a rational limit of 3 Mega-ships per day or 4 smaller boats would allow everyone a better experience and not overtax the infrastructure!

In the traffic study, was there identification of how many trips are generated by the rock dump or Thane specifically? Could these be serviced at peak traffic hours by a seasonal shuttle vehicle?

Perhaps a condition of the Jacobsen "Docks" being approved should be providing "water transportation", so the S. Franklin St bottleneck is not exacerbated?

Announcements on board all ships to remind passengers to use crosswalks and to use the dock/wharf for "transitting" while not shopping, should be mandatory.