Agenda

Planning Commission - Title 49 Committee
City and Borough of Juneau

October 8, 2020
Virtual Meeting Only
12:00 PM
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I. ROLL CALL

II. APPROVAL OF AGENDA

III. APPROVAL OF MINUTES

- **A.** Draft Minutes - March 5, 2020 Title 49 Committee Meeting
- **B.** Draft Minutes - September 10, 2020 Title 49 Committee Meeting

IV. AGENDA TOPICS

- **A.** Landscaping & Vegetative Cover
- **B.** Downtown Juneau Parking
- **C.** Prioritization of Land Use Code Revisions Underway

V. COMMITTEE MEMBER COMMENTS AND QUESTIONS

VI. ADJOURNMENT

Meeting Agenda of the City and Borough of Juneau
Title 49 Committee of the Planning Commission

Thursday, March 5, 2020
Community Development Department
Large Conference Room, 12:00 pm

Members Present:
Nathaniel Dye, Travis Arndt, Joshua Winchell

Members Absent:
Weston Eiler

Staff Present:
Jill Maclean (CDD Director), Laurel Christian (CDD Planner), Irene Gallion (CDD Planner), Allison Eddins (CDD Planner), Jack Scholz (CDD Admin)

I. Call to Order

The meeting was called to order at 12:09 p.m.

II. Approval of Agenda

MOTION: *by Mr. Arndt to approve the agenda.*

The motion passed with no objection

III. Approval of Minutes

A. Draft Minutes December 12, 2019 Title 49 Committee Meeting

MOTION: *by Mr. Arndt to approve the December 12, 2019 minutes.*

The motion passed with no objection.

IV. Agenda Topics

A. AME2020 0002: Landscape and vegetative cover definitions

Ms. Eddins stated that Title 49 lacks a definition of landscaping and vegetative cover. When staff is reviewing USE and building permits, they need to make sure applicants meet these requirements. Parking lots need to be "attractively landscaped," but the code doesn't define what that means. This opens up potential for confusions, and developers don't know what to expect. She said that the first step is to create a purpose statement regarding vegetative cover and landscaping.

Ms. Eddins said that she searched through Title 49 and looked for every mention of the topic. There is no purpose stated, but based on context and research she was able to conclude that the type of vegetative cover mentioned in the code is attempting to minimize risks of flooding and erosion, and to slow the speed and volume of storm water runoff. When the code mentions landscaping, on the other hand, the context points towards and aesthetic purpose, or to create a visual or aural buffer.

Mr. Arndt said that it's beneficial to see what the actual intent is. Previously, it had been uncertain. He stated that he thinks they should include other aspects, such as pervious pavement, that perform the same environmental function.

Mr. Dye mentioned settling ponds as another example, since they hold water and allow it to naturally percolate into the soil rather than contributing to runoff.

Mr. Arndt included drainage swales and decorate rock formations as well. He wasn't sure if they would fit well under "vegetative cover," however.

Ms. Eddins said that decorative rock formations could be included under landscaping. She said that vegetative cover is meant to balance negative environmental effects.

Mr. Arndt said that there is a type of formation that looks like decorate rocks on top but is also an underground swale.

Mr. Winchell mentioned Japanese rock gardens as another pervious surface.

Ms. Eddins asked if they should come up with some wording that includes other ways to accomplish the intent. She cautioned against lists due to the potential for loopholes.

Mr. Arndt said that maybe "vegetative cover" isn't the correct term.

Mr. Dye said that "vegetative cover" often becomes confused with "green space." He expressed a need to preserve green space while still mitigating erosion via storm water management.

Ms. Maclean asked if green space meant landscaping.

Mr. Dye stated that he liked the landscaping definition because it includes natural vegetation. He said that they should maintain the percentages of green space within vegetative cover.

Ms. Maclean said that, initially, staff were going to keep both concepts of landscaping and vegetative cover and make sure that both definitions were clear. She said that she didn't believe that Ms. Eddins had decided on percentages yet. She thought that they needed both definitions as well as strong, clear purposes for each that are distinct from each other.

Mr. Dye said that often multi-family residential districts get hit the hardest. He suggested adding to the definition that 5% of total lot size of vegetative cover could be hard-scaped to accommodate storm water management.

Mr. Winchell asked to carve an exception for rock covering for industrial zones. He asked how industrial zones would attain 5% vegetative cover. He said it is possible to beautify the area with rock formations while still mitigating storm water damage. He suggested only having the exception for industrial, and perhaps commercial, zones.

Ms. Eddins asked for clarification regarding meeting vegetative cover requirements with a hard surface.

Mr. Arndt said that he wanted to turn the amount that needs to be landscaped into a percentage.

Mr. Dye disagreed about adding a separate landscape requirement. Landscaping is already used but it isn't defined.

Ms. Eddins said the reason why the multi-residential zones get hit the hardest is because there is an aesthetic intent. She supported Mr. Arndt's idea for percentages. She believed that there isn't anything clear on the intent of "vegetative cover."

Mr. Arndt stated that parking and vegetative cover requirements drive what projects developers can do.

Ms. Maclean asked how the Subcommittee felt about keeping both definitions for landscaping and vegetative cover, create distinct purposes for each, looking at percentages for different zoning districts, and reaching out to CBJ Engineering to ensure that the definitions relate to their needs.

Mr. Dye recommended waiting to bring it to the Planning Commission Committee of the Whole until the Subcommittee had another change to work on it. He stated that he thought requiring 5 and 10% makes sense from a storm water prevention standpoint, and that 15% is too much. He made a few more recommendations regarding the wording.

Mr. Winchell recommended focusing on areas that need the most beautification first. He expressed concern regarding enforcement in a few years. He said that adopting aesthetic standards that are cumbersome to maintain in an industrial zone will necessitate increased enforcement in a few years.

Mr. Arndt suggested using the phrase "included but not limited to" if staff decided to create a list for landscaping requirements.

Ms. Maclean clarified that the regulation should include the word "native" to rule out the possibility of invasive species.

Mr. Dye suggested adding wording about requiring the maintenance of vegetative cover to ensure that property owners continue to meet the requirements over time.

V. AME2018 0003: A text amendment to Title 49, Land Use Code 49.70.1200

Ms. Gallion stated that the Alternative Development Overlay District (ADOD) expires in August 2020. She presented the public comments she had received on the proposed ordinance to replace it. She had broken the comments into two sections: one on dimensions, and one on other elements of the proposed ordinance.

Ms. Gallion directed the Subcommittee to the first element: lot size. She asked if they would like to change the standards of lot size.

Ms. Maclean gave an outline of the hoped-for timeline that would move the proposed ordinance through the Planning Commission and on to the City and Borough of Juneau Assembly.

Mr. Arndt asked if this ordinance was the same as the past ordinance, or if it had changed.

Ms. Gallion replied that it was the same ordinance they had gone over in November. She stated that the purpose of compiling the comments on it was to see if they needed to modify it.

Mr. Dye remarked that presented concepts appeared to create confusion with the public.

Ms. Maclean said that the low frequency of housing turnover in the area means that lot size concerns come up infrequently. She surmised that they might not be aware of the difficulties related to lending due to unfamiliarity with the issue.

Mr. Winchell stated that there are a high percentage of lots downtown which can't conform and therefore can't attain lending. The ADOD addresses this issue through floating lot sizes so that they can conform, attain lending, and sell. He approved the changes.

Ms. Christian acknowledged complexities of the issue, especially when considering the overlapping concerns of lot size and density.

The subcommittee reviewed the comments for lot width and depth in light of public comment. They recommended no changes. They did the same with the comments on the sections regarding vegetative cover, structure height, and lot coverage.

When Ms. Gallion moved on to the comments regarding setbacks, Mr. Dye remarked that setbacks were also a complex issue.

The subcommittee decided on no modifications to proposed setbacks.

Regarding yard setback exceptions, Ms. Christian said that the first comment is talking about the exception for ramps and landings to access a dwelling. The commenter asks why that access piece couldn't be in the rear of a dwelling if the inhabitants access it from an alley, for example.

Mr. Arndt asked if there is an issue with adding access via the rear lot line.

Ms. Gallion said they could apply access through unenclosed walkways and stairways to rear lot lines as well.

Mr. Winchell asked about the prohibition on arctic entrances in the rear of a dwelling.

Ms. Maclean said that it is possible to have something that meets the setback requirements for a rear arctic entrance. She added that the setback exceptions apply borough-wide, as a reminder.

Mr. Dye said that downtown has a large number of unusual public right-of-ways. He suggested adding an exception for any property line abutting a public right-of-way. That way, if the alleyway already exists, a property owner could build an arctic entry in the rear.

Ms. Maclean said sliding setbacks already cover many of those cases. She questioned how many properties it would actually affect.

Mr. Arndt asked if the downtown alleys are already right-of-ways.

Ms. Christian responded that yes, they are platted as such.

Mr. Winchell asked if it would be cumbersome to include an exception for arctic entries in the rear and placed it under the purview of the Planning Commission. He noted the Flats neighborhood as an area to which it would be relevant.

Ms. Christian replied that they wouldn't need to bring those cases to the Planning Commission because they have rules in place that are easy to meet.

Mr. Dye said that there is no appropriate process through which those cases come to the Planning Commission, and they should be decided through code.

Ms. Christian said that major developments are the exception.

Mr. Winchell expressed his support. He asked if staff foresee a problem in the Flats neighborhood where property owners wouldn't be able to build arctic entries in the rear.

Mr. Arndt stated that arctic entries already do not qualify.

Mr. Dye said that the ordinance is talking about ramps and allowing for ADA access. He said that being able to get quality access for ramps is a positive.

Mr. Arndt said that it seems like the intent is to access a right-of-way.

Ms. Christian said that by including the phrase "streetside," that meets the intent. She expressed doubt that there would be any issues since they were already increasing flexibility by reducing the required setbacks.

Mr. Dye said that we don't have any traditional front and read sides anymore because they're all sliding.

Ms. Maclean said that property owners can pick their setbacks, but they should be getting access from the front. She said that this is defined in code.

Mr. Dye said that someone could make the argument that the alleyway is the front.

Ms. Gallion said that she thought they should keep the lot line along the street as the front, but give people the ability to include public right-of-ways.

Ms. Maclean said that the current exemption only get property owners down to five feet for the arctic entry. Setbacks would be three feet under the ADOD.

Regarding the comments on the other elements of the ADOD not related to dimensions, Ms. Gallion said that she grouped them together for convenience, and not necessarily any other reason.

Ms. Maclean said that the complexity of the zoning code makes it difficult for property owners to what they can do under current zoning unless they consult with a planner. She said that the CBJ doesn't have design regulations for any neighborhoods, regardless of whether they're historic or not, and that this is going to be an ongoing issue.

Referencing a specific comment, Ms. Maclean asked why the commenter feels that this process should be extended for another year.

Ms. Gallion said that the person feels the process is rushed. She said that this sentiment goes back to the idea that CBJ should be reworking the zoning rather than reworking the ADOD overlay. She explained that reworking the zoning will come after the update to the Comprehensive Plan, which is about seven years off. She said that this is a triage move.

Mr. Dye added that starting on a smaller scale allows people to experience what changes look like before the updates to the Comprehensive Plan and zoning.

Regarding the section on draft zoning, Ms. Gallion said that staff could change “zoning” to “overlay district.”

Ms. Maclean said that there might be a legal reason why it’s called “zoning.” She said that the idea could be brought up to the CBJ legal team.

The subcommittee reviewed some potential wording and organizational changes.

Mr. Dye asked whether a property would have to completely conform in order to be able to use this for their property.

Ms. Christian replied that if a property is nonconforming, the ADOD will help to make them more conforming.

Mr. Dye said that there is no middle ground between conforming and nonconforming.

Ms. Maclean said that the intention was to have property owners opt in or out of the ADOD, so perhaps that needs to be made clearer.

Mr. Winchell said that it brings the owner into conformity for the purpose of loans.

Ms. Maclean asked if the current overlay district only applies to residential uses, and if the new one would apply to commercial as well.

Mr. Dye confirmed that the new overlay district would apply to residential and commercial uses.

Ms. Gallion suggested that staff clarify that this is the case, with Ms. Christian suggesting that they add it into the purpose statement.

Mr. Dye reiterated his concern about aggravating existing nonconforming situations. He asked if this would help the situation.

Mr. Arndt said that it would help.

Ms. Christian said that they can reduce the setbacks of a nonconforming lot in a building permit.

Mr. Dye said that it allows people to attain legal nonconforming status in lot size but then aggravate their nonconforming status through the ADOD.

Ms. Christian disagreed that it aggravated the situation.

Ms. Maclean said that the reduction currently exists. Staff agreed that the ADOD doesn't aggravate the nonconforming situation.

The subcommittee discussed the merits of two separate ways of calculating yard setbacks. Mr. Dye disagreed that they needed to include calculations, and pointed out a potential loophole. The subcommittee agreed to exclude calculations.

Staff remarked that the upfill conditional use permit wasn't included but agreed that it didn't need to be. Staff concluded that they should make a note that the exception already exists.

Current code allows structural projections into setbacks if the lot abuts public land in reserve status. That exemption was carried over into the draft ordinance. Mr. Arndt said that he didn't think the exemption should exist at all, and that this might have to be a bigger conversation due to the complexity.

Ms. Maclean said that the exception does help avoid situations where property owners ask for variances. Often, the properties are on steep slopes so it's already a challenging situation.

Mr. Arndt said that the Planning Commission can't define what qualifies as an "excessively blocked view."

Ms. Maclean mentioned several instances in which the Planning Commission had, in fact, defined it.

Mr. Winchell asked if this allows property owners to exceed minimum standards, so if they meet all of the requirements, the buildings would be even closer together or higher.

Mr. Dye said that he thought it shouldn't be an exemption written into the ADOD. All agree, and the exemption is struck.

Mr. Winchell moved to approve staff findings for AME2018 0003 and to forward it to the Planning Commission Committee of the Whole.

VI. Committee Member Comments and Questions

Ms. Gallion asked the subcommittee what support materials they will need for sending AME2018 0003 to the Planning Commission Committee of the Whole.

Mr. Arndt replied that he thought the lot size drawings should be included in the presentation.

Ms. Gallion asked if they wanted to consider how to move forward with something similar in the Douglas area.

Ms. Maclean reported that Alexandra Pierce, the CDD Planning Manager, had started on that process. She said that they intend to ask for a one-year extension on that project.

Mr. Arndt expressed that AME2018 0003 will be a good example for a similar process in the Douglas area.

The subcommittee discussed the tentative schedule for future projects, remarking that CBJ's legal staff had limited time to devote to them.

VI. Adjournment

The meeting adjourned at 1:33 p.m.

Meeting Agenda of the City and Borough of Juneau
Title 49 Committee of the Planning Commission

Thursday, September 10, 2020
Community Development Department
Large Conference Room, 12:00 pm

Members Present:
Nathaniel Dye, Joshua Winchell

Members Absent:
Weston Eiler, Travis Arndt, Erik Pedersen

Staff Present:
Jill Maclean (CDD Director), Alexandra Pierce (CDD Planning Manager), Laurel Christian (CDD Planner), Irene Gallion (CDD Planner)

I. Call to Order

There was no quorum; the meeting was cancelled at 12:08PM.

II. Approval of Agenda

III. Approval of Minutes

IV. Agenda Topics

A. Parking in Downtown Juneau

V. Committee Member Comments and Questions

VI. Adjournment

CITY AND BOROUGH OF JUNEAU
ALASKA'S CAPITAL CITY
COMMUNITY DEVELOPMENT

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DATE: October 5, 2020

TO: Nathaniel Dye, Chair
Title 49 Committee

FROM: Allison Eddins, Planner II A. Eddins
Community Development Department

CASE NO.: AME2020 0002

PROPOSAL: Proposed amendment to Title 49 to include a purpose statement for vegetative cover and landscaping

Background

On March 5, 2020, CDD Staff presented proposed amendments to Title 49 that would provide purpose statements for vegetative cover and landscaping. The Committee members discussed the proposal and requested Staff make the following changes to the proposed prupose statements:

- Vegetative cover regulations should require non-invasive and native species.
- Lanscaping regulations should require non-invasive species.
- Green infrastructe that assists with drainage and screening should count toward vegetative cover requirements.
- Decorative outdoor landscaping elements should count toward the landscaping requirement.

Staff has not included native species as a requirement in either purpose statement. In order to determine native species, a boundary must first be defined, i.e. Southeast Alaska, Pacific Northwest, North America, etc. Additionally, a comprehensive list of all native species would need to be developed in order to determine compliance. This can become burdensome and subjective without providing much ecological benefit beyond anadrmous waterbodies. Requiring non-invasive species however, is not subjective and provides enormous ecological benefits.

Developing purpose statements is the first step in the process. Staff intends to develop clear vegetative cover and landscaping standards in the near future. When those standards are developed, some of the language in the purpose statements will be relocated to the standards. Staff will bring draft standards to the Title 49 Committee for discussion.

Proposed Amendment

CBJ 49.50.300 Vegetative Cover

Purpose. The purpose of this section is to provide minimum vegetative cover requirements in order to minimize the risk of flooding and erosion, and to slow the speed and volume of storm water runoff onto surrounding lands. Vegetative cover shall be met with non-invasive plant sepcies. Green infrastructure, including but not limited to green roofs, bioswales, rain gardens, and similar features, shall count toward vegetative cover requirements. Additionally, porus concrete used on site shall count toward vegetative cover requirements.

CBJ 49.50.400 Landscaping

Purpose. The purpose of this section is to provide minimum decorative vegetation requirements in order to minimize the visual and noise impacts of a development, provide visual separation between pedestrian and traffic movements, increase compatability between different intensities of land use by providing visual barriers, and to visually unify a development and the surrounding neighborhood. Landscaping shall mean an area developed and maintained with non-invasive plantings, lawn, ground cover, gardens, trees, shrubs, and other plant materials, decorative outdoor landscaping elements, paved or decorated surfaces of rock, stone, brick, block or similar material (excluding driveways, parking, loading, or storage areas), and sculptural elements.

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MEMO

From: Community Development Department Staff

To: Title 49 Committee

RE: Parking in Downtown Juneau

Please review the items provided in the packet for the postponed September 10, 2020 meeting. To summarize Assembly direction:

Consider global parking code amendments with the opportunity for the public comment and ask them to prioritize this issue due to time constraints.

While not in the direction, the contextual goal of this directive is to spur development.

The Commission has some challenges in addressing this directive:

- Physical infrastructure and operational management are highly inter-related.
- Multiple departments are involved – Community Development, Parks and Recreation, and the Juneau Police Department.
- Plans have been partially implemented.

OPTIONS TO CONSIDER

- No change
- Modify PD-2 standards to PD-1
- Develop a new standard
- Modify or eliminate fee-in-lieu
- Eliminate parking minimums for a geographic area

TOOLS ESTABLISHED

The main study document provided under Title 49 is the 2010 Downtown Juneau Parking Management Plan (DPMP). This plan has been adopted as a part of Juneau's Comprehensive Plan.

There are a two items from the DPMP that appear salient to your charge:

- The plan began a downtown parking survey, which was completed in 2013 after the multi-space parking meter fiasco had been put into place (attached). The survey provides information on peak hours and busier areas.
- The plan created a "parking area map" that can be an opening position for considering geographical boundaries of proposed code changes (last page of plan).

That plan streamlined recommendations into 14 actions. They are not all relevant to your mission, but they offer important context.

Establishing a variable fee scenario to encourage turn over in on-street parking. NOT MET. Juneau's efforts to establish a system of multi-space meters have not been successful.

Education. MET. This recommendation was loosely defined to reach the maximum number of people in an "information-inundated culture." Measurable metrics were conspicuously absent.

Printed Materials. MET? Most information is now available on the Parks & Rec website.

Website. MET. The Parks and Recreation Department has developed a site that clicks off many of the recommended elements https://juneau.org/parks-recreation/parking:

- Resource and regulation maps.
- A copy of the DPMP.
- Contact information for parking management staff.
- List of "Frequently Asked Questions" (FAQs). The first page of the site has a link to an Adobe document of parking FAQs (attached).
- Parking rate schedules.

The site focuses on parking operations, and includes information on garage permits, on-, and off-street parking.

Hot Line. NOT MET. CBJ has not established a hot line, but instead refers people to the Parks and Recreation general number. Perhaps the "joke hotline" can be used after COVID is over.

Personal Assistance. NOT CURRENTLY MET. This recommendation was for assistance when a new metering system was installed.

Real-Time Information. NOT MET. This aspirational recommendation would have provided parking availability information using technology.

Enforcement. This is a statement of what enforcement is, rather than a recommendation.

Off-street CBJ Facilities. NOT MET. This described how management could work, rather than a recommendation. **Docks and Harbors Facilities.** NOT MET. Again, a statement of the current condition, rather than a recommendation. The plan indicates that a Memorandum of Understanding between CBJ and Docks and Harbors should be developed and CBJ take over management of the Docks and Harbors parking.

On-Street Spaces. NOT MET. Another bed time story.

Residential Parking Zones. MET. Neighborhoods can petition the manager's office to create a permitted "Residential Parking Zone." The code has been established. To date, no neighborhoods have pursued this option. If zones were created, fines for parking in restricted areas would be $55.

Loading zones. PARTIALLY MET. This recommendation folds enforcement efforts into loading zone management. CBJ staff are recommended to work with downtown businesses to schedule deliveries during off-peak hours. Loading zone enforcement is done by the Community Service Officers (JPD) and our Code Enforcement Officer (CDD).

Ongoing management. MET. This recommendation provided two options. One was ongoing management by the Assembly. The transparent public process would be balanced with the inertia of the system. The option chosen was delegating management authority to the Manager or a board.

The end of the plan has recommended code modifications (Ordinance 2010-21, Attached).

3.30.051 Traffic Fine Schedule: DONE. This recommendation would establish a $50 fine for parking in the yet-to-exist residential parking zones (fee is now $55). There is a $40 fee for living in your car.

49.05.200 Comprehensive Plan: DONE. This modification recommended adopting the parking study as part of the Comprehensive Plan, accomplished under Ordinance 2010-21.

72.01.125 Parking Zones: DONE. Update of yellow curbing.

72.14 Parking Equipment: DONE. Authority to establish and maintain, and establish a Parking Management Advisory Committee.

72.18.035 Residential Parking Zone permits: DONE. Establishes procedures for establishing zones.

Parks and Recreation currently does the lion's share of parking management and their Director is enthusiastic about participating in your plans in whatever way you find hopeful. Ideas they would like to implement include:

- If the goal is to encourage "churn" of on-street parking, then we should incentivize people to park in our garages and lots. Currently, we do just the opposite: on-street parking is free while it costs money to park in a garage/lot.
- Parking meters for on-street parking.
- Automated gates/pay stations for garages and lots.
- We should centralize parking management and enforcement. It is confusing and inefficient for the public to navigate a process shared by Parks & Recreation, Streets, JPD, CDD, and the Manager's Office. This could be done through a staff position at CBJ, a public-private partnership with DBA (similar to EasyPark in Anchorage), or a contract with a company like Republic Parking.

Presented by: The Manager
Introduced: 06/28/2010
Drafted by: J.W. Hartle

ORDINANCE OF THE CITY AND BOROUGH OF JUNEAU, ALASKA

Serial No. 2010-21

An Ordinance Amending the Traffic Code Relating to Parking, Adopting the 2010 Downtown Parking Management Plan, Providing for the Establishment of Residential Parking Zones, and Providing for a Penalty.

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

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

Section 2. Amendment of Section. CBJ 03.30.051 Traffic fine schedule, is amended to read:

03.30.051 Traffic fine schedule.

Pursuant to sections 03.30.010--03.30.015 of this chapter, those of the following traffic offenses which are amenable to disposition without court appearance may be disposed of upon payment of the fines listed to the municipal clerk of the court. If a person charged with one of these offenses appears in court and is found guilty, the penalty imposed for the offense may not exceed the fine amount for that offense listed in the following schedule:

TRAFFIC FINE SCHEDULE

CBJ	Offense	Fine
Chapter 72.17:	Street Closure Permits	
72.17.010	Unlawful street closure	100.00
Chapter 72.18	Special Permits	
72.18.035	Parking in violation of a residential parking zone regulation	*50.00*
Chapter 72.24:	Snow Removal	
...	...	...

Section 3. Amendment of Section. CBJ 49.05.200 (b)(1) Comprehensive plan is amended to read

49.05.200 Comprehensive plan.

...

(b) The comprehensive plan adopted by the assembly by ordinance contains the policies that guide and direct public and private land use activities in the City and Borough. The implementation of such policies includes the adoption of ordinances in this title. Where there is a conflict between the comprehensive plan and any ordinance adopted under or pursuant to this title, such ordinance shall take precedence over the comprehensive plan.

(1) Plan adopted. There is adopted as the comprehensive plan of the City and Borough of Juneau, that publication titled "The Comprehensive Plan of the City and Borough of Juneau, Alaska, 2008 Update," including the following additions:

(A) The Juneau Coastal Management Plan, dated 1986, as amended through December 1990;

(B) The Downtown Historic District Development Plan, dated December 1981; provided that the proposed district boundaries shall be those established by the assembly under a separate ordinance;

(C) The Long Range Waterfront Plan for the City and Borough of Juneau, dated January 22, 2004, as amended;

(D) The Last Chance Basin Land Management Plan, dated May 1978, updated November 1994;

(E) Watershed Control Program - Salmon Creek Source, dated April 1992;

(F) Watershed Control and Wellhead Protection Program - Gold Creek Source, dated November 1994;

(G) Chapter 6 and Plate 1 of the West Douglas Conceptual Plan, dated May 1997;

(H) Juneau Non-Motorized Transportation Plan, dated November 2009; and

(I) 2010 Downtown Parking Management Plan

...

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Section 4. Amendment of Section. CBJ 72.01.125 Parking zones, is amended to read:

72.01.125 Parking zones.

All curbing painted yellow shall mean "no parking at any time" unless designated as a restricted parking zone by a sign or other appropriate marking that indicates the restriction or limitation on parking.

Section 5. Amendment of Chapter. CBJ 72.14 Parking Payment Boxes, is amended to read:

Chapter 72.14

PARKING PAYMENT EQUIPMENT

72.14.010 Authority to establish parking payment areas.

The manager is authorized to regulate and charge fees for parking pursuant to a parking plan adopted by ordinance as an addendum to the CBJ Comprehensive Plan.

72.14.015 Installation of parking payment equipment.

(a) The manager or the manager's designee shall install parking payment equipment in the areas established by the parking plan.

(b) Each entrance to each off-street parking area shall be posted by a sign indicating the days and hours when parking payment is required and the amount thereof per hour of parking.

(c) On-street parking areas shall be posted by signs indicating the days and hours when payment for parking is required, and any other limitations to parking.

72.14.020 Parking payment.

(a) The parking payment plan shall specify the number and arrangement of the parking spaces in each parking payment area. Spaces and areas shall be designated by pavement markings and/or signs as appropriate.

(b) No person shall park a vehicle in a parking payment area without registering, and paying if required, for the use of all spaces occupied or partially occupied by their vehicle.

(c) No person shall park a vehicle other than a motor vehicle in a parking payment area without depositing a payment for the use of all spaces occupied or partially occupied.

72.14.025 Deposit of money.

(a) No person shall park or leave a vehicle in a parking payment area except as authorized by adequate payment deposited in the parking payment equipment.

(b) No person shall park a vehicle in a parking payment area parking space in excess of the time limit posted by sign.

72.14.030 Rate.

Parking in a parking payment area shall be at a rate determined by the manager to be appropriate for the area based on demand. Rates shall be set with the goal that all parking spaces within that rate area shall have an 80-90% occupancy rate during typical peak hours.

72.14.035 Tampering with parking payment signs or equipment.

No person shall deface, damage, tamper with, or open any parking payment sign or equipment.

72.14.040 Application of proceeds.

The monies deposited in parking payment equipment shall be collected by duly authorized agents of the City and Borough treasurer and shall be deposited in designated parking revenue funds as follows:

(a) 50% shall be deposited in a designated parking revenue fund, the intent of which is to fund the operations, maintenance, enforcement, and expansion of public parking facilities; and

(b) 50% shall be deposited in a designated neighborhood improvement fund, the intent of which is to fund improvements, maintenance, security, and beautification of the neighborhood in which the funds are collected.

72.14.045 Parking Management Advisory Committee authorized.

(a) The manager is authorized to establish a Parking Management Advisory Committee for the City and Borough to advise CBJ departments, the Planning Commission, manager, and assembly on matters related to parking.

(b) The Parking Management Advisory Committee shall be appointed by the manager and composed of CBJ department or division directors, or their designee, from the Lands and Resources Office, Parks and Recreation Department, Community Development Department, Juneau Police Department, Docks & Harbors Department, and four members of the public, one of whom shall be the owner of a business whose physical location is within that area formerly known as Service Area 1, and one of whom shall be a resident of a dwelling within that area formerly known as Service Area 1.

72.14.050 Penalties.

Violation of section 72.14.020 or section 72.14.025 is an infraction. Violation of section 72.14.035 is a Class B misdemeanor.

Section 6. Amendment of Chapter. CBJ 72.18 Special permits, is amended by the addition of a new section, to read:

...

72.18.035 Residential Parking Zone permits.

(a) A neighborhood may petition the CBJ to create a Residential Parking Zone (RPZ) for areas where on-street parking is allowed. The petition shall include:

(1) A map showing the proposed boundaries of the RPZ clearly showing which parcels are within the RPZ;

(2) A description of the parking issue(s) that affect the RPZ and how residents propose to address them;

(3) A list of all residential addresses within the RPZ, provided by the Community Development Department; and

(4) A petition with the printed name, signature, and residential address of each signatory. At least 50% of the residential addresses within the RPZ must be represented by residents on the petition as certified by the municipal clerk.

(b) After receiving a petition to create an RPZ, the manager, or his or her designee, shall review the petition to ensure that it is complete and accurate. If the petition is complete and accurate, the manager shall work with the neighborhood to determine the details of an RPZ.

(1) An RPZ plan may modify the following parking management within the proposed RPZ:

(A) Time limits. Time limits for on-street parking may be waived for residents of the RPZ; and

(B) Fees. If fees are charged for parking within the RPZ, residents may be exempted from some or all of those fees;

(2) No RPZ exception shall be granted to allow residents to park:

(A) In a dedicated handicapped-accessible parking space, unless a handicapped-accessible parking permit is displayed as required by law;

(B) Blocking a fire hydrant; or

(C) In a location where parking is otherwise prohibited;

(3) An RPZ plan may require residents to pay for some or all RPZ plan benefits;

(4) An RPZ plan may allow non-residents to purchase passes for parking within the RPZ; and

(5) An RPZ plan may utilize parking payment equipment to collect fees.

(c) RPZ plans shall be adopted by the manager by regulation pursuant to CBJ 01.60.

Section 7. Effective Date. This ordinance shall be effective 30 days after its adoption.

Adopted this 19th day of July, 2010.

Bruce Botelho, Mayor

Attest:

Laurie J. Sica, Clerk

DOWNTOWN PARKING OVERVIEW:

The following rules and procedures are now in effect for the Downtown Parking Management Zone.

ON-STREET PARKING:
- Is limited to a maximum of two consecutive hours per day during the enforcement hours of Monday – Friday, 8:00 a.m. to 6:00 p.m., unless otherwise restricted by a sign or device.
- Payment is not required.
- Registration is not necessary.

HOURLY OFF-STREET PARKING:
- You must pay to park Monday – Friday, 8:00 a.m. to 4:00 p.m. (excluding holidays.)
- Hourly parking is available in three locations: the Shopper's Lot (corner of Main St. and Egan Dr.); the North Franklin Lot (corner of North Franklin St. and Second St.) and in spaces 5-25 of the Marine Parking Garage (MPG, 290 Marine Way.)
- Cost is 75¢ per hour, and payments must be made in hourly increments.
- Method of payment is pay-by-space via cash or coin. Checks and credit cards are not accepted.
- Deposit payment in pay box, located near the entrance of each hourly parking area.
- No receipt is given.

WEEKLY, MONTHLY, ANNUAL OFF-STREET PARKING:
- You must pay to park Monday – Friday, 8:00 a.m. to 4:00 p.m. (excluding holidays.)
- You may purchase a permit in the Parks & Recreation office, located in Room 218 of City Hall.
- Parks & Recreation hours of operation are Monday – Friday, 8:00 a.m. to 4:30 p.m.
- Permits are in the form of a paper hang tag, which must be visibly displayed on your rear view mirror with the expiration date facing the front of your vehicle, as indicated on the permit.
- Permits are transferrable between vehicles.
- Permits may be purchased in weekly, monthly or yearly increments.
- Permit parking is only available at the Downtown Transportation Center parking garage (DTC, 100 Main St.), the Marine Parking Garage (MPG, 290 Marine Way) and may be available seasonally (December – April) at the Marine Park Plaza (Main St. between Marine Park and the Marine Parking Garage.)
- Permits are facility-specific: DTC permits are only valid at the Downtown Transportation Center parking garage and MPG Permits are only valid at the Marine Parking Garage and at Marine Park Plaza. Marine Park Plaza may be open for public parking seasonally and parking is prohibited between the hours of 2:00 a.m. and 6:00 a.m.
- Cost for an MPG permit is: $15 per week; $50 per month; $550 per year.
- Cost for a Premium/DTC permit is: $20 per week; $65 per month; $700 per year.

FREE LIBRARY PARKING
- Free two-hour parking for the Downtown Library is available at the Marine Parking Garage (MPG, 290 Marine Way) in spaces A – V.
- You must register your space number and license plate number on the Parking Registration form, located at the circulation desk in the library.
- You may request an Extended Parking Permit from a Library employee if you require more time.

Q: HOW DO I KNOW WHERE THE DOWNTOWN PARKING MANAGEMENT ZONE IS?
A: There are signs at the entrance informing you that you're entering the Downtown Parking Management Zone. The zone extends from the corner of Egan Dr. & Main St. to the corner of Main St. & Fourth St. to the corner of Fourth St. & N. Franklin St. to the corner of S. Franklin St. & Admiral Way to the corner of Egan Dr. & Main St.

There is also a link to the zone map, located on our website at: http://www.juneau.org/parkrec/parking.php

Q: WHERE CAN I PARK?
A - SHORT-TERM PARKING: If you're parking downtown for two hours or less at one time, you can park for free in any available on-street parking space. Please be aware that some spaces are loading zones, or are limited-time parking (example: some spaces are restricted to 15-minute parking.) These spaces are identified by signs and are not available for two consecutive hour on-street parking.

If you're parking for more than two hours, hourly off-street parking is available in three locations: the Shopper's Lot (corner of Main St. and Egan Dr.); the North Franklin Lot (corner of North Franklin St. and Second St.) and in spaces 5-25 of the Marine Parking Garage (MPG, 290 Marine Way.) The fee to park in these hourly spaces is 75¢ per hour. Payments must be made in hourly increments, with cash or coin only.

LONG-TERM PARKING: If you're parking for a week or longer, weekly, monthly and yearly off-street parking permits can be purchased for the Downtown Transportation Center parking garage (DTC, 100 Main St.), the Marine Parking Garage (MPG, 290 Marine Way) and may be valid seasonally (December – April) at the Marine Park Plaza (Main St. between Marine Park and the Marine Parking Garage.) These permits are facility-specific and prices vary.

Q: HOW MUCH DOES IT COST TO PARK?
A: On-street parking is free, and is limited to two consecutive hours per day. On-street parking is enforced from 8:00 a.m. to 6:00 p.m., Monday – Friday.

Off-street hourly parking is charged at 75¢ per hour, payable by cash or coin. Payments must be made in hourly increments. Checks and credit cards are not accepted.

The cost for an off-street Marine Parking Garage permit is $15 per week, $50 per month or $550 per year.

The cost for an off-street Downtown Transportation Center parking garage permit is $20 per week, $65 per month or $700 per year.

Off-street parking is enforced from 8:00 a.m. to 4:00 p.m., Monday – Friday.

During non-enforcement hours and on CBJ-observed holidays, there is no charge for parking.

Q: WHEN IS PARKING FREE?
A: Free parking is available on-street every day, and is limited to two consecutive hours per day during enforcement hours. On-street enforcement hours are Monday – Friday, 8:00 a.m. to 6:00 p.m.

Free parking is available off-street outside of enforcement hours. Off-street enforcement hours are Monday – Friday, 8:00 a.m. to 4:00 p.m.

During non-enforcement hours and on CBJ-observed holidays, there is no charge for parking. For a complete list of all CBJ-observed holidays, please visit our website: http://www.juneau.org/parkrec/parking.php and click on the Parking Holiday Schedule link, located near the bottom of the page.

Q: DO I HAVE TO REGISTER MY VEHICLE?
A: You must register your license plate number and space number only if you are parking in one of the free two-hour Library Only parking spaces (spaces A-V) in the Marine Parking Garage. The Parking Registration form is located at the circulation desk in the library.

ON-STREET: There is no requirement to register your vehicle. Parking is limited to two consecutive hours per day.

OFF-STREET: There is no requirement to register your vehicle; however, you must pay to park during the enforcement hours of 8:00 a.m. to 4:00 p.m. Monday – Friday.

Q: I HAVE AN ADA PLACARD OR ADA LICENSE PLATE. WHERE CAN I PARK?
A: ON-STREET: There is no fee or registration for parking in an on-street ADA space, although time is limited to four hours. There is no fee or time limit for parking in a general on-street parking space, unless time is restricted by signage (for example, parking in a 15-minute loading zone.) You must have your ADA placard properly displayed or have an ADA license plate on your vehicle.

OFF-STREET HOURLY: There is no fee or registration for parking in an off-street hourly ADA space; although you must have your ADA placard properly displayed or have an ADA license plate on your vehicle. You must pay to park in a general hourly parking space. Parking spaces are designated by space numbers.

OFF-STREET IN A PARKING GARAGE: There is no fee or permit needed to park in an ADA space in either parking garage. You must have your ADA placard properly displayed or have an ADA license plate on your vehicle if you are parking in an ADA space.

Q: IS TWO HOURS OF FREE ON-STREET PARKING AVAILABLE?
A: Yes, two consecutive hours of free on-street parking is available. Drivers can park on-street once per day for two consecutive hours. There is no requirement to register your vehicle, and parking is free. Two consecutive hours of parking is enforced Monday – Friday, 8:00 a.m. to 6:00 p.m.

Q: CAN I PARK FOR LONGER THAN TWO HOURS ON THE STREET?
A: No, on-street parking is limited to two consecutive hours per day. There is no requirement to register your vehicle, and parking is free.

Purchasing a permit to park on-street for additional time is not available.

If you have already utilized your two hours of free on-street parking for the day, you will need to move your vehicle to one of the three hourly parking areas, located at: the Shopper's Lot (corner of Main St. and Egan Dr.); the North Franklin Lot (corner of North Franklin St. and Second St.) and in spaces 5-25 of the Marine Parking Garage (MPG, 290 Marine Way.) The fee to park in these hourly spaces is 75¢ per hour. Payments must be made in hourly increments via cash or coin. Checks and credit cards are not accepted.

Please note that on-street parking is limited to two consecutive hours per day. If you've already parked on-street once during a day, you will need to park in an hourly parking area if you come downtown again, even if you did not use your full two hours the first time you parked on-street.

Q: WHERE DO I MOVE MY VEHICLE AFTER MY TWO HOURS OF ON-STREET PARKING ARE UP?
A: If you have already utilized your two hours of free on-street parking for the day, you will need to move your vehicle to one of the three hourly parking areas, located at: the Shopper's Lot (corner of Main St. and Egan Dr.); the North Franklin Lot (corner of North Franklin St. and Second St.) and in spaces 5-25 of the Marine Parking Garage (MPG, 290 Marine Way.) The fee to park in these hourly spaces is 75¢ per hour. Payments must be made in hourly increments via cash or coin. Checks and credit cards are not accepted.

Please note that on-street parking is limited to two consecutive hours per day. If you've already parked on-street once during a day, you will need to park in an hourly parking area if you come downtown again, even if you did not use your full two hours the first time you parked on-street.

Q: WHERE ARE THE HOURLY PARKING AREAS LOCATED?
A: There are three hourly parking areas, located at:

- The Shopper's Lot, on the corner of Main St. and Egan Dr.
- The North Franklin Lot, on the corner of North Franklin St. and Second St.
- Spaces 5-25 of the Marine Parking Garage, at 290 Marine Way.

Q: WHERE ARE THE PARKING GARAGES LOCATED?
A: The Marine Parking Garage (MPG) is located at 290 Marine Way. The Downtown Transportation Center parking garage (DTC) is located at 100 Main St.

Q: CAN I PARK FOR FREE IN THE PARKING GARAGES?
A: Yes, during non-enforcement hours and during CBJ-observed holidays, drivers can park in the garages for free. If you're parking in a garage between the hours of 8:00 a.m. and 4:00 p.m. Monday - Friday, when paid parking is enforced, you must purchase a permit to park in the parking garages. Permits must be purchased at Parks & Recreation, and are available in weekly, monthly and annual increments.

For a complete list of all CBJ-observed holidays, please visit our website: http://www.juneau.org/parkrec/parking.php and click on the Parking Holiday Schedule link, located near the bottom of the page.

Q: WHERE DO I PURCHASE A PERMIT?
A: Parking permits are only available for the off-street Marine Parking Garage and Downtown Transportation Center parking garage, and must be purchased at Parks & Recreation. The Parks & Recreation office is located at 155 S. Seward Street in Room 218 of City Hall.

Purchasing a permit to park in an off-street hourly parking facility is not available. Payment is to be made via cash or coin in the pay box, located near the entrance of each hourly parking facility.

Purchasing a permit to park on-street is not available.

Q: IS MY PARKING PERMIT VALID EVERYWHERE?
A: No, permits are facility-specific: Premium/DTC permits are only valid at the Downtown Transportation Center parking garage and MPG Permits are only valid at the Marine Parking Garage and at Marine Park Plaza, when available. Marine Park Plaza may be open for public parking seasonally (December – April) and parking is prohibited between the hours of 2:00 a.m. and 6:00 a.m.

Purchasing a permit to park in an off-street hourly parking facility is not available. Payment is to be made via cash or coin in the pay box, located near the entrance of each hourly parking facility. Payments must be made in hourly increments, and checks and credit cards are not accepted.

Purchasing a permit to park on-street is not available.

Q: IS THERE SOMEWHERE THAT I CAN CHARGE MY ELECTRIC VEHICLE?
A: Yes, we have an electric vehicle charging station at the Marine Parking Garage. Spaces 24 and 25 are designated exclusively for electric vehicles. As there are limited options for vehicles to charge in the downtown area, these spaces are only available for electric vehicles that are actively charging, and are limited to two hours of use per day.

The charging station is active between the hours of 8:00 a.m. and 10:00 p.m. Sunday through Saturday.

There is no fee to use the charging station, but you must pay to park in the parking space during enforcement hours. Payment can be made via cash or coin in the pay box, located near the entrance of the parking garage. Payments must be made in hourly increments, and checks and credit cards are not accepted. MPG parking permit holders may also park in these spaces, but only while they are charging. Once your vehicle is either charged or you've reached the two hour time limit, you must move into another parking space.

Q: IS MY MPG PARKING PERMIT VALID IN ELECTRIC VEHICLE CHARGING SPACES?
A: Yes, if you have an MPG parking permit for your electric vehicle, you can park in space 24 or 25 and charge your vehicle without being required to pay the hourly parking fee. Use of the charging station is limited to two hours day.

Please remember that parking is also limited to electric vehicles that are actively charging. The purpose of the charging station is for people to top off their charge, and there are limited options for vehicles to charge in the downtown area.

Q: CAN I PARK IN AN ELECTRIC VEHICLE CHARGING SPACE ALL DAY?
A: No, parking is restricted to vehicles that are actively charging, and is limited to two hours per day.

Q: IS THERE A FEE FOR USING THE CHARGING STATION?
A: No, there is no fee to use the charging station, but you must pay to park in the parking space during enforcement hours.

Enforcement hours are Monday – Friday 8:00 a.m. to 4:00 p.m.

Payment can be made via cash or coin in the pay box, located near the entrance of the parking garage. Payments must be made in hourly increments, and checks and credit cards are not accepted.

MPG parking permit holders may also park in these spaces, but only while they are charging, and only up to two hours. Parking and charging all day in a space is not permitted.

Q: HOW DO I PAY A PARKING CITATION?
A: You can pay your parking citation in person at the CBJ Cash Office Window, located downstairs in City Hall at 155 S. Seward St.

Payment can also be mailed to:

CBJ Cash Office Window
City Hall
155 S. Seward St.
Juneau, AK 99801

Electronic payment is not available at this time.

Q: HOW DO I APPEAL A PARKING CITATION?
A: If you've received a parking citation and feel that it was in error, you may appeal the citation via a Citation Appeal Request form. Forms can be found online on the website at: http://www.juneau.org/police/citation_appeal.php. Forms can also be picked up in the City Manager's Office, at 155 S. Seward St., Room 206.

Citation Appeal Request forms must be filled out, signed and submitted to the Citation Hearing Officer within 20 days of the date of issuance listed on the citation.

Forms can be submitted by:

- Email at Citation_Appeal@ci.juneau.ak.us
- Fax to: (907) 586-4568
- Mailed to:
  Citations Hearing Officer
  155 S. Seward St.
  Juneau, AK 99801
- Hand-Delivered to:
  CBJ Cash Office Window
  City Hall
  155 S. Seward St.
  Juneau, AK 99801

For additional questions, please call (907) 586-0660 or email Citation_Appeal@ci.juneau.ak.us.

For more information, please visit our website, http://www.juneau.org/parkrec/parking.php
or contact us at: (907) 586-5226 or Parks.Rec@juneau.org

Downtown Juneau Parking:

Usage Patterns
Through December 2012

Compiled by the City and Borough of Juneau
Community Development Department
With the Parks & Recreation Department
and
Bootlegger Parking Enforcement

February 12, 2013
Ben Lyman, Senior Planner

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On Monday, May 23, 2011, the City and Borough of Juneau embarked on a new trajectory of parking management, when free one-hour on-street parking in most of the downtown core was replaced with paid on-street parking, albeit with two free hours of parking available to all parkers. This change, achieved through the use of multi-space parking pay stations running a pay-by-license-plate system, was intended to encourage long term (all day or commuting) parkers to use off-street parking facilities while still providing free parking for shoppers and other short-term visitors to downtown Juneau.

Although some start-up problems were encountered, and communications problems disrupt system operation occasionally, there is little doubt that this new parking management system has resulted in behavioral changes for many downtown workers and visitors. Residents of some downtown neighborhoods have complained that the new on-street registration/payment requirement has resulted in spillover effects in their neighborhoods; the data collected by Community Development Department staff and presented in this document shows the level of those impacts more exactly than anecdotes are capable of doing, and offers insight to how those residents can find relief from any parking shortages that they have experienced.

Although the evidence that changing pricing and time restrictions for parking influences parking behavior is irrefutable, given the data shown in this document, not all of the documented changes in parking behavior were expected or intended, and some remain unexplained. Additional data collection over the long term will be required in order to understand long-term parking trends, especially as parking management is modified so as to adjust parking pressures to available supply.

In all of its past editions, this report was intended to be the unbiased record of parking use data collected to date. For the first time in the history of this report, staff set out in this January 2013 edition to determine if the three goals adopted with the Downtown Juneau Parking Management Plan of 2010 are being met, and if not, what changes can staff recommend for implementation to meet those goals. Each goal is discussed on the following pages, but at this time staff does not recommend any changes to management in order to better reach those goals.

In reviewing parking data, staff has found that additional information on parking management, parking availability, and even the use of parking pay stations needs to be disseminated to the public. Ample parking supply exists in downtown Juneau to accommodate peak parking events with capacity remaining; a lack of available parking can no longer be considered an excuse to not visit downtown Juneau.

With increased education of the parking public, parking use trends will continue to change; continued observations of parking behavior will be critical to responding to those changes, especially until the parking management goals adopted by the CBJ Assembly in the 2010 Downtown Juneau Parking Management Plan are fully achieved. Even after those goals have been met, continued data collection will be critical to making informed decisions on this vital and dynamic aspect of the transportation and land use connection. Parking will continue to be a critical issue as long as land is at a premium, residents desire a walkable community, and commuters rely on the private automobile as the dominant form of transportation. Changing land use patterns, demographics, fuel costs, and transit service levels will all play dramatic parts in the transportation of Juneau residents and visitors; to a lesser extent, weather patterns and non-motorized transportation mode share will also impact Juneau's parking landscape. Changes to variables that can impact parking use must be considered individually and in combination, as even temporary road reconstruction projects can have impacts on parking patters that ripple for blocks through a neighborhood.

By sharing collected data and explaining how changes to management affect parking use patterns, CBJ staff can continue to raise the public's awareness of parking management's purposes, building support for continued change while facilitating good will between the parking community, enforcement officers, and local government. These educational efforts are critical to the success of the parking management program, and the data in this document provides an important tool for building understanding of the system in the public.

Ben Lyman, Senior Planner
Community Development Department
January 31, 2013

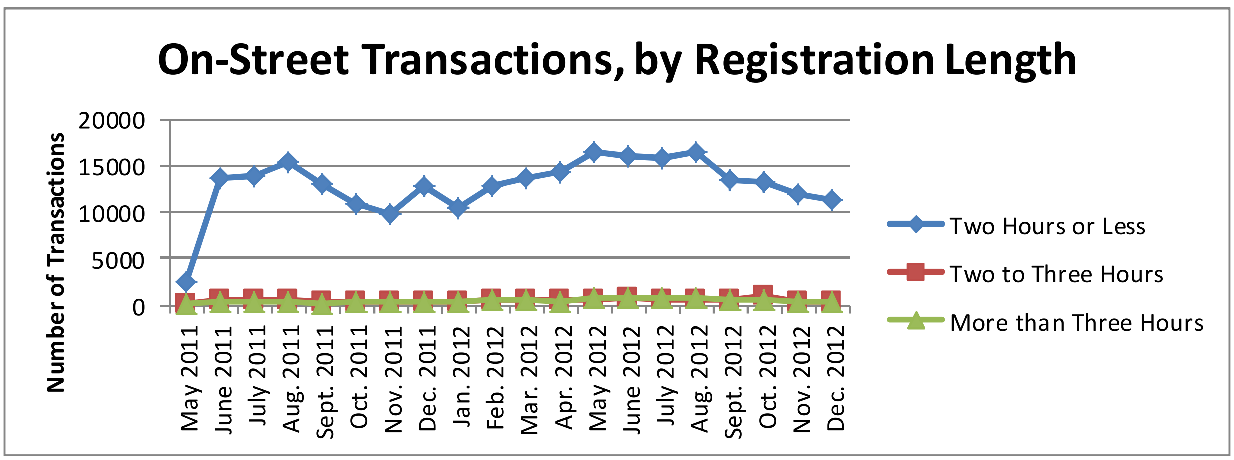
Goals of the Downtown Juneau Parking Management Plan:

1. Reduce the number of vehicles that are parked all day (long-term) in hourly (short-term) spaces.

2. Ensure that both the Marine Park Parking Garage and the Downtown Transportation Center Parking Garage (under construction) are utilized at or near capacity year-round.

3. Ensure that on-street parking spaces are available near all destinations at all times of the day for use by visitors who only need short-term parking.

Unfortunately, as there was no mechanism in place to track how long any particular vehicle was parked on downtown streets prior to initiation of the on-street parking management system, there is no "before" data to compare "after" data to. Accordingly, only anecdotal evidence can attest to whether or not Goal 1, "Reduce the number of vehicles that are parked all day (long-term) in hourly (short-term) spaces," is available. The nearly ubiquitously reference to employees moving their cars every hour to avoid parking citations when on-street parking was free for a single hour in any space is therefore the "base" from which to improve. As the chart below shows, the vast majority of on-street transactions are for two hours or less, with only 5-11% of transactions being for more than two hours of parking; this trend holds in months with any number of total transactions. Although no baseline data exists to compare with current data, it appears that Goal 1 is being met.

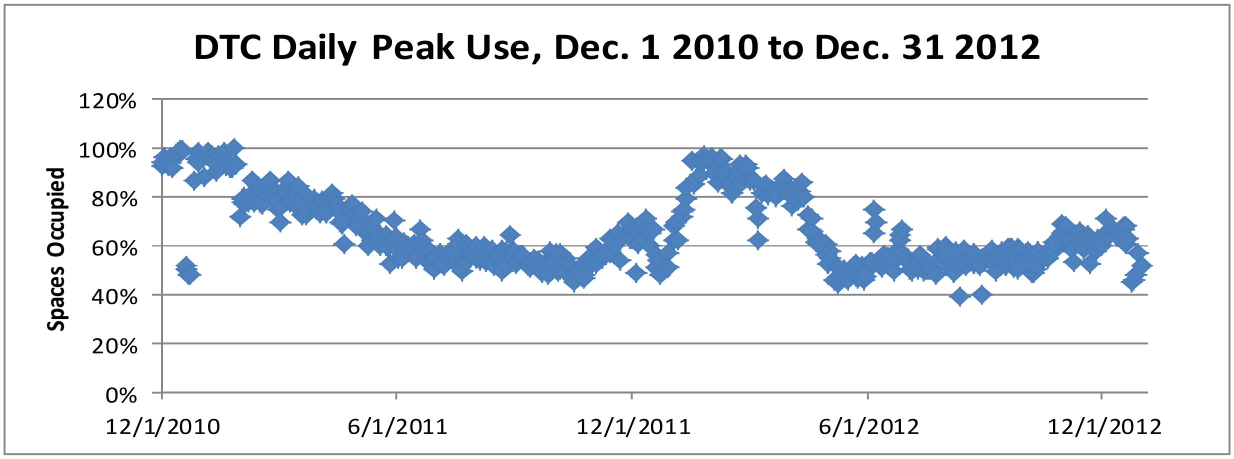


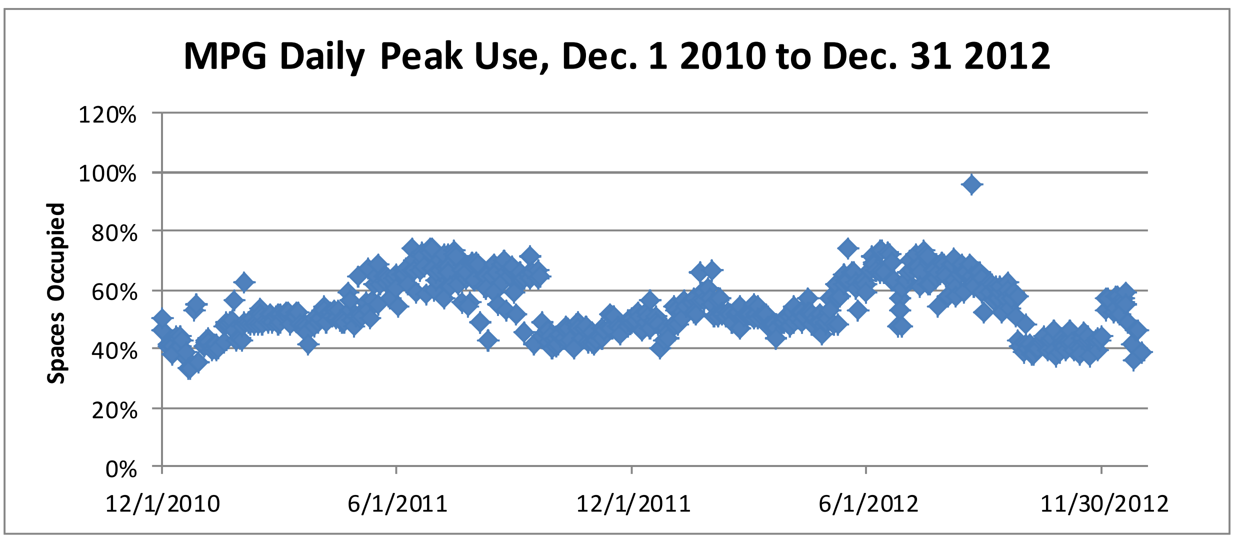
Usage of both the Marine Park Garage (MPG) and the Downtown Transportation Center (DTC) has been far below capacity through most months since the DTC was opened to the public in Dec. 2010; although one facility or the other might be busy during a particular month or season, there is always substantial capacity at the other garage. The charts on the following page show daily peak use for both facilities from Dec. 1, 2010 to Dec. 31, 2012. With few exceptions, use of both facilities has hovered around 40-60% since the DTC was opened. Goal 2, "Ensure that both the Marine Park Parking Garage and the Downtown Transportation Center Parking Garage...are utilized at or near capacity year-round," has not been met.

There are two primary ways in which progress can be made towards meeting this goal:

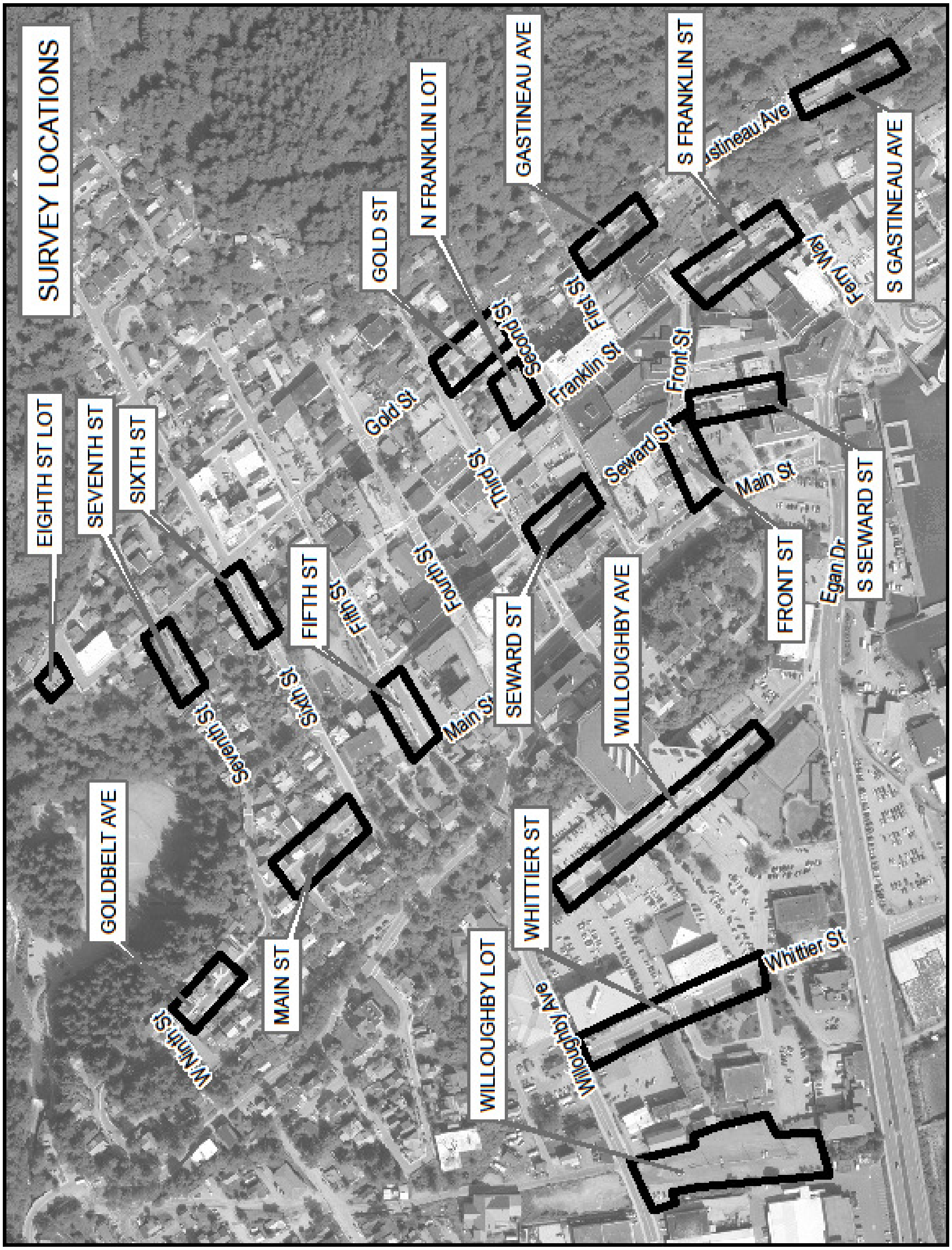
1. Increase demand for existing supply; and,
2. Lower price to shift existing demand due to economics.

With two major parking facilities recently removed from the downtown supply (Willoughby Lot and the Subport Lot adjacent to US Coast Guard Station Juneau) for at least the next four years (the Willoughby Lot will never be re-opened, as it will be occupied by the currently under construction State Library, Archives, and Museum (SLAM), and the Subport is being used for construction staging for that project; plans for the site after construction is completed have not been publicized), the excess capacity at the two CBJ-owned facilities (DTC and MPG) may play a critical part in meeting the shifted demand in the coming years. Accordingly, staff does not recommend pricing changes at the MPG or DTC at this time.





Occupancy rates of particular, representative blocks have been tracked since before on-street parking management went into effect, and the Parking Use Survey's *Usage Patterns* Report (this document) has published this data in several editions since on-street parking management began. This edition, like its predecessors, is composed primarily of charts displaying usage trends and related discussion. This data relates directly to Goal 3, "Ensure that on-street parking spaces are available near all destinations at all times of the day for use by visitors who only need short-term parking." Although there are certainly peak periods when no parking is available on some block faces, the data collected in the Parking Use Survey shows that peak use is often limited to relatively small areas at any given time, such as only one or two survey blocks in proximity to each other, and that peak use periods on those blocks do not extend to neighboring survey areas. That is, there may not be an on-street parking space directly in front of a given destination at all times, but there is almost always on-street parking available within one or two blocks of any destination. The existing parking management system appears to be meeting this goal, and staff does not recommend any changes to pricing or time limitations related to meeting this goal.



Parking Use Survey Map

The 2010 *Downtown Juneau Parking Management Plan* (DJPMP), adopted as an addendum to the *Comprehensive Plan of the City and Borough of Juneau* (CBJ) in Ordinance 2010-21, describes a Parking Use Survey to be conducted as part of Juneau's parking management program. That Parking Use Survey was initiated on April 29, 2010 with eight survey blocks; in the 32 months since it was initiated, staff has expanded the survey to include six additional blocks and three off-street parking lots (shown on map on previous page); one of those lots has subsequently been dropped from the survey due to changes in management. Data is also collected on use of the CBJ's two parking structures, the Marine Park Garage (MPG) and the Downtown Transportation Center (DTC), as well as the North Franklin Lot (managed as part of the DTC) by the contracted enforcement firm for those facilities, Bootlegger Parking Enforcement.

As some blocks have been added to the survey after its initiation, long-term usage trends, as well as before– and after-parking meter data is not available for some facilities. All available data is used in calculating the usage trends shown in this document; in some cases, since only post-parking management change data has been collected, limited conclusions can be drawn from the data. Long-term usage data for the MPG is available, since this facility has had hourly occupancy counts conducted in it for many years; for the sake of comparing recent parking trends, no MPG data pre-dating July 2010 is used in this document, even though it is available.

All data in this document is shown as a percentage of occupancy of the given facility. Thus, a block determined to have a capacity of seven standard vehicles will show 85.7% occupancy if six cars are parked along it, and 114.3% if eight cars are parked along it. Motorcycles are counted as a single vehicle, so blocks can be listed as over-capacity (anything over 100% occupancy) while still functionally having an available space. Although this situation is possible, over-capacity events typically result from vehicles being parked very closely together, having vehicles at block ends hang over into yellow-curbed areas, or simply from illegally parked vehicles that are functionally parked within the survey area; having even a single motorcycle parked on the block does make over-capacity counts more likely. For example, all over-capacity counts of the Eighth Street Lot are the result of a motorcycle and a car or truck sharing a single parking space.

The data shown in this document makes it clear that the implementation of paid on-street parking, which occurred on Monday, May 23, 2011, has affected parking behavior in downtown Juneau. Many downtown core streets that were often parked near, if not at, capacity are now fully utilized only at peak periods or outside of enforcement hours (8:00 am to 6:00 pm Monday through Friday); residential or other peripheral streets without paid on-street parking and with no time limits for free parking have seen changes as well, in some cases with increased occupancy rates and in other cases with decreased occupancy. All references to "before" and "after" in this document refer to this transition, with all survey periods prior to 5/23/11 listed as "before" and all those on or subsequent to 5/23/11 listed as "after."

Although some changes in parking behavior can be directly attributed to changes in parking management, factors that have affected parking enforcement have mitigated those effects to a large degree. Some parkers did immediately change their behavior upon installation of on-street parking meters; other parkers returned to old habits (or developed new habits) when they realized that parking enforcement was not occurring consistently until late October 2011. After technical start-up problems were resolved and the enforcement system was tested and found to be operating correctly in late October, enforcement efforts resumed, and many parkers had to re-learn how to follow "new" parking management rules that they had been ignoring for five months. Accordingly, many of the changes in parking behavior that were evident in the first few months after on-street parking meters went live were lost as parkers grew accustomed to ignoring parking restrictions. Intermittent communications failures between the pay stations, the hosting server, and the handheld enforcement devices again led to a suspension of enforcement in the fall of 2012. This is problematic not just because of lost citation revenue, but also because parkers who are not using the system correctly do not receive feedback and can become accustomed to using the system improperly; when enforcement is resumed after prolonged periods of suspension, parkers can be confused as to why they are "suddenly" receiving citations when they thought they were using the system correctly for a period of time.

Staff expects that as parking management matures in downtown Juneau, new blocks will be added to the parking use survey; it may happen that some survey blocks are found to not return useful data, and those blocks may need to be stricken from the survey so as to dedicate resources to other survey blocks. If survey blocks are considered for removal from the survey, special attention should be paid to whether or not other survey blocks represent the special circumstances of the block considered for removal from the survey. It is preferable to reduce the number of surveys conducted on a given block or facility to eliminating it from the survey altogether, since long-term data requires long-term collection.

In order to ensure the efficient allocation of finite resources, it is occasionally appropriate to suspend surveys of a given area or facility. For example, during the first weeks after parking meters went live in the downtown core, surveys typically skipped the Phase 2 Parking Management Area (Willoughby Lot, Willoughby Ave., and Whittier St.) in the interest of time; similarly, surveys of State Employee parking permits displayed on vehicles parked in the DTC were conducted occasionally in the winter of 2010-11; these counts were suspended until after on-street parking meters had gone live, when they were conducted two more times, after which they were suspended again until a single "status check" count in December 2011, and another in December 2012. These spot checks allow for comparison of trends over the course of many years without demanding very much staff time.

Additionally, changing management of a facility may warrant changes to survey blocks. The Willoughby Lot, which is owned by the State of Alaska, was managed as a public parking lot by the CBJ for several years, but this arrangement was terminated effective November 20, 2011. Accordingly, this facility was dropped from the parking use survey as its use was restricted to vehicles displaying a valid State of Alaska Employee parking pass. Construction of the new State Library Archives and Museum on this site has begun, and no public or state employee parking is available on this site currently.

The particular blocks or facilities that are surveyed are not the only changes to the Parking Use Survey that can be expected over time; the ways that collected data is viewed and organized will also change over time. The December 2011 edition of this document included new charts showing parking peak use at the MPG for each particular week day for each survey month; this view of the data explains otherwise anomalously large ranges between low and high occupancy counts at that facility for some months of the year. As this example shows, a particular view of the available data may result in new questions that in turn lead to new ways of organizing and viewing the data, which may result in additional questions that require yet another new way to view the available data.

The January 2013 edition includes, for the first time, transaction data collected by the multi-space pay stations. With approximately 20,000 transactions each month (combined on– and off-street parking), this is a rich data source that staff only gained access to and began to explore in the last months of 2012. This data will doubtless tell many stories about the parking management system when it is reviewed, but in this edition the data is used primarily to document how parkers are using the on-street system. The data shows a clear need for additional work educating the public about how to use the system, as well as indicating possible revisions to system operation to improve the user's experience.

Readers are encouraged to view the data presented in this document with a critical eye, and to forward any questions or requests that they have for particular views of data to Ben Lyman, Senior Planner, at the CBJ Community Development Department, 155. S. Seward St., Juneau, AK 99801, or by email at Ben_Lyman@ci.juneau.ak.us.

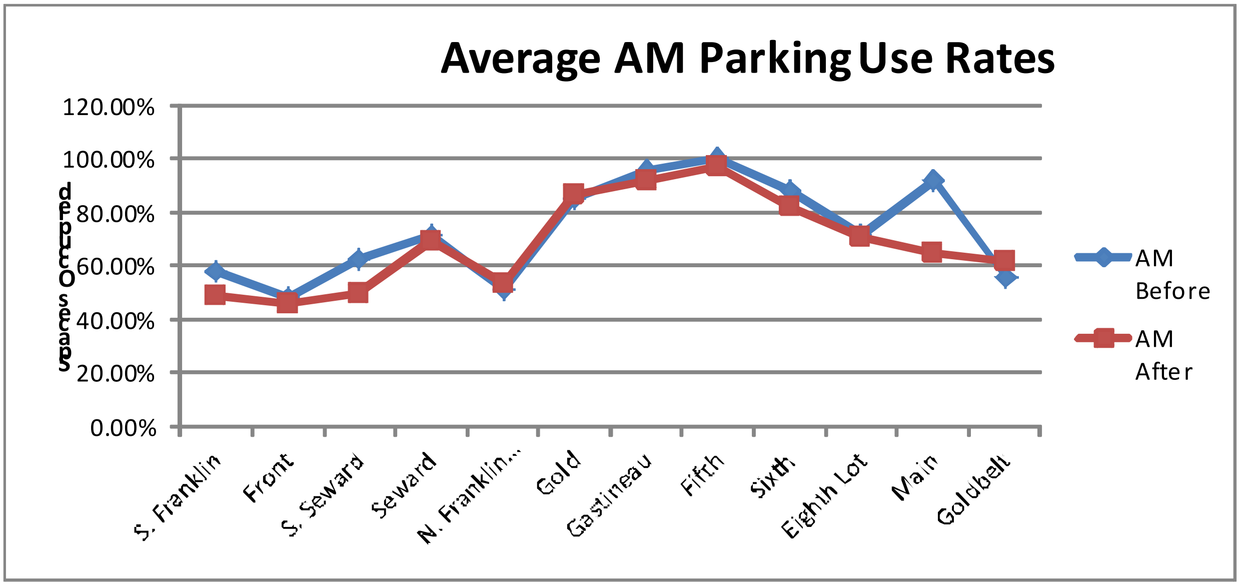
The first set of charts in this document show before and after average use rates for survey blocks during three time periods: AM surveys are conducted between 8:00 am and 12:00 pm (8:00 to 12:00); Lunch surveys are conducted between 12:00 pm and 1:00 pm (12:00 to 13:00); and PM surveys are generally conducted between 1:00 pm and 4:30 pm (13:00 to 16:30), although a small number of night-time surveys conducted primarily on residential streets are also in this group.

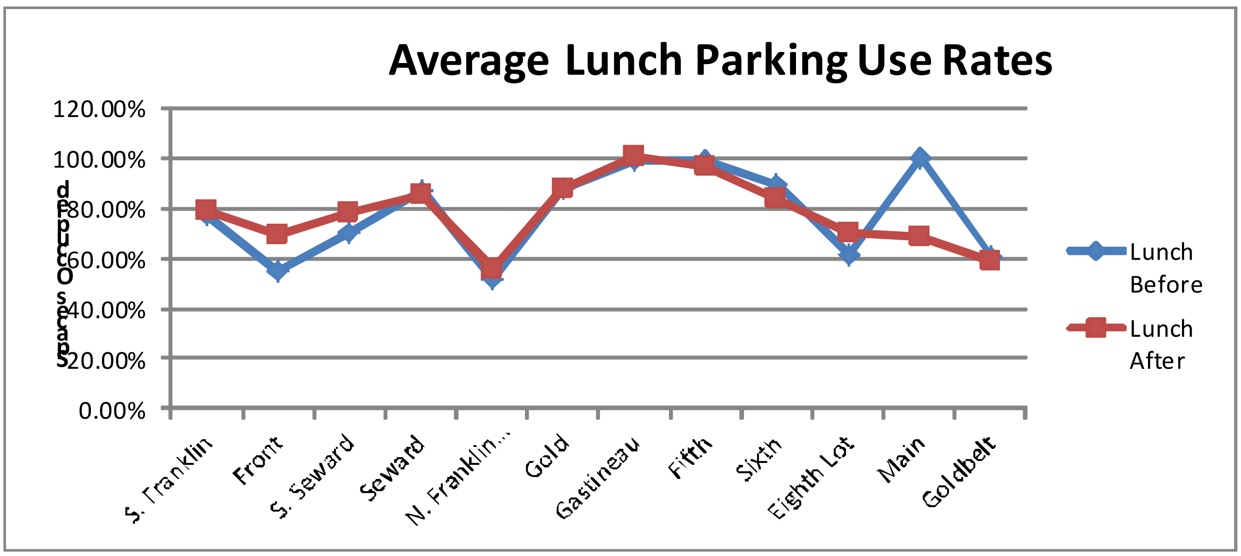
The survey streets are roughly organized from those in the central business area on the left to the peripheral streets and finally to the furthest residential streets from the commercial area on the right. The commercial streets, S. Franklin, Front, S. Seward, and Seward (left side of each chart) showed a high degree of volatility in use before and after the installation of on-street parking meters when data was first reviewed comprehensively in August 2011, but as parkers learned that the CBJ was unable to enforce adopted parking regulations over the course of the late summer and fall of 2011, many returned to old habits and parked their cars for extended periods of time without paying or registering for their time. Accordingly, the "after" occupancy data was not nearly as different from the "before" data in December 2011 as it was in August 2011. By December 2012, the average "after" data was nearly identical to the "before" data.

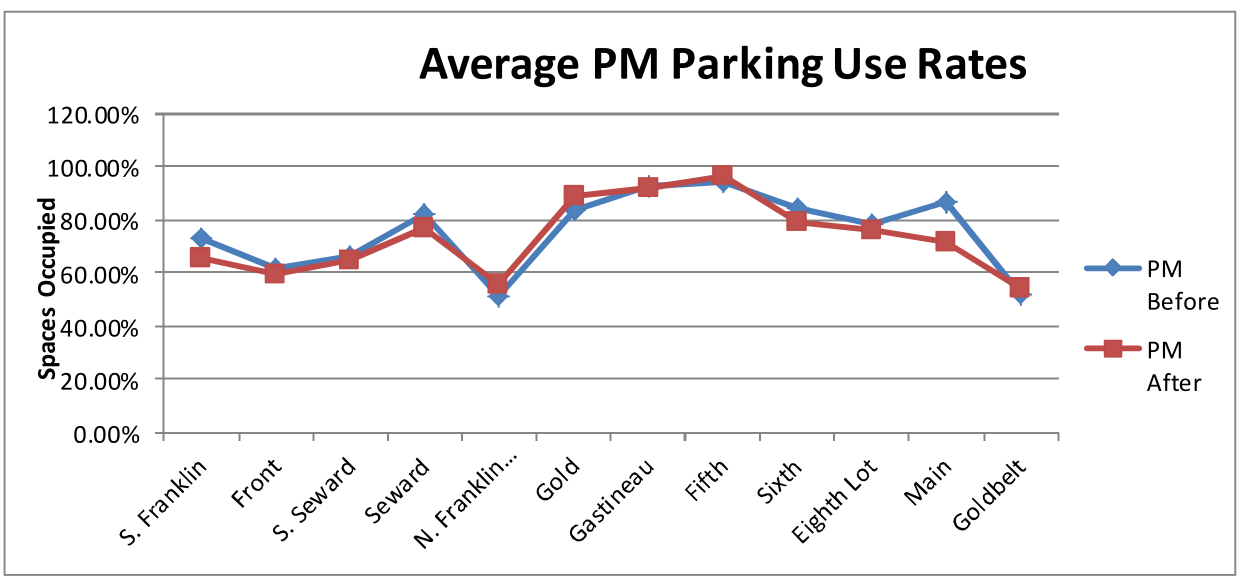
The streets on the periphery of the metered area, Gold, Gastineau, Fifth, and Sixth—where management was not changed and time-unlimited free parking is still available—have seen almost no change in occupancy rates with the implementation of paid parking in the downtown core. The more removed residential streets, Goldbelt Ave. and the Eighth Street Lot, show relatively little change throughout the day. Main Street has seen the greatest change in use, with a reduction in use of 25% in the AM and of 31% during the Lunch period; PM surveys found much less change in behavior, with only a 15% reduction in use. In December 2011, Goldbelt Ave. had very little change in use during the AM and Lunch period, but PM use rates increased by approximately 8%. By December 2012, average use patterns had changed on Goldbelt Ave., with no significant change in use during Lunch and PM periods, but with a 6% increase in AM use. This is the single greatest increase in utilization of any residential street following the installation of parking meters in the downtown core, but with average utilization of just 60% after this increase, Goldbelt Ave. is still not used to capacity.

For residents in areas with average usage rates that hover near 100%, the new on-street parking management system may appear to be making parking more difficult to find, but with uniformly high usage rates both before and after meter installation, the problem appears to be one of simply too many residents with too many cars and too few spaces; spillover effects from the metered area cannot alone explain these consistently high occupancy rates, as they pre-date the use of on street parking meters.

The North Franklin parking lot, which was generally understood to be unavailable for public parking previously, was opened to public use on Monday, May 30, 2011. At that time, its already-low occupancy levels plummeted, as those who had used the facility previously no longer had exclusive rights to their parking spaces and apparently did not take advantage of the now-public spaces; additionally, the general public was not aware that the long-underused lot was now available to them. In the months since that change, use of the N. Franklin Lot increased steadily through November 2011, with peak use remaining steady until a sharp decline in peak use in December 2011 and average use November and December 2011. In January 2012, average and peak use climbed sharply, and throughout 2012 the N. Franklin Lot saw average use at 60-80% of capacity, and peak use at 90-100%. Even with increased utilization, this facility is often capable of accommodating vehicles that can't find parking spaces on the Gold St. and Gastineau Ave. survey blocks, especially during night-time hours.

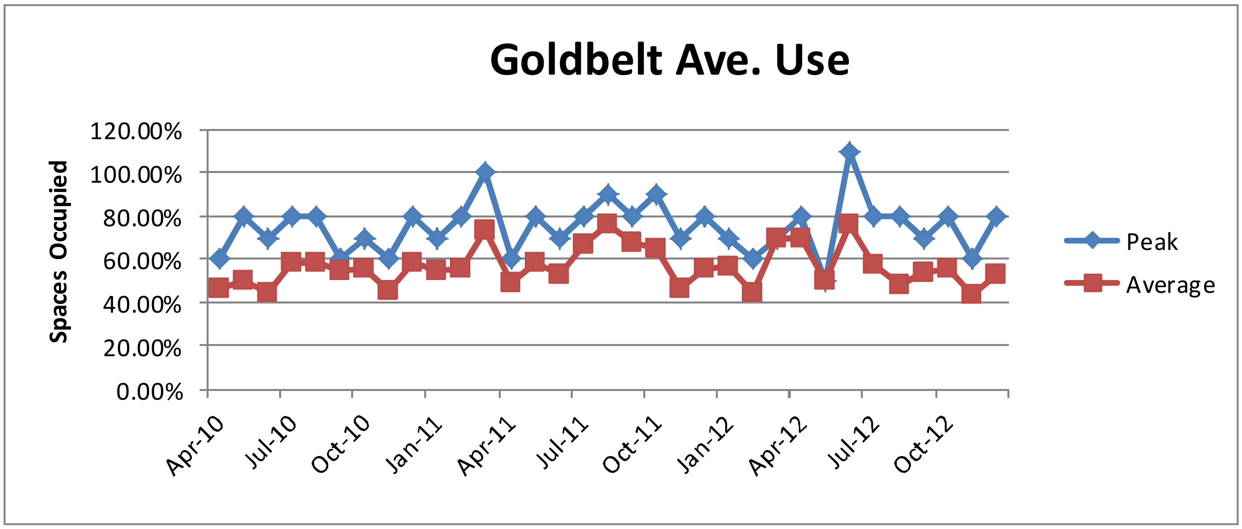

Average AM Parking Use Rates
120.00%
100.00%
80.00%
60.00%
40.00%
20.00%
0.00%
S. Franklin
Front
S. Seward
Seward
N. Franklin...
Gold
Gastineau
Fifth
Sixth
Eighth Lot
Main
Goldbelt
AM Before
AM After


Average Lunch Parking Use Rates
120.00%
100.00%
80.00%
60.00%
40.00%
20.00%
0.00%
S. Franklin
Front
S. Seward
Seward
N. Franklin...
Gold
Gastineau
Fifth
Sixth
Eighth Lot
Main
Goldbelt
Lunch Before
Lunch After

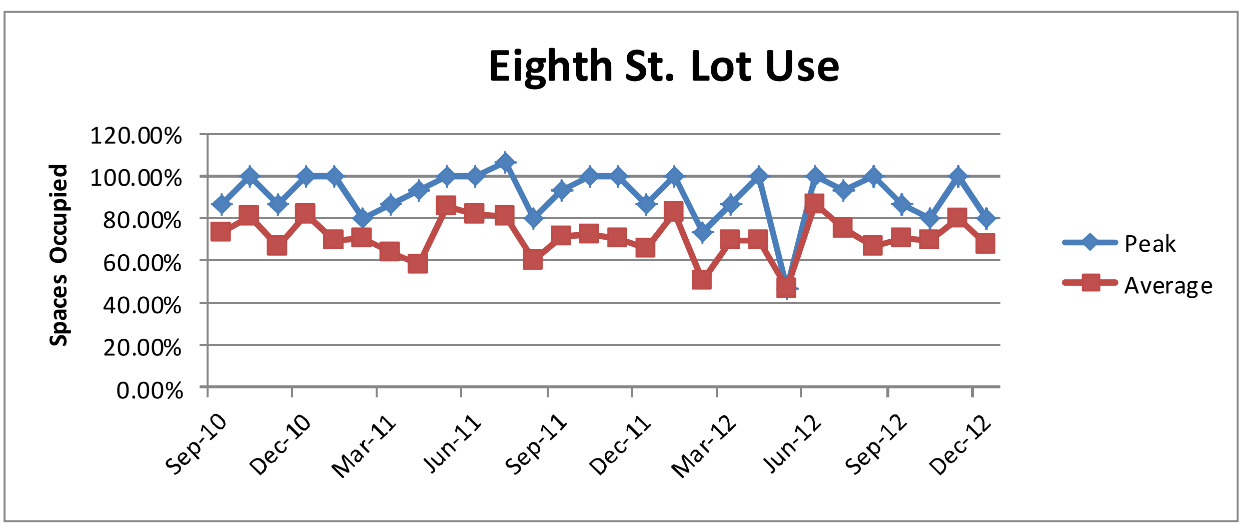

Average PM Parking Use Rates
Spaces Occupied
120.00%
100.00%
80.00%
60.00%
40.00%
20.00%
0.00%
S. Franklin
Front
S. Seward
Seward
N. Franklin...
Gold
Gastineau
Fifth
Sixth
Eighth Lot
Main
Goldbelt
PM Before
PM After

Goldbelt Avenue and the Eighth Street parking lot are the two residential survey blocks that are farthest from the pay/register to park area. The four blocks between these survey areas and the pay/register to park area are steep, and destinations are far enough from these blocks that they are rarely used by workers or other non-residents, although neighbors report that Legislative parking overflow affects the area. The data does not bear out a winter (legislative session) spike in parking use; other than the peak use of 100% in March 2011, discussed below, there is no indication that increased parking demand is placed on these survey blocks during the legislative session, January—April.

The data below shows that in 33 months of surveys, Goldbelt Ave. has only been parked at capacity during two months, first when street cleaning and construction related parking restrictions closed portions of Main Street, Seventh Street, and all of Dixon Avenue to parking in March 2011, with another uncharacteristic spike in use in June 2012. Average occupancy is generally below 60%, but has reached nearly 80% during a few months.

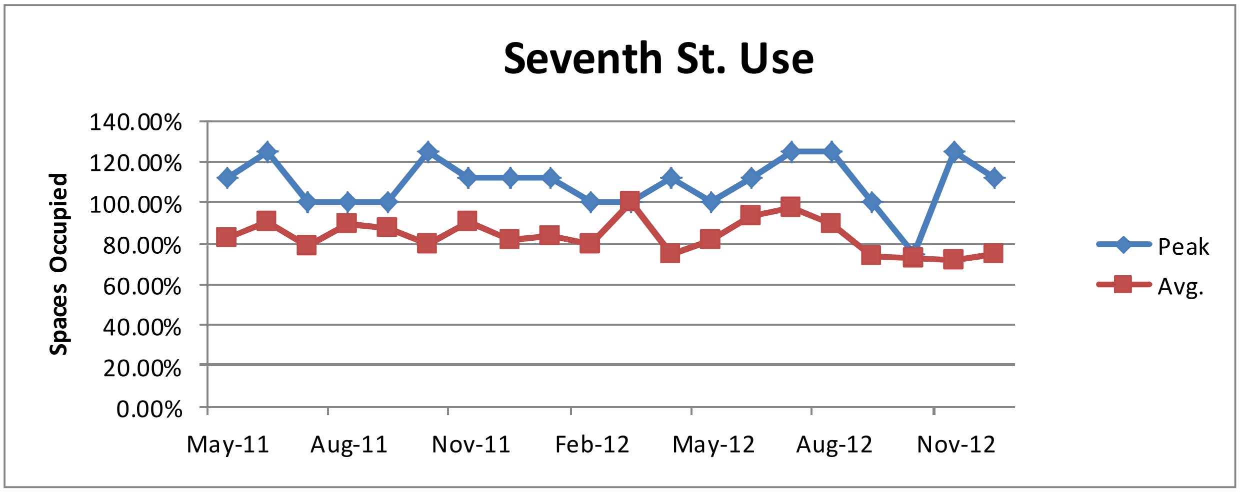


The Eighth Street Lot is often parked at capacity, and the presence of a single motorcycle in a corner of a space in the lot resulted in over-capacity counts in July 2011, when the space was occupied by both the motorcycle and another vehicle. Even though the lot is often full, its average occupancy is generally at or below 80%. The uncharacteristically low peak and average count in May 2012 is the result of only a single survey being conducted at this facility that month; anecdotal evidence (the author lives adjacent to the facility) suggests that use of this facility was typical in May 2012.

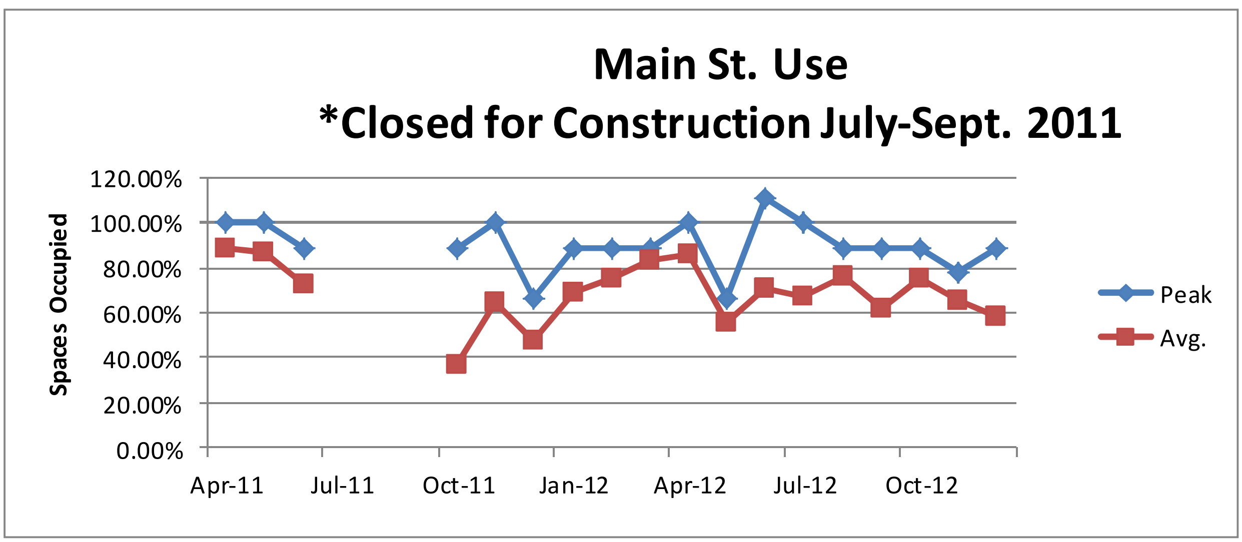


Some residential streets were added to the Parking Use Survey after on-street parking in the downtown core began requiring payment or registration; these facilities, with 20 months of data collected, can only be used to see current conditions and recent changes in behavior, as there is no "before" data to compare to "after" data. Seventh Street, between Gold Street and the N. Franklin Street stairs, is one such residential street. Main Street between Sixth and Seventh Streets was added as a survey block in April 2011, one month before Seventh Street was added to the survey; after data had been collected for just three months, this block was closed to parking and underwent reconstruction that lasted until October 2011.

Seventh Street parking use data shows that although the facility is full or parked over-capacity on a fairly regular basis, on average there are parking spaces available on this block. Even so, with 33% of counts finding the block to be parked at 100% of capacity or more, and 56% of counts finding that one or fewer parking spaces are available on the block, this survey block should be considered to be operating at capacity.

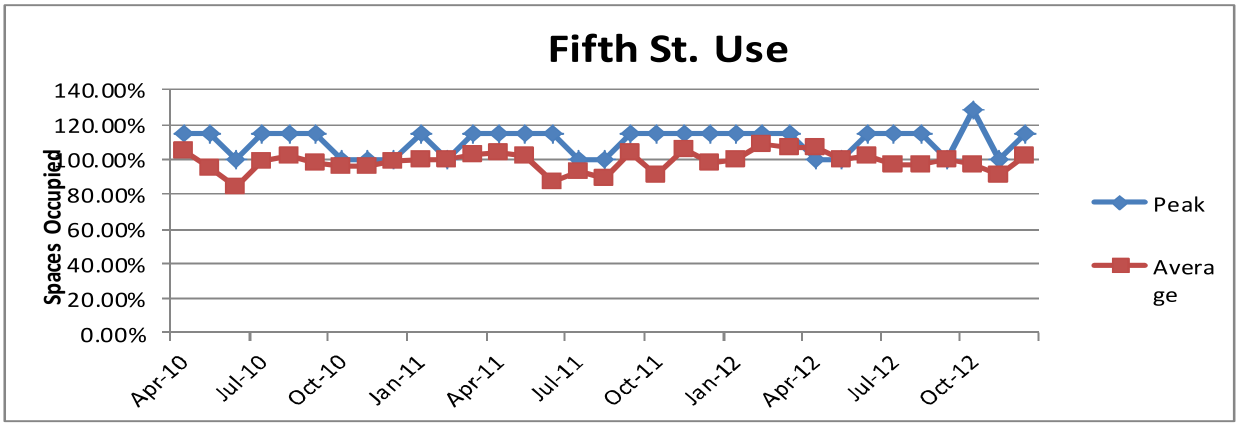


The Main Street survey block was added in April 2011, and was conducted for three months before Main Street was closed for construction from Fifth Street to Seventh Street. Surveys were resumed when the block was re-opened for parking in October 2011. However limited data on use of this survey block is, it does provide some insight to neighborhood parking dynamics when compared to nearby survey blocks. All but one of the over-capacity peak parking events on Seventh Street could have been mitigated, for example, if neighbors had utilized the capacity that was available on Main Street at those times. Only in one survey period were both facilities parked at capacity simultaneously.

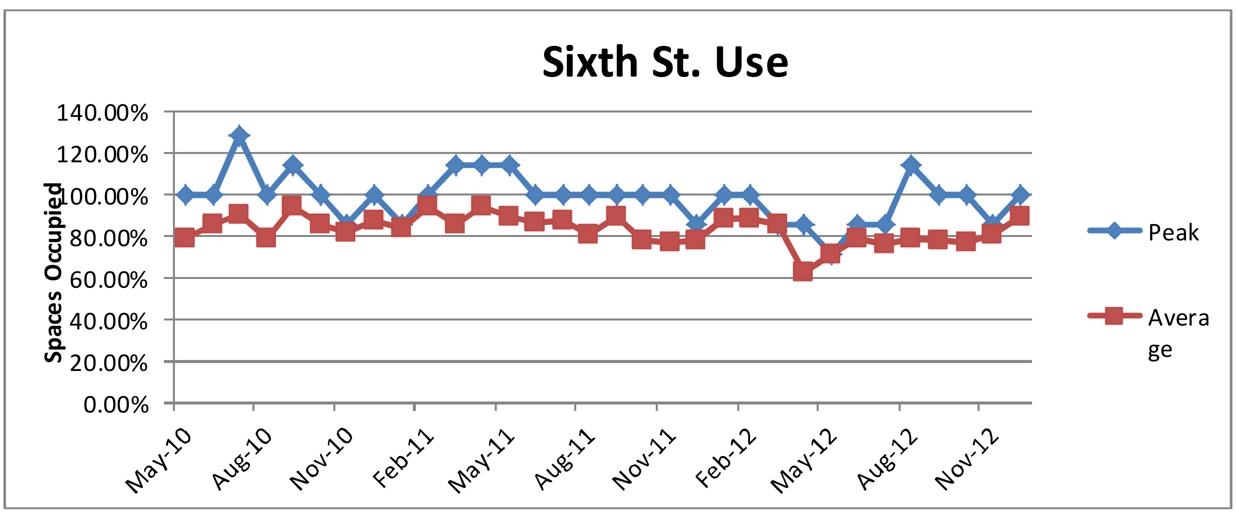


Fifth and Sixth Streets are heavily used by both residents and workers, with major employment destinations directly adjacent or within a few blocks, and the pay/register to park area only one or two blocks away. With time-unlimited parking, these blocks attract commuters with unrestricted free parking—and these streets both display very high occupancy rates as a result of these pressures.

Fifth Street has the highest typical peak occupancy rates of any survey block, and its monthly averages routinely top 100%. Because the block was regularly parked over-capacity before on-street pay stations were installed, no additional spillover could take place onto this block—there simply wasn't any capacity for increased usage. However, any increase in demand is likely to translate to shorter periods of time when any parking is available on this survey block. June 2010 and 2011 saw the lowest average utilization of this block of any of the 33 months surveyed. All months have had peak counts of 100% or more, and average monthly counts dip below 95% in only five months; June 2010 and 2011, as well as July, August, and October 2011 are in this group. It is interesting, if somewhat counter-intuitive, that four of these five "record-low average" months were after on-street parking meters began to be used just a few blocks away.

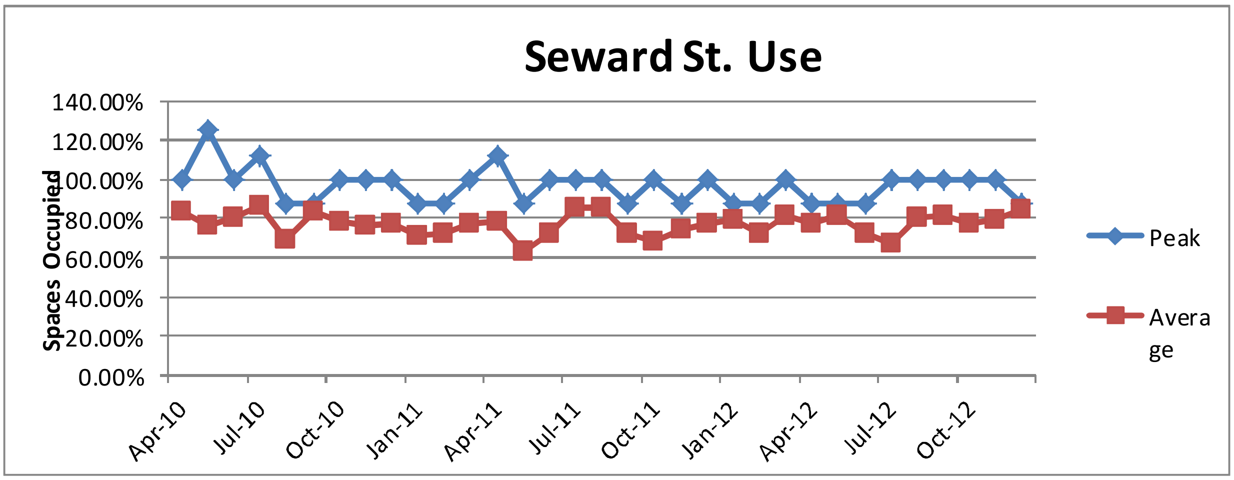


Sixth Street routinely experiences over-capacity peak parking use, but its average use is typically between 80-95% of capacity. The location of this survey area one block further up the hill from downtown destinations than the Fifth Street block appears to translate to reduced demand, as would be expected. Although average usage tends to be fairly consistent throughout the year, observed peaks in usage are lower during winter months than during the rest of the year; this is counter-intuitive, as the winter months bring the Legislature to the vicinity, and residents typically complain that on-street demand peaks during the Legislative Session. Use of this block reached record low levels of average use (less than 78%) in October and November 2011, again against expectations.

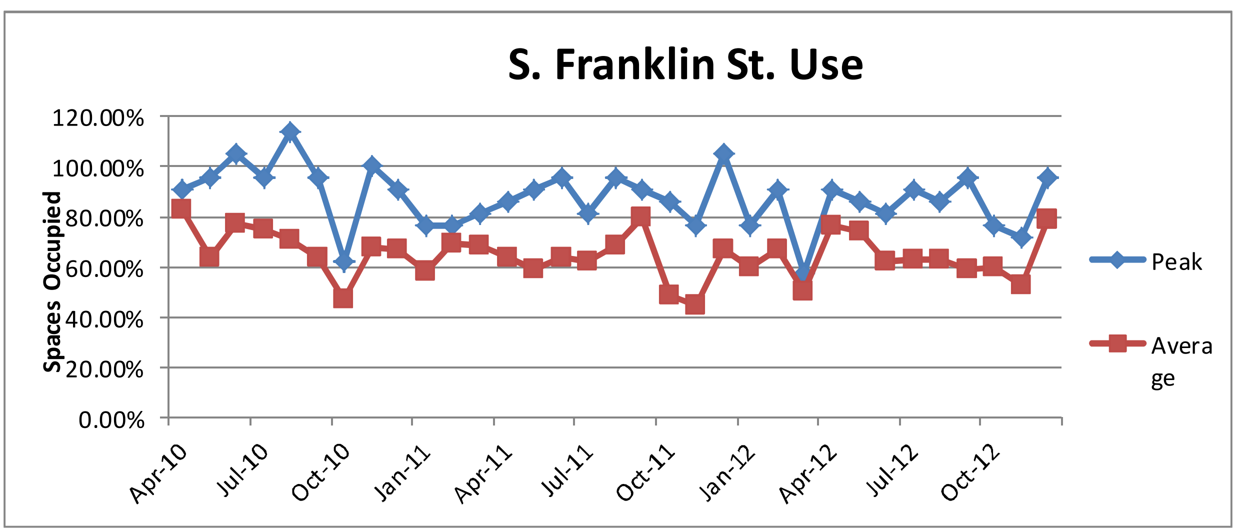


Seward Street and Franklin Street are the two commercial area streets that have been included in the Parking Use Survey from its inception. Peak use on both of these survey blocks is high in most months, with no apparent correlation between when peak use occurs on one street or the other; for instance, Seward Street's peak usage occurred in May and July of 2010 and in April of 2011, while Franklin Street's peak usage was in August of 2010 with another peak in December 0f 2011. There do not appear to be seasonal trends that explain parking behavior on these streets, as there is no clearly discernible difference between parking behavior in winter, spring, summer, or fall months when data for multiple years is compared: For example, compare the May 2010 peak of 125% occupancy and the May 2011 dip in peak rates to 88% on Seward Street; on S. Franklin St., compare the October 2010 record-low peak of 62% and more typical peak of 86% in October 2011, followed by a peak use of 76% in October 2012.

Seward Street's average and peak use dropped by approximately 10% with the installation of on-street parking pay stations, but July 2011 saw that modification in behavior evaporate. This may be a result of parkers opting to ignore un-enforced parking regulations, which is why it is important to remember that enforcement of the new parking regulations did not really begin until November 2011, and that it will take some time before parkers adjust their behavior to the "new" rules.

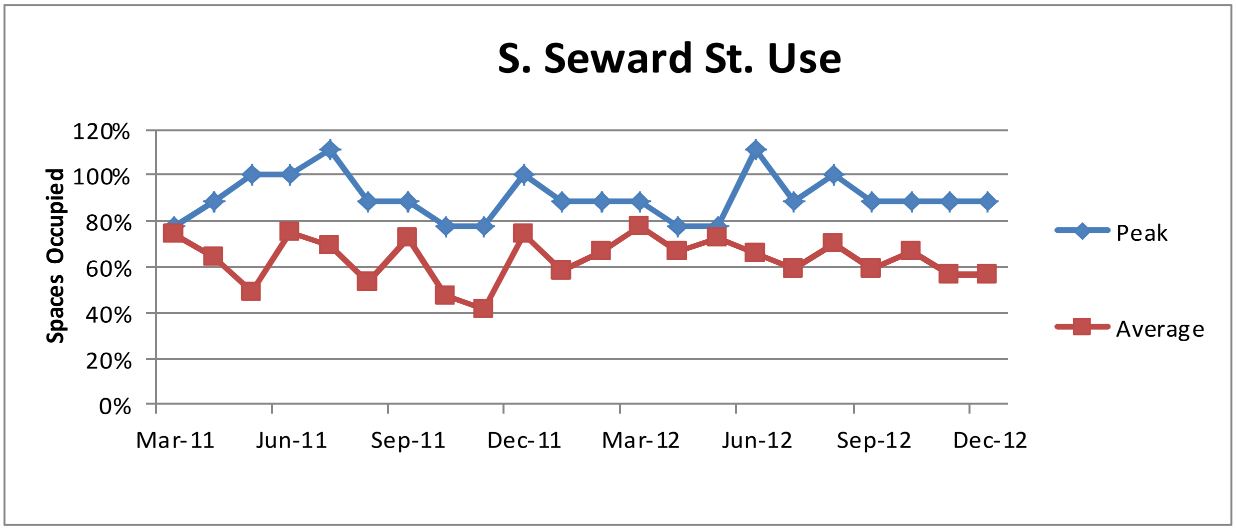


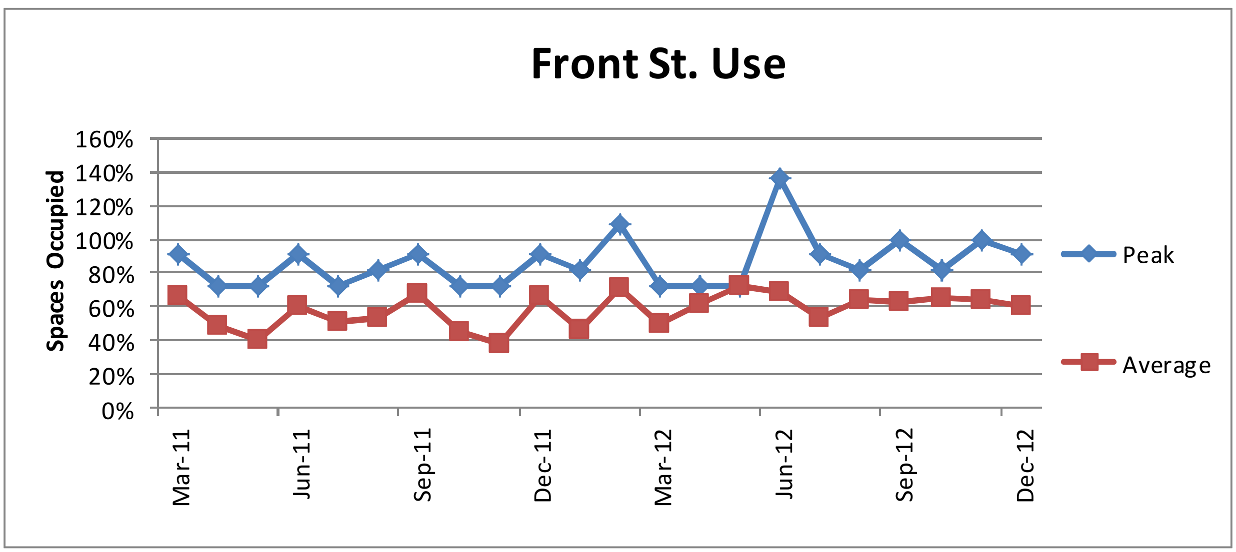
South Franklin Street's usage over time is very volatile, with peak use often varying by 10% or more from month to month, and occasional changes of as much as 30-40% in a single month. The record-low peak use documented in March 2012 is likely the result of a small sample size; only two surveys were taken in that month, both in the AM period, when use of this block is typically lowest. Peak use occurred in August 2010, with approximately 115% of available spaces occupied; typical peak use ranges from around 75—95%; average use typically ranges from 60—80%, with some months seeing average use rates in the neighborhood of 45%.



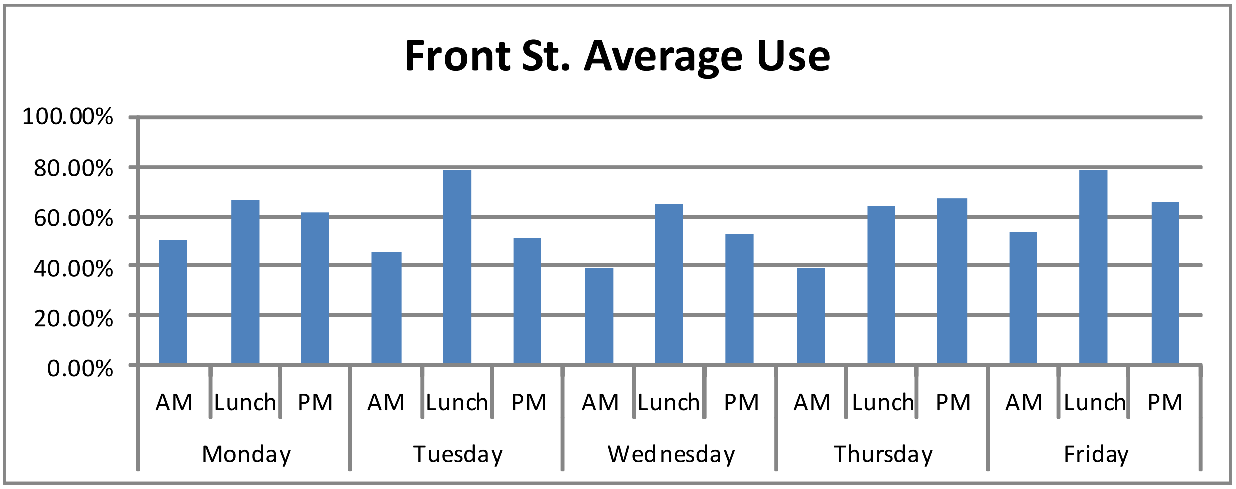
Parking use data collection did not begin on the South Seward St. or Front St. survey blocks until late February 2011, almost a year after the survey began on other streets. These streets were added to the survey in order to fill what was perceived by staff as a hole in the survey; although the two streets are adjacent to each other and share an intersection at one end of each segment, they are often parked at different rates, and staff perceived that collecting data on both streets could prove informative. In retrospect, after two years of data have been collected, it is clear that the two segments experience very similar average and peak use, with trends in use between the streets being very similar although not identical.

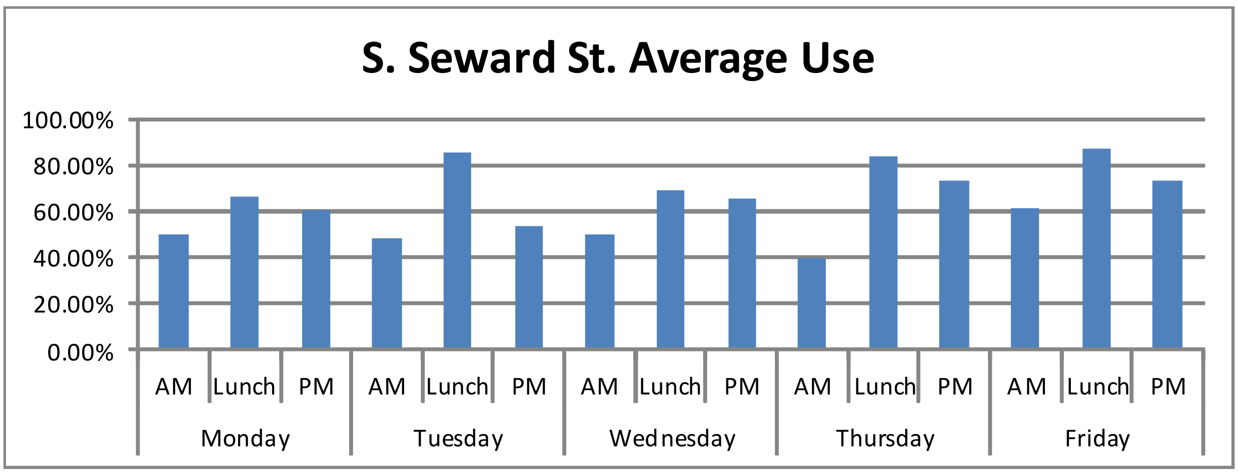
Fall use of both streets appears to be lower than in other seasons, with peak use occurring during summer months. Typical peak use of both streets is 80-90%, although capacity and over-capacity events do occur. The fact that these record peaks are generally documented during months with fairly low average use (50-60%) indicates that they are not the norm, and that spaces are available on these blocks the majority of the time.

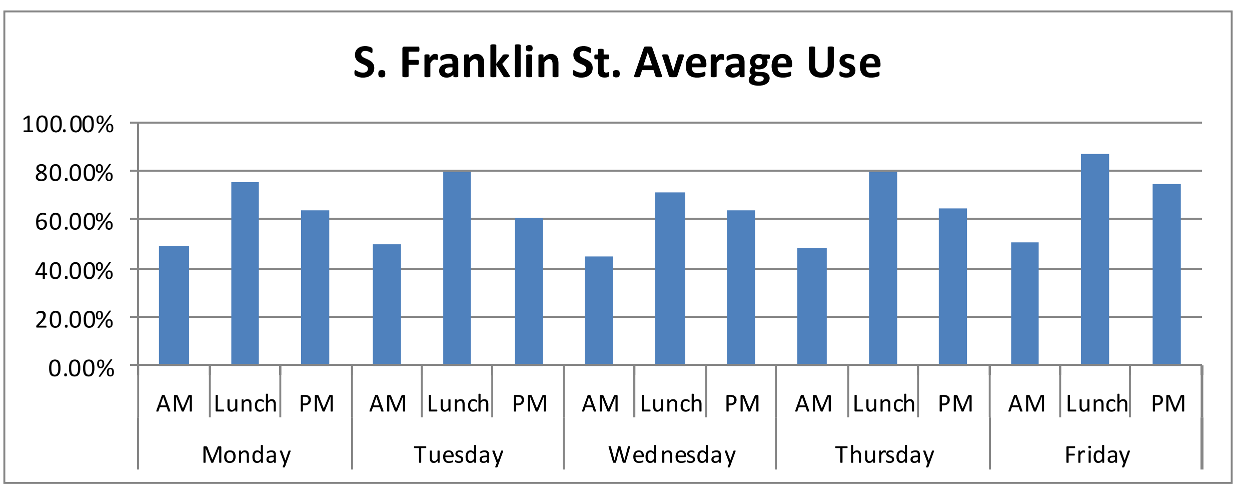




The parking survey blocks in the "downtown core," S. Franklin St., Front St., and S. Seward St., show very similar use patterns by day part and day of week. With the sole exception of Thursday PM on Front St., all three survey blocks experience higher average use during the lunch survey period than during any other day part on any given day. Mondays and Wednesdays experience the lowest average use, with Fridays experiencing the highest use. Tuesdays and Thursdays are generally utilized at an intermediate rate. All of the data shown on this page is for the period after parking pay stations began to be utilized on downtown streets.



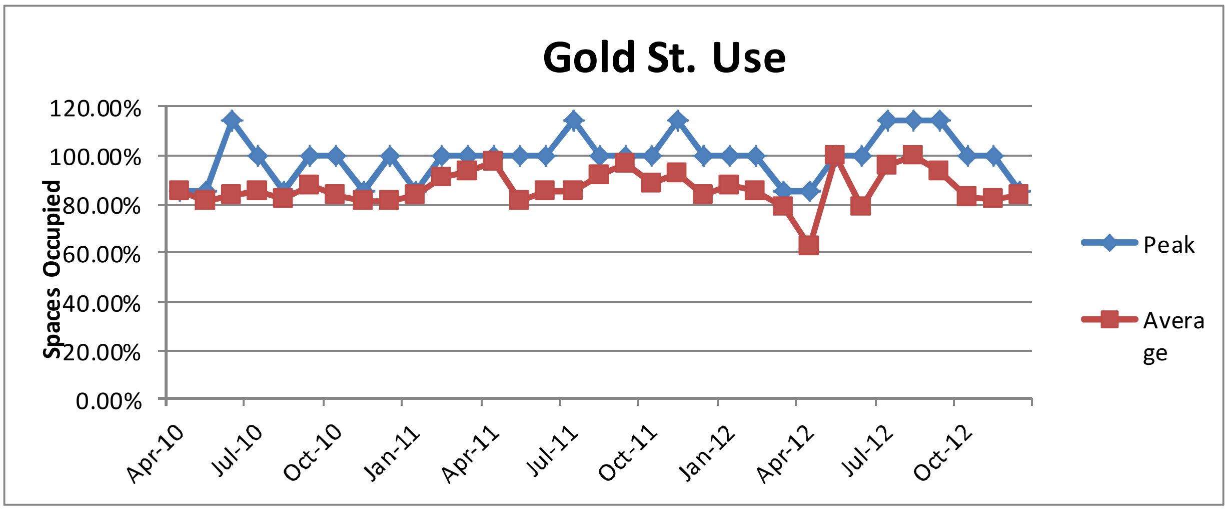




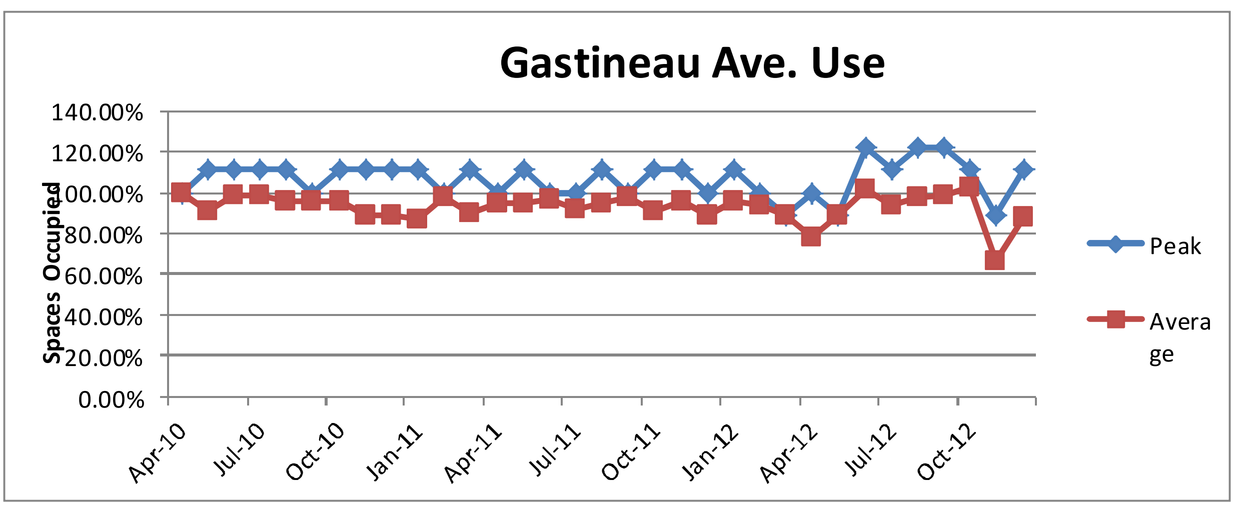
Gold Street and Gastineau Avenue are time-unlimited, free parking streets that are directly adjacent to paid/time limited parking. They are the parking use survey blocks most likely to be impacted by spillover from retail and downtown core office workers. Both blocks are typically parked at capacity at all times of the day and night, excepting that the handicap-designated space on Gold Street is often vacant and thus brings down both average and peak occupancy data for that block, as 85% occupancy generally means that all spaces except the accessible space are used.

Although both of these blocks experience high peak and average use throughout the year, the proximity of the under-utilized North Franklin Lot (discussed on the following page) shows that capacity exists in the neighborhood, but that parkers are likely unaware of the availability of this facility.

Gold street is actually parked over-capacity on a frequent basis, as vehicles will park blocking driveways, as well as partially or fully within yellow-curb no-parking areas, including a fire hydrant. The fact that the handicap-accessible space is often vacant causes this over-capacity use to be obscured in the data. CDD staff have interviewed staff at the adjacent offices, and they state that the accessible space is used frequently and should not be removed.

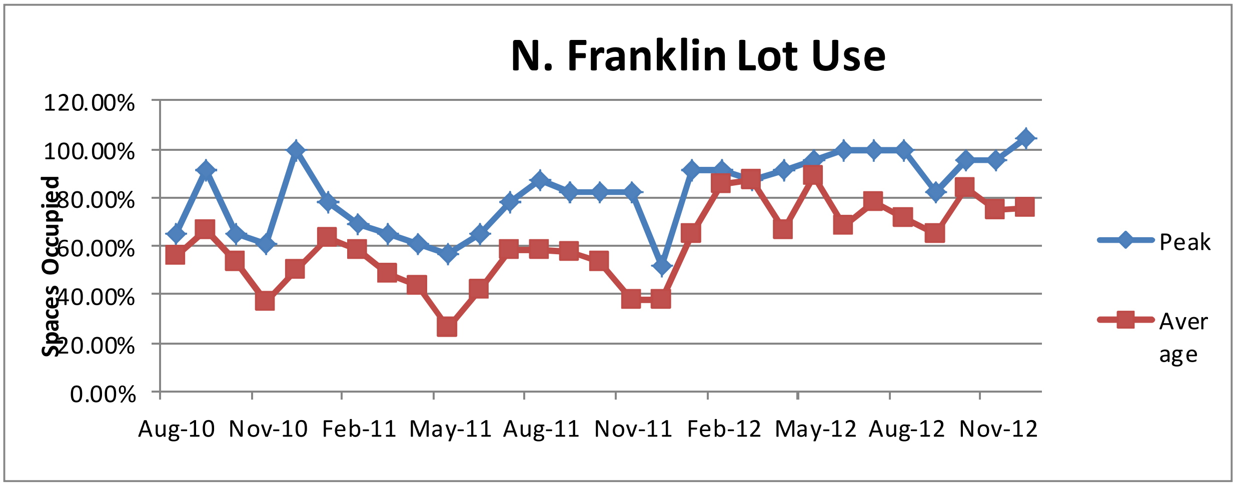


Gastineau Avenue experiences extremely high peak use on a routine basis, with over 60% of all peak counts coming in over 100%; all other peaks are at 100%. Average use is also very high, but indicates that there is turnover and that vacated spaces are typically used by another parker shortly after they become available. The record-low peak and average counts in November 2012 are not the result of a small or biased sample size, and appear to be valid, although inexplicable, data points.

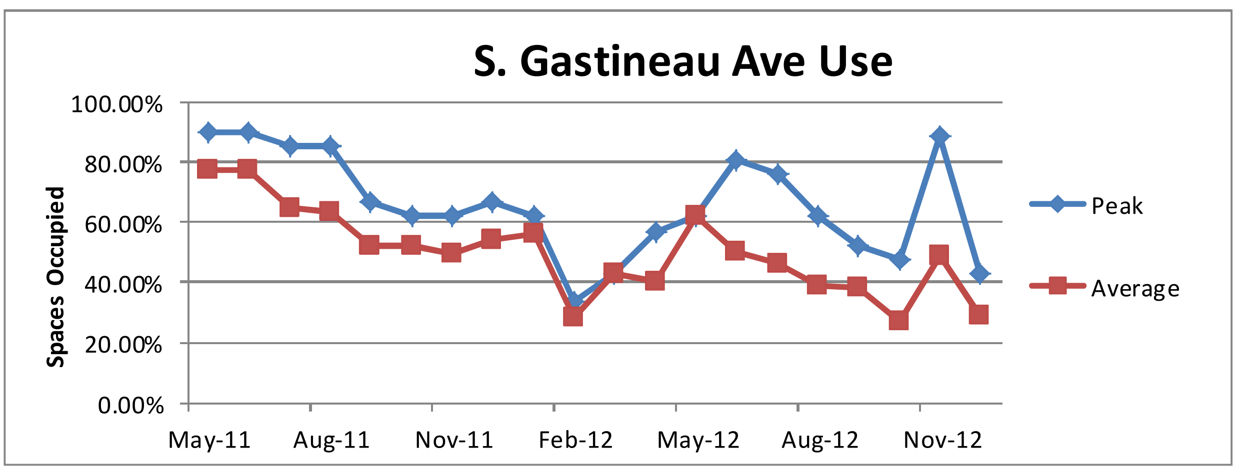


The North Franklin Lot was a sore point in downtown parking management for years. Prior to May 2011, this facility was managed with a combination of permanently-reserved Legislative parking, monthly permit parking, and occasional (seasonal) public use of some spaces. Now the entire lot is managed as a part of the Downtown Transportation Center, and can be used by any vehicle permitted or registered to park at the DTC.

Average use of the North Franklin lot was very low through the end of 2011, with a typical range of 40-60%, and a monthly low of approximately 25% in May of 2011, when almost no parkers knew that its management had been changed. One month later, average use had climbed to over 40%, and average use has surpassed 60% in every month in 2012,and even approached 90% in several months. The decline in average use seen in October and November 2011 is likely the result of seasonal trends, as a similar dip in occupancy occurred in the fall of 2010; this trend was not repeated in 2012, a sign that parking behavior at this facility may no longer be related to the seasons.



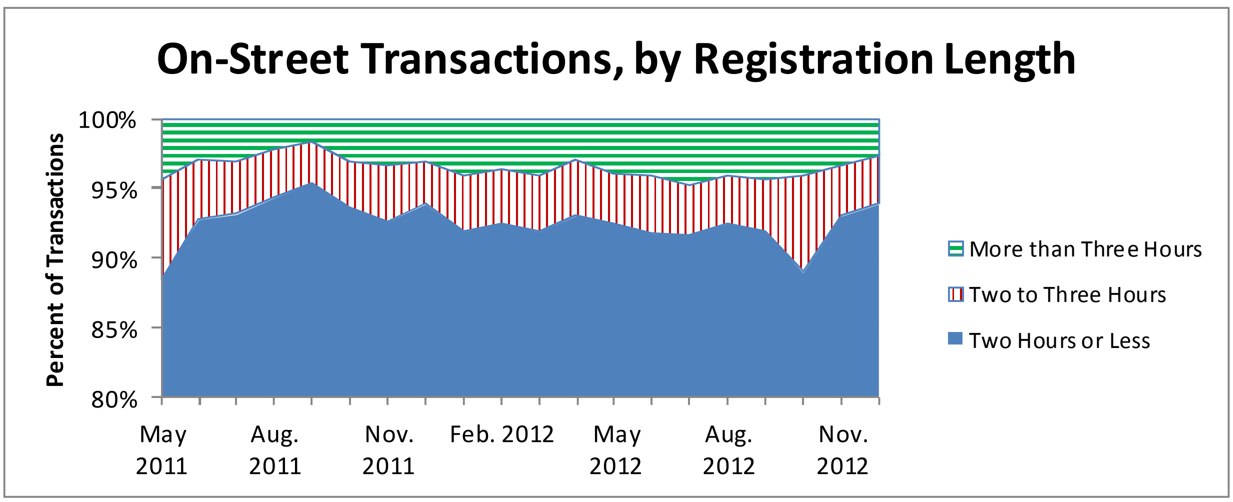
The South Gastineau survey block was added after staff determined that the consistently high occupancy rates of the Gold St. and Gastineau Ave. survey blocks indicated that staff was not looking far enough from the downtown core to be able to see variation in parking behavior resulting from changes in parking management in the core. This realization came too late to allow for “before” data collection; available data shows that capacity remains available for more parkers at the south end of Gastineau Avenue even during peak occupancy periods in summer months, and that this block is utilized at 50%-60% of its capacity in the fall and early winter. The cause of the unseasonal increase in peak and average use in November 2012 is unknown, but appears to have been short-lived, with December 2012 occupancy rates dropping back to near-record lows.

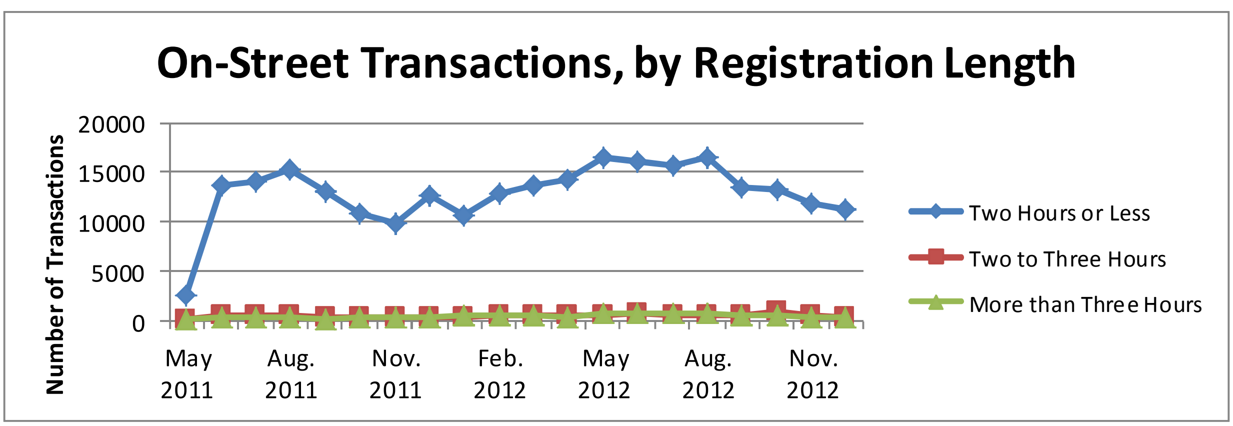


The CBJ does not monitor or track the presence of vehicles parked on– or off-street over time; enforcement officers conduct point-in-time queries to determine if particular vehicles are registered to park at the time of the query, but the vehicles queried are not documented over time. This means that evidence of how long a given vehicle is parked within a given facility (on-street, DTC, or MPG) can only be tracked through the time that vehicle is registered to park. Although this data is not definitive, as vehicles likely park for shorter (or perhaps longer) periods of time than they are registered for, it is assumed that trends in vehicle registration time will be reflected in actual parking time. That is, vehicles registered to park on-street for more than two hours are likely to have been parked for at least two hours, but vehicles registered for only two hours were likely parked for less than two hours. Similarly, vehicles that were registered for more than three hours were likely parked for most of the time that they were registered for, as drivers are unlikely to pay $2/hr. for parking that they do not intend to use.

The first question investigated with this data is: "how are the pay stations being used, in terms of the amount of time that individual parkers are using on-street parking?" This is directly related to determining if the CBJ is meeting goal 1 of the *Downtown Juneau Parking Management Plan* (DJPMP): "Reduce the number of vehicles that are parked all day (long-term) in hourly (short-term) spaces." Unfortunately, no data regarding the number of vehicles that were parked all day in hourly spaces was collected prior to the installation of on-street multi-space parking pay/registration meters, so any comparison must be based on the anecdotal evidence that was documented in the DJPMP, namely, that many if not most vehicles parked on-street in one-hour parking spaces were moved every hour to avoid citations prior to the installation of multi-space meters. Transaction data from those meters tells a very different story about current use, where only 3-5% of monthly transactions are for more than three hours of on-street parking, and 89-95% of all on-street transactions are for two hours or less.

The data shown below also indicates that on-street parking demand peaks in the summer months; although December 2011 saw an increase in demand for on-street parking compared to the months preceding and following it, that peak in demand was not repeated in December 2012.





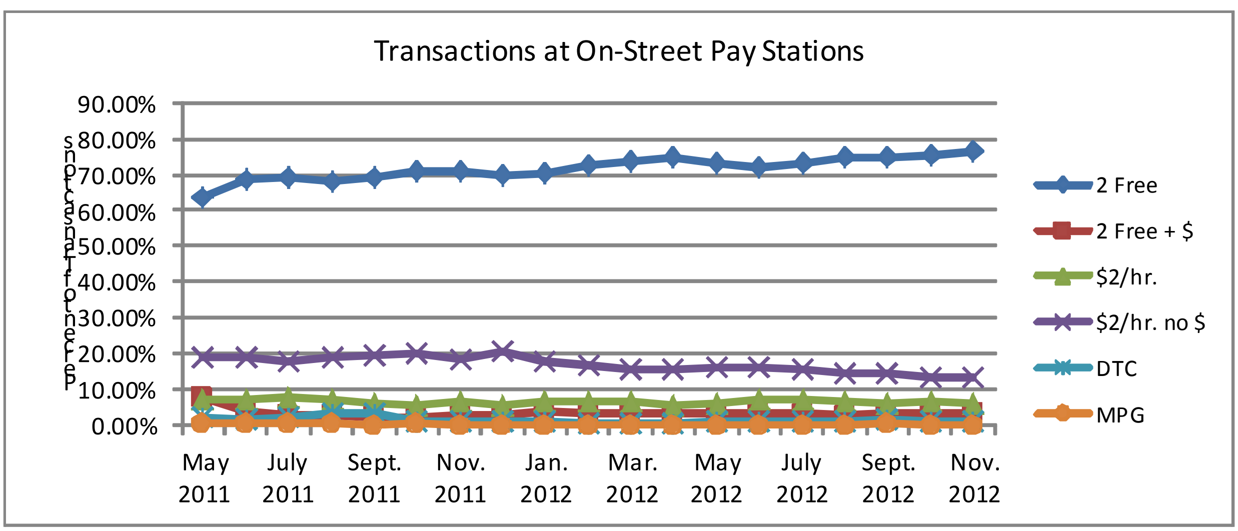
Beyond alluding to the length of time that individual vehicles are parked on the street at a given time/per visit to downtown, pay station transaction data also tells a story about the experience of the parker at the pay station itself, and how they are using the system.

The vast majority of transactions at on-street pay stations is registration for two free hours of on-street parking; each vehicle is permitted to park for up to two consecutive hours for no charge, but must pay $2/hr. for each additional hour or portion thereof in a calendar day. Registration for periods of longer than two hours, or multiple periods per day, can be accomplished in several ways. First, a parker can register for paid and free parking in separate transactions; the number of this type of transaction has not been calculated due to the amount of effort that would be required to correlate license plate numbers with each other over time, although these figures could be calculated, given adequate staff resources. Accordingly, multiple transactions throughout the same day are shown here as multiple transactions, and do not reflect the cumulative time a given vehicle was registered for in any given day.

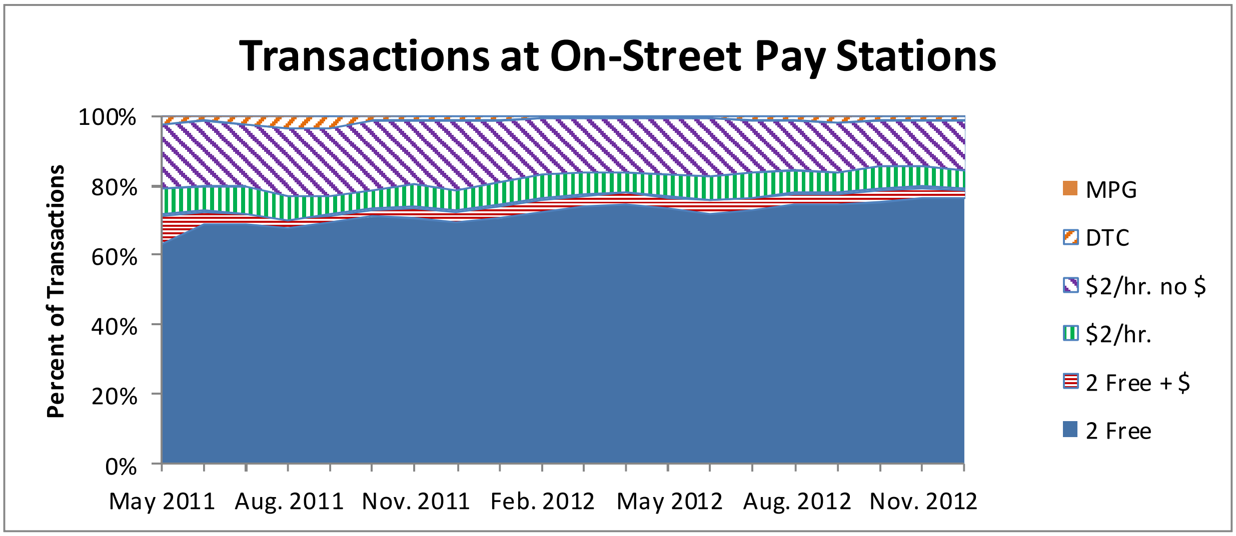
Second, parkers can register for free and paid parking in a single transaction; this transaction type, shown in the chart below as “2 Free + $,” ranges from a low of 1.95% of transactions (September 2011) to a high of 7.77% (May 2011), with an average of accounting for 3.26% of transactions. The high and low percentages are each statistical outliers, with this type of transaction ranging from 2.19% to 3.67% in all other months.

When parkers have already used their two free hours of on-street parking, or plan on parking for a longer period of time later in the day, they may choose to pay $2/hr. in a transaction without obtaining any free parking in that transaction. This type of transaction accounts for 6.56% of transactions, on average, with relatively small variation from month to month (5.44—7.86%).

The most worrisome type of transaction, from a system management perspective, is the “$2/hr. no $” transaction. This type of transaction takes place when parkers select the $2/hr. tariff at the pay station and register their vehicle without submitting payment. This results in a typical vehicle registration of one minute, which is printed on the receipt that the parker receives when they register. The receipt states “Paid Rate” at the top, instead of “2 Hrs. Free” (as is printed on receipts for the 2 free hour tariff). Although the number of this type of transaction is diminishing over time, from highs of over 20% of transactions in October and December of 2011 to lows of 13.28% to 14.51% in period of August—December 2012, the fact that nearly one in eight transactions at on-street pay stations are completed incorrectly is very worrisome, as it means that many parkers have not learned how to use the system successfully after nearly 19 months. This indicates a strong need to educate the public about how to use the system successfully.



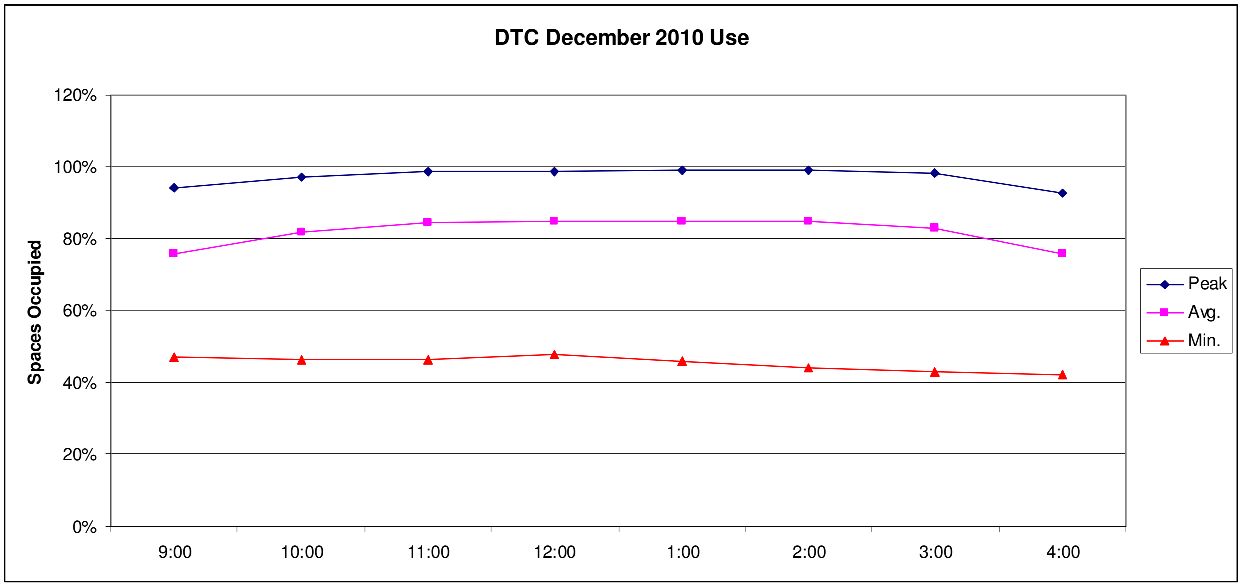
CBJ staff have developed new instructional signage and are working with Aparcs, the company that supports the pay stations, to modify the order in which various transaction types (tariffs) are made available to parkers. The intent of these changes is to substantially reduce, if not eliminate, the "$2/hr. no $" transaction type. These changes are anticipated to be rolled out in early 2013.



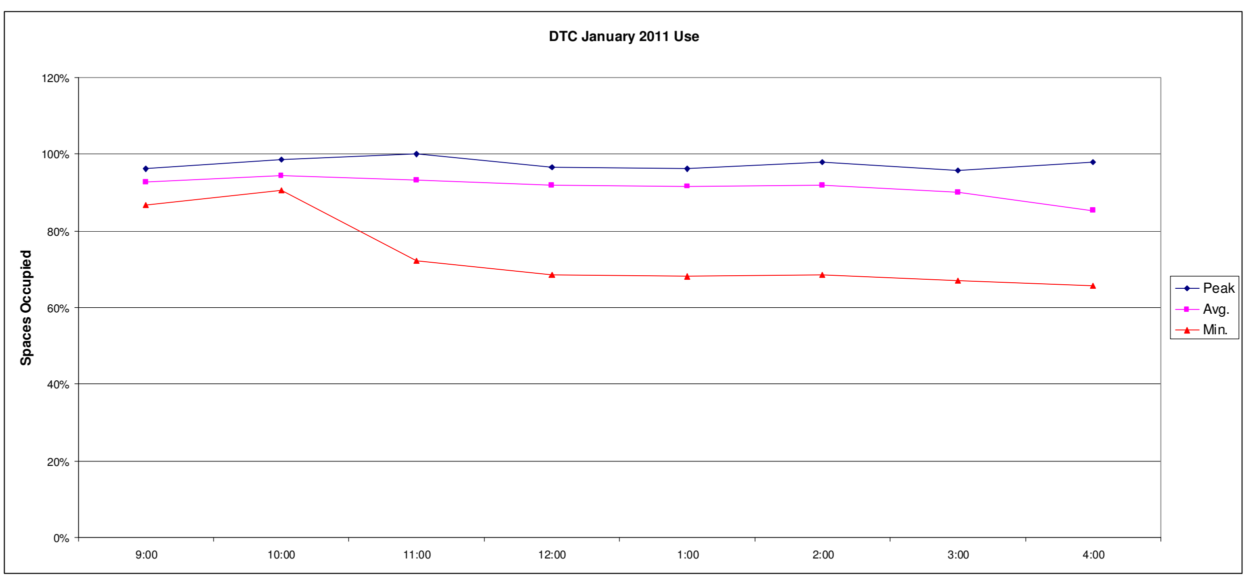
The Downtown Transportation Center (DTC), which opened December 1, 2010 at 100 Main St., added 270 spaces to the parking supply in downtown. In its first two months of use, the parking garage was free for public use, with the exception of the third floor (61 parking spaces), which was reserved for use by authorized legislative staff. Use of the reserved 3rd floor of the DTC is reviewed in its own section of this document; this portion of the document looks at parking use of the DTC as a whole, and investigates changes to usage levels for causes.

The first views of data show monthly average, maximum, and minimum use by hour. Additionally, this data shows longer-term trends as usage changes from month to month.

In December of 2010, when the facility opened with free public parking, very high usage occurred on a fairly regular basis. As the facility was brand new, and drivers were still familiarizing themselves with the new parking landscape downtown, there was a fairly large gap between peak use, which was between a high of 90-100% occupancy during some days and a low of 40-50% occupancy throughout other days. Even with some days that saw very little use of the DTC, average use was around 80% occupancy.

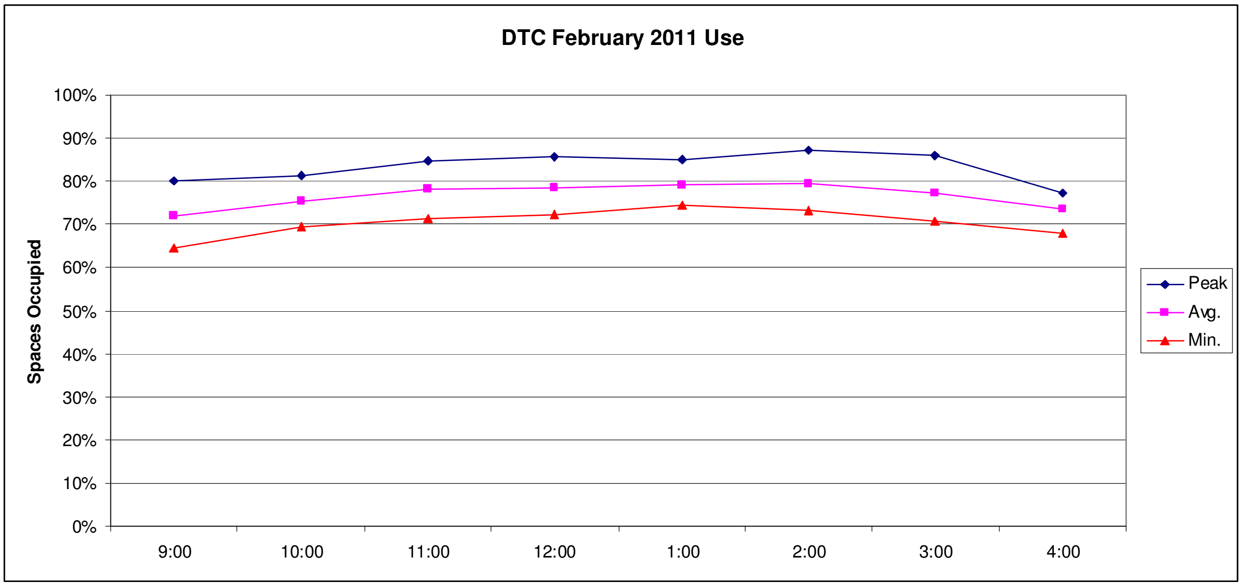


January saw more parkers taking advantage of the free parking offered at the DTC, with minimum use rising to around 70% with a morning surge at 9-10 am of approximately 90% as the monthly low for that time period. Average use rose in January with occupancy averaging around 90%.

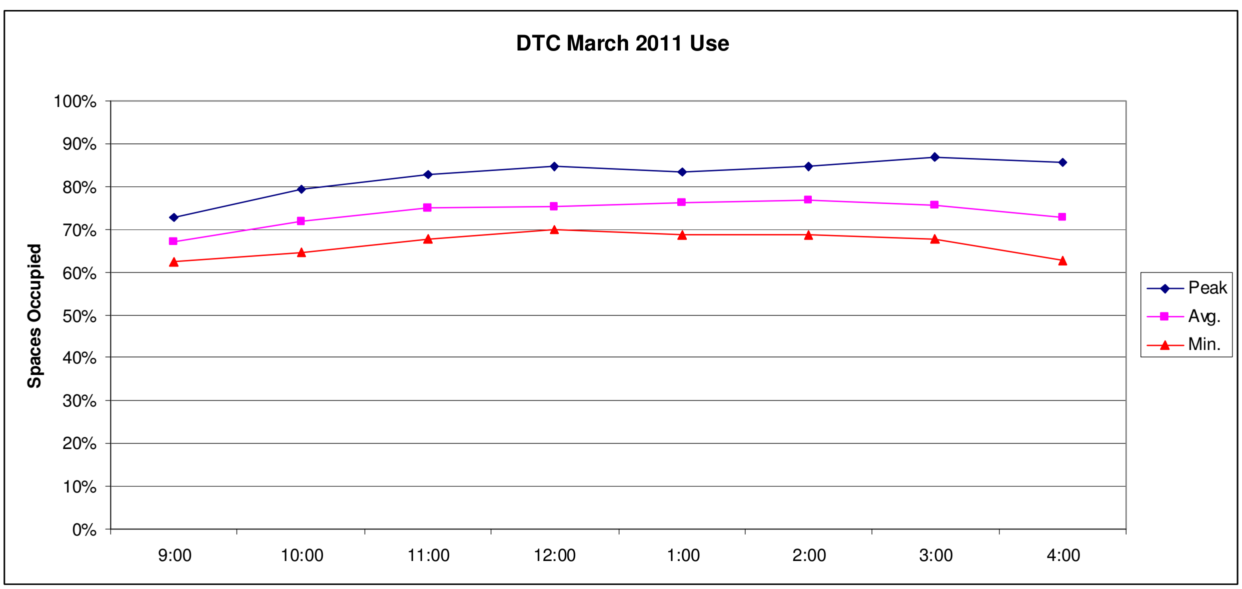


In February of 2011, the DTC changed from a free facility to a pay-to-park facility. The hourly rate of $0.75 was priced higher than the $0.50/hr. rate at the nearby Marine Park Garage (MPG) due to anticipation that its location would be considered more desirable, and that its price should be therefore be higher. With a daily rate of $7.50 (ten hours of parking), weekly rate of $20, and monthly rate of $65.00, occupancy levels were expected to change when free parking ended, and change they did.

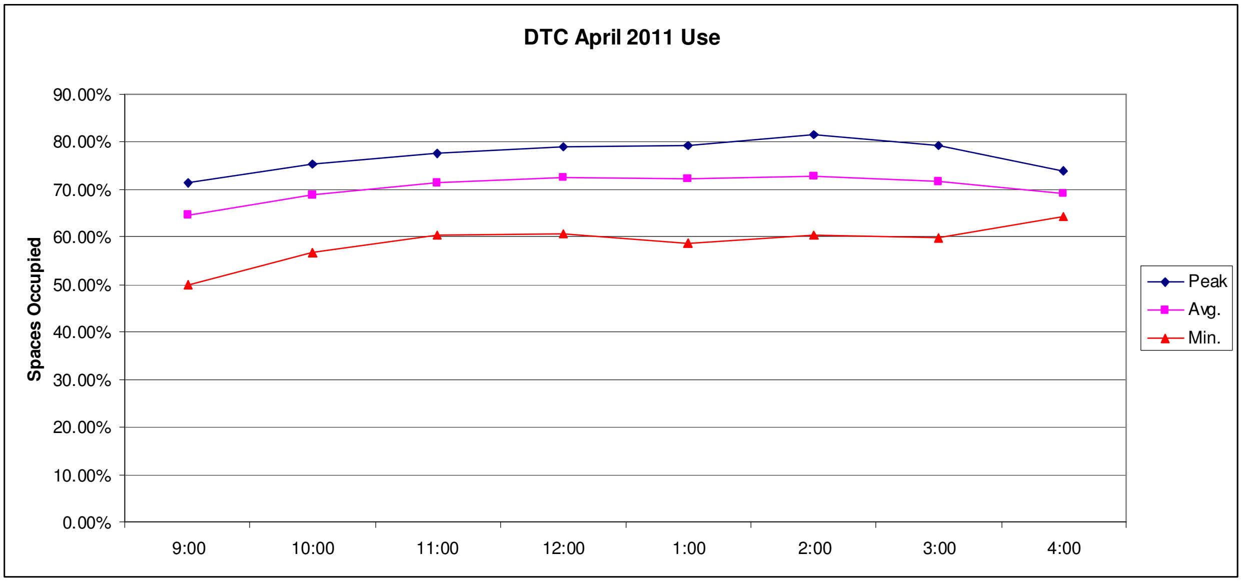
February saw parkers begin to adopt new travel patterns that held throughout the month, and that were consistent throughout the day. Although peak usage was still during mid-day and early afternoon hours (11 am—3pm), the maximum and minimum occupancy counts converged, with occupancy only ranging from a low of near 65% to a high of under 90%, a range of just 25% over the course of the month.



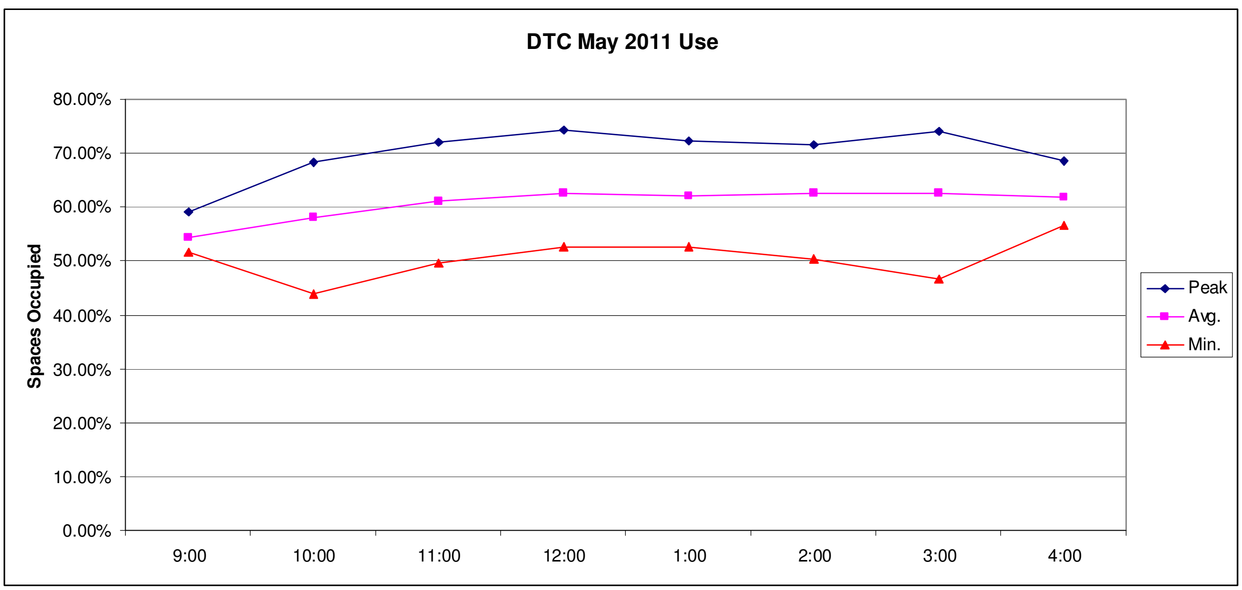
March 2011 saw very similar use to February, with slightly lower use in the mornings and slightly higher use in the afternoons; peak use was essentially the same in March as in February, but mid-day low counts were lower than comparable times in February were.



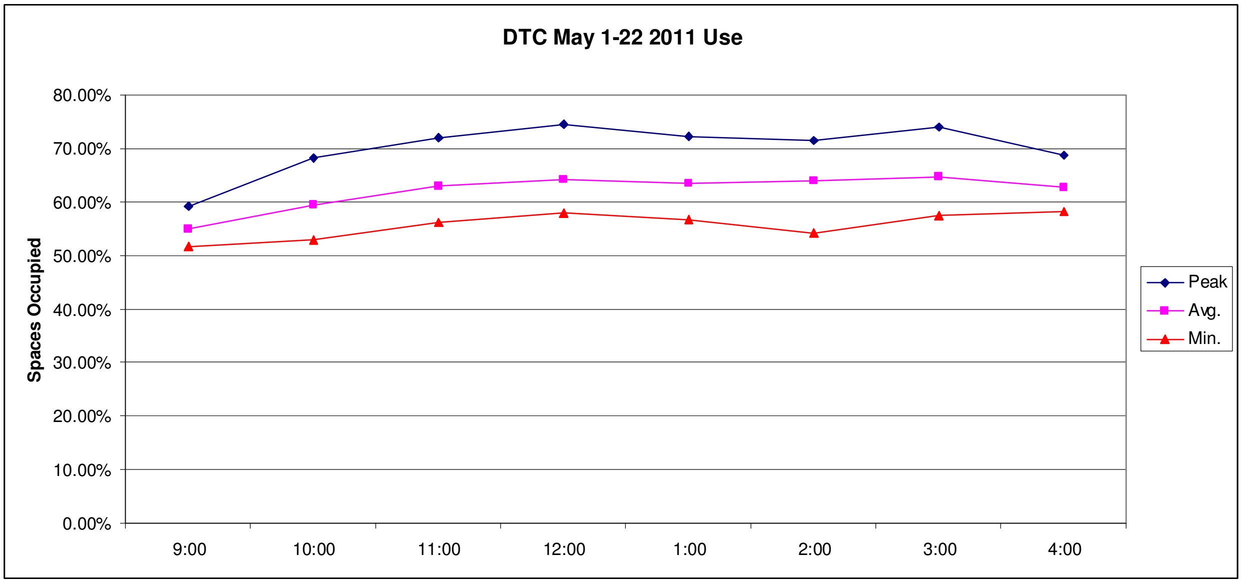
April saw an increase in the range between low and high occupancy counts, with morning lows dropping to near 50% and highs approaching 85%, a range of nearly 30%.



In May, 2011, overall use of the DTC continued to decline, with low counts of between 45-60% and high occupancy counts ranging from 60-75%. On May 23, the CBJ began using multi-space pay stations to manage on-street parking in the downtown core. This change to on-street management was intended to encourage long-term (commute) parkers to park off-street where pricing is cheaper than the on-street rate. As the next three charts show, this goal was not immediately achieved—at least not as evidenced by increased use of the DTC.

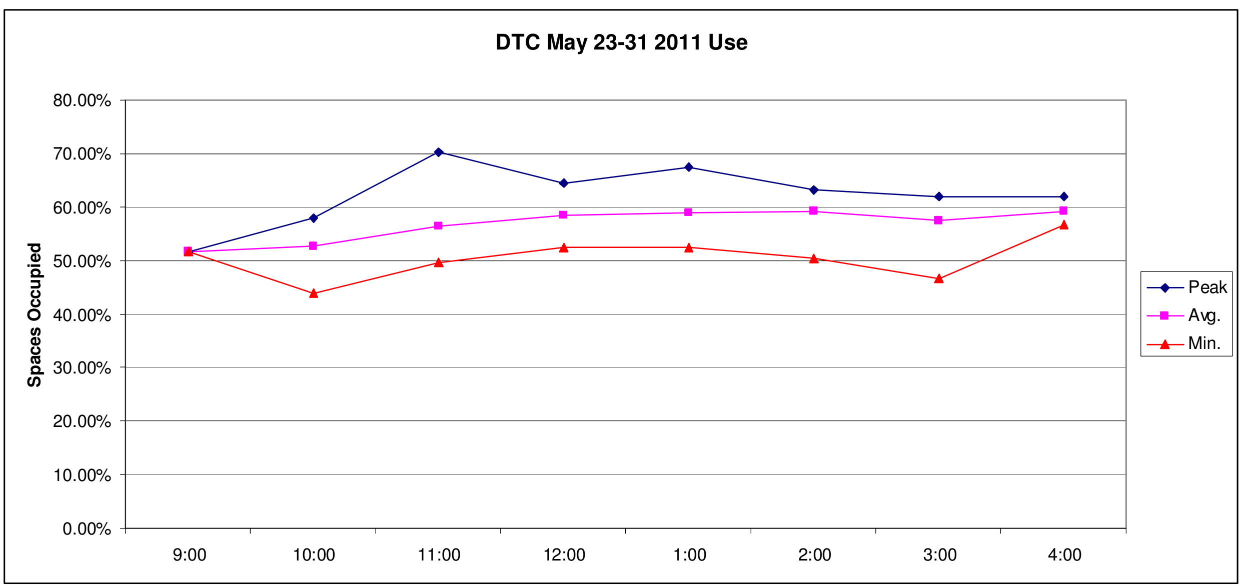


The first three weeks of May experienced fairly typical, albeit slightly lower than previously documented, peak use of around 70% occupancy. Average use hung near 65% from 11:00 am through to 4:00 pm. 9:00 am counts were consistently lower than other count periods, a trend that holds true for other survey months.

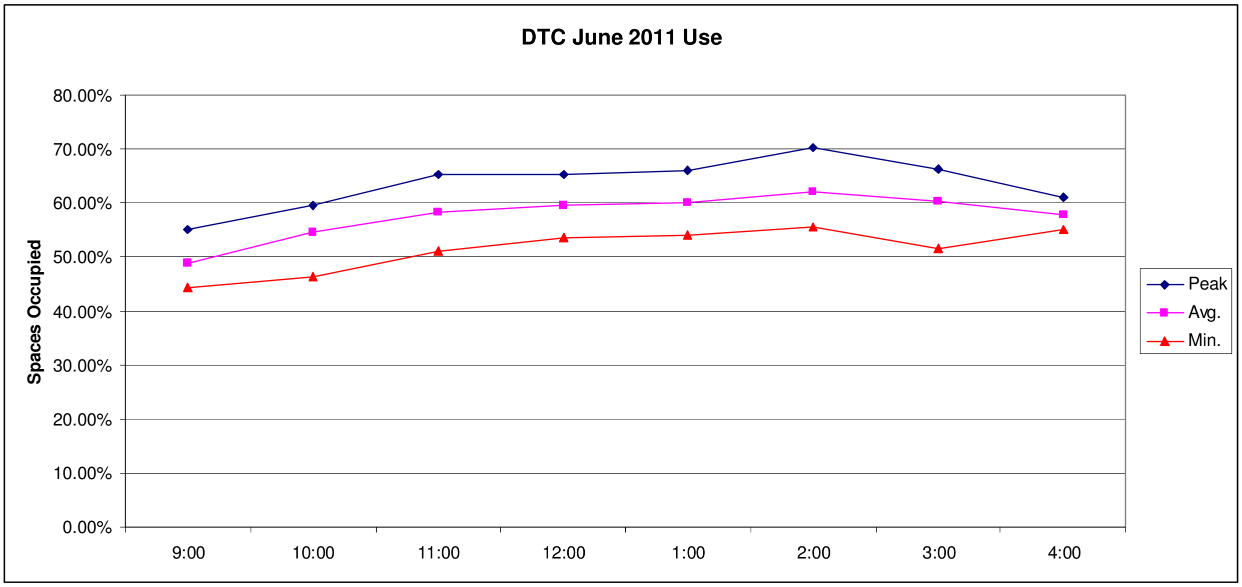


On Monday, May 23, however, usage changed dramatically. With only one 9:00 am count during this portion of May, useful parking data begins at 10:00 am, which saw a low occupancy count of approximately 45%, a rate that was again documented for the 3:00 pm count period. Average occupancy stayed between 50% - 60%, a reduction of 5% from earlier in the month. Peak use only hit 70% during the 11:00 am count period, with most peak counts consisting of occupancy figures between 60% - 70%, a reduction of 5% - 10% from earlier in the month.

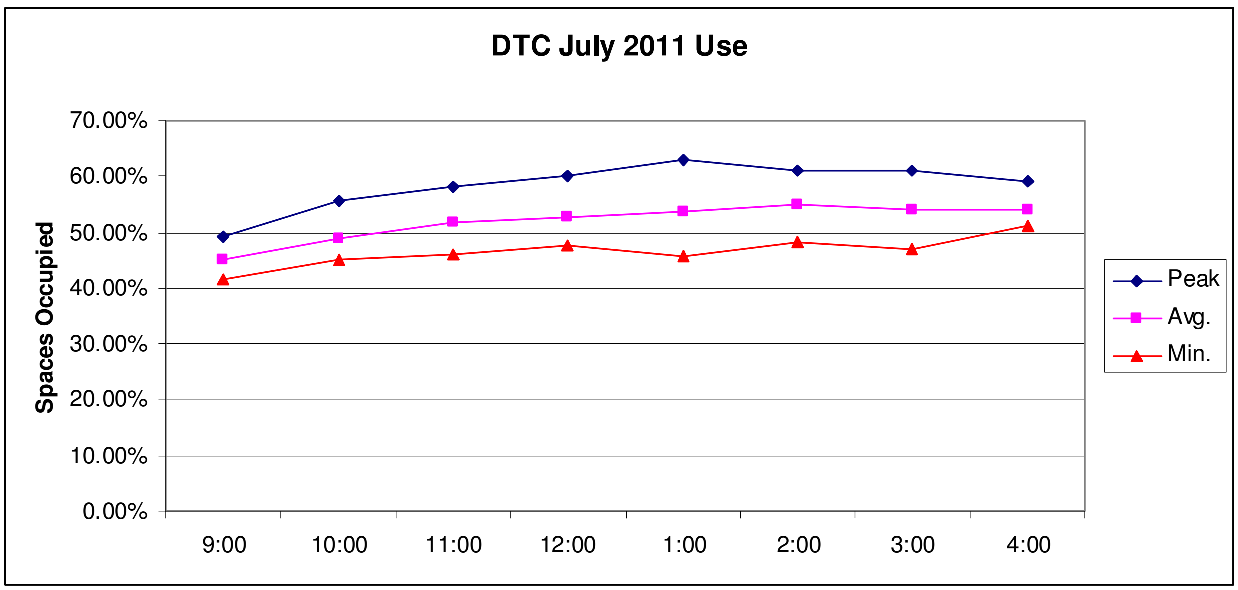
While it would have been easy to explain an increase in usage of the DTC that followed the initiation of paid on-street parking, it is difficult to explain this change in the opposite direction. One possibility is that as more parking spaces became available on-street, some parkers who had previously relied on the DTC to meet their parking needs were now able to use on-street parking that they could not count on being available prior to on-street payment go-live. An increase in use of the Marine Park Garage, as shown in charts on pages 42 and 43 as an increase in the minimum and average number of vehicles using that facility during count periods, may account for some of the "missing" parkers who stopped using the DTC at this time. The shifted demand that accounts for the decline in use of this facility at this time is not, however, shown in the available data.



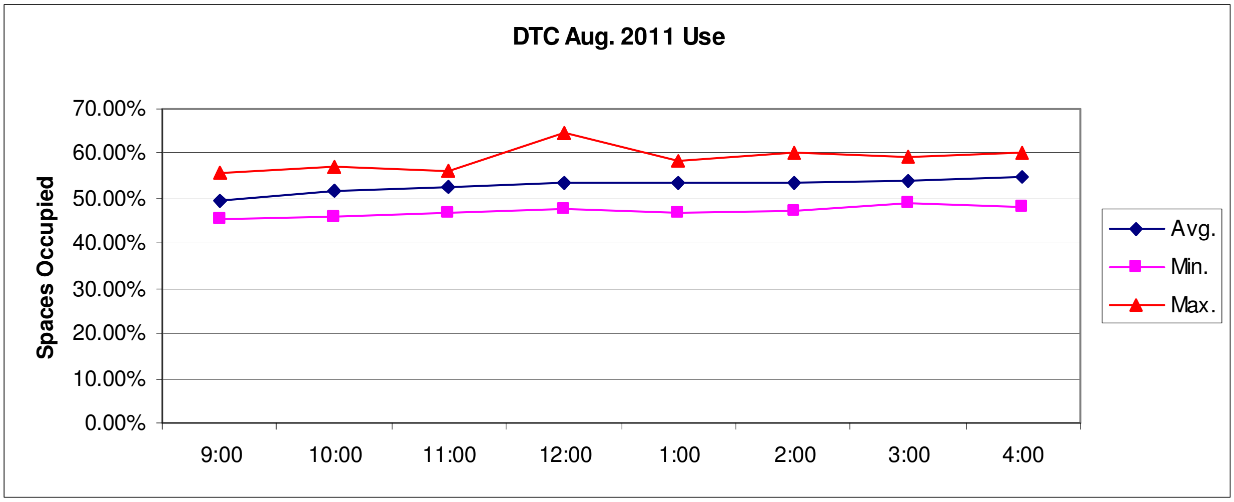
Occupancy rates at the DTC continued their decline in June 2011, when peak occupancy only hit 70% during 2:00 counts, and average usage rates ranged from a little under 50% to just over 60%. Interestingly, with a low count of approximately 45% and a peak count of 70%, the range of occupancy during June was still 25%, indicating that even as overall use declines, it declines uniformly throughout the day and over the course of the month.



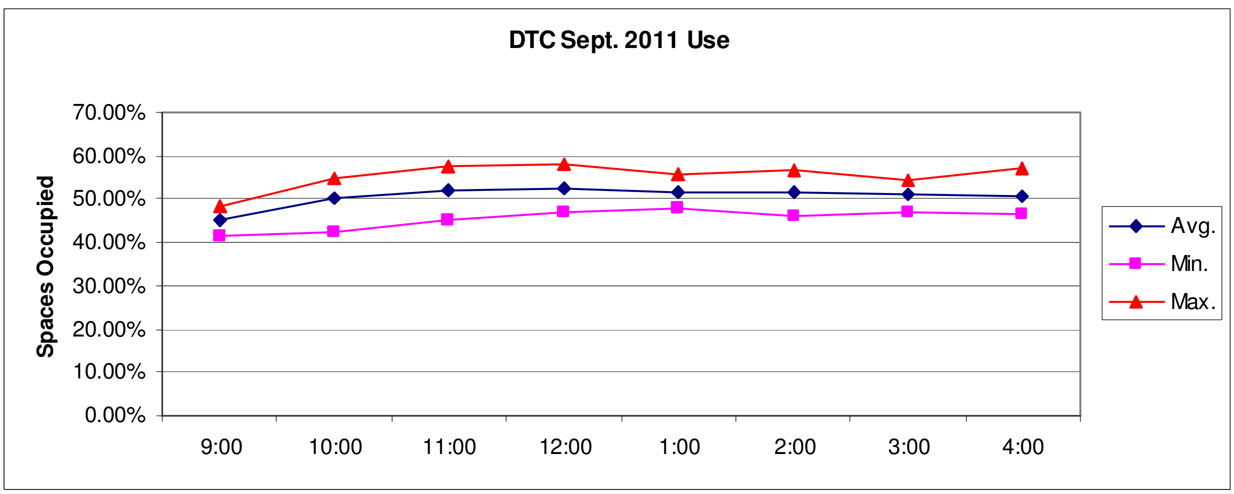
July 2011 continued the trend established in prior months, with declines in minimum, average, and peak occupancy of approximately 5% during all time periods other than the 4:00 pm peak, which only declined 2% from June.



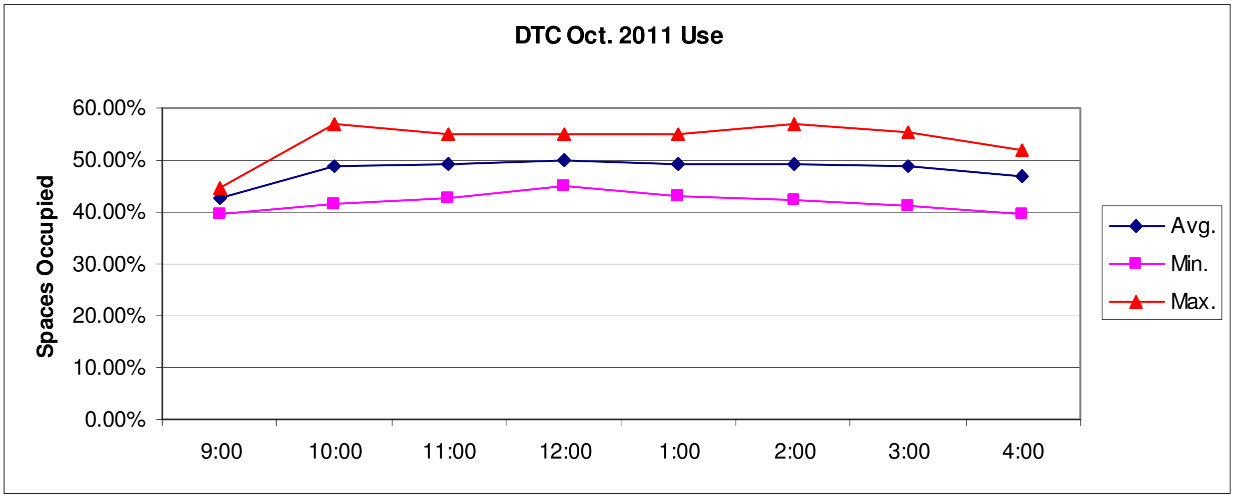
August 2011 maintained peak use at levels at or near 60% occupancy for the afternoon, but minimum occupancy levels were lower than those in July.



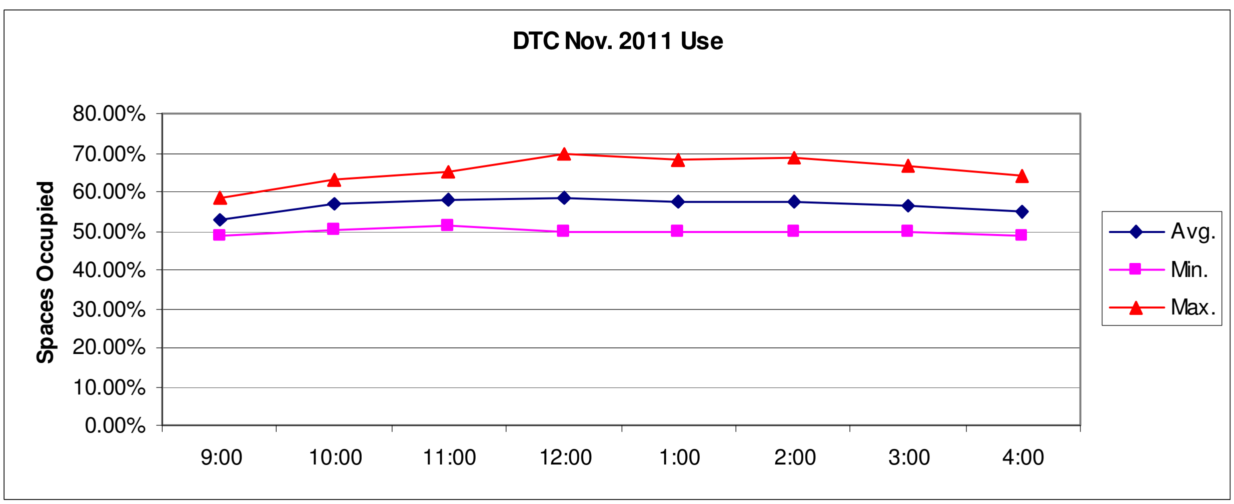
September use of the DTC was slightly lower than August use, but other than an anomalously high noon peak in August that came down by 6% in September, the rest of the decreases in peak use were only 1 or 2% reductions. With the end of the summer tourist season, it would be reasonable to expect a much larger reduction in peak use than just 1-2% between August and September. Based on the low variation between peak use in these months, it is safe to assume that the majority of DTC summer users are not using the facility to park during tourism-related business, and are instead year-round users.



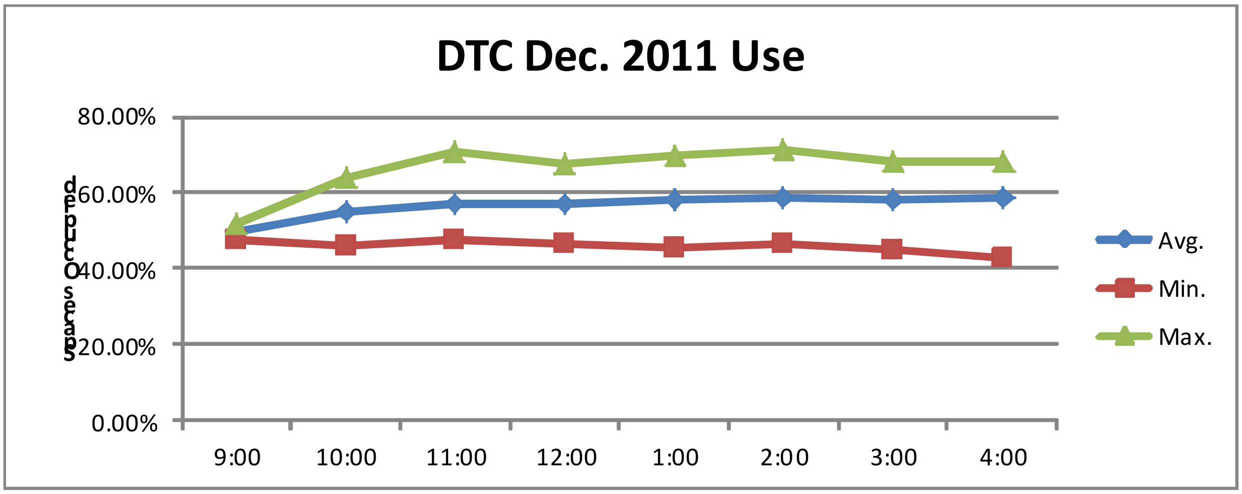
October 2011 saw slight decreases in use from September, roughly on the same order as those experienced in September from August, or roughly 1-2% reductions in minimum, average, and peak use of the DTC. Typically considered the "shoulder season," October is traditionally associated with a time of quiet and calm in downtown Juneau, when neither tourists nor legislators are in town, and when Juneauites have the town to themselves. With this in mind, it is reasonable to expect that October utilization of the DTC would be lower than that during any other month of the year, with the possible exception of November.



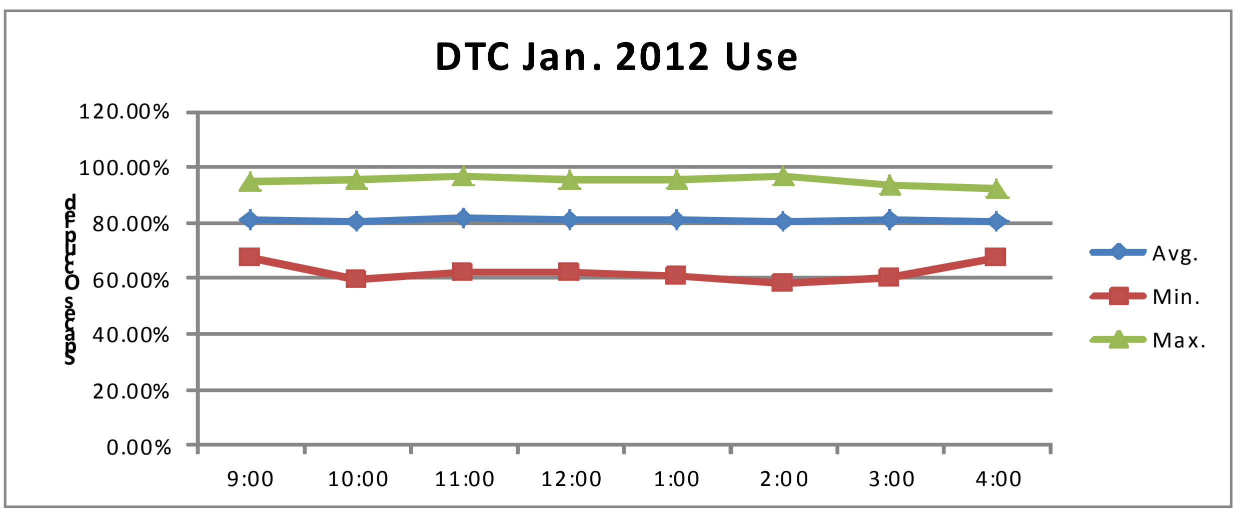
November 2011 did not, however, follow this expectation: instead of experiencing similar utilization levels to those in October, November saw increases in peak use of 5-15% throughout the day, with most peak counts increasing by roughly 9% over October peaks. Minimum occupancy levels in November, which hovered around 50% occupancy throughout the day, were 5-10% higher than minimum occupancy levels in October.



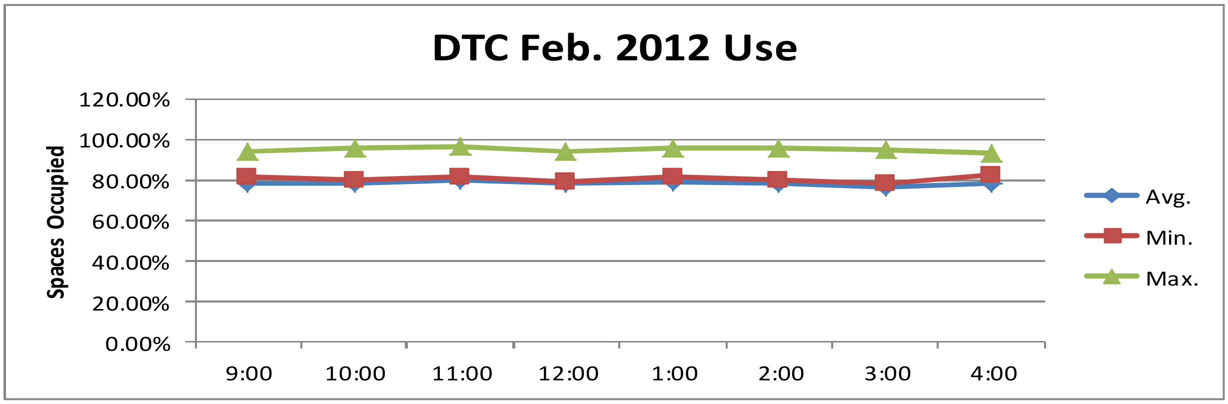
December 2011 usage of the DTC was very similar to that of the previous month, with lower minimum occupancy counts throughout the day but similar peak use. As expected, the lack of free parking in Dec. 2011 resulted in lower usage rates than Dec. 2010; peak use was down almost 30%, and minimum use dropped by about 5%.



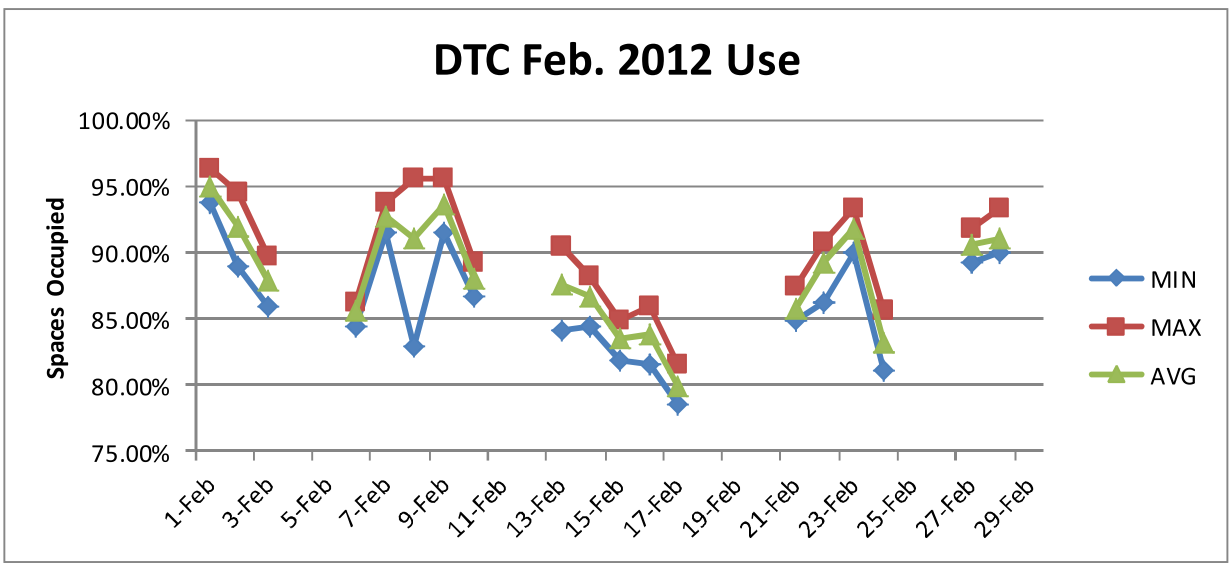
Use of the DTC picked up again in January 2012, which saw the return of the Alaska Legislature to Juneau, and with it the reservation of the entire third floor of the DTC for legislative parking. Minimum use levels rose by approximately 15% from the previous month, and peak use rose by approximately 30%. Compared to the previous January, during which parking at the DTC was free, peak use was nearly identical, although average use dropped from being consistently over 90% in January 2011 to 80% in January 2012.



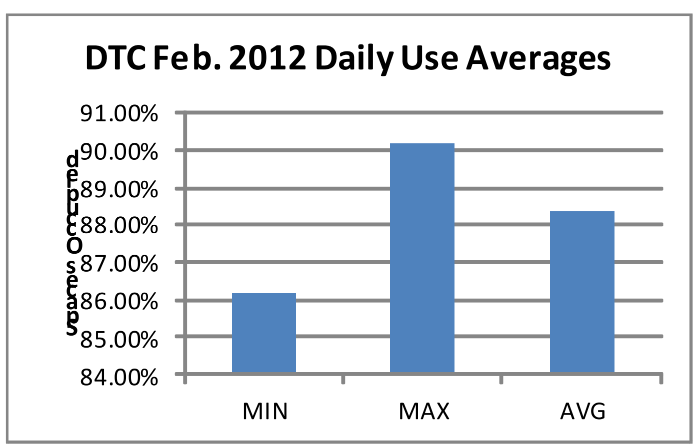
Use of the DTC in February 2012, when displayed in the manner that other months data has been presented, appears to be of questionable validity; the peak use of approximately 95% is consistent throughout all day parts, but the minimum and average counts are nearly identical throughout the day, hovering around 80%. This is slightly higher usage than was experienced at the DTC in Feb. 2011, when utilization ranged from 65-90% throughout the day.



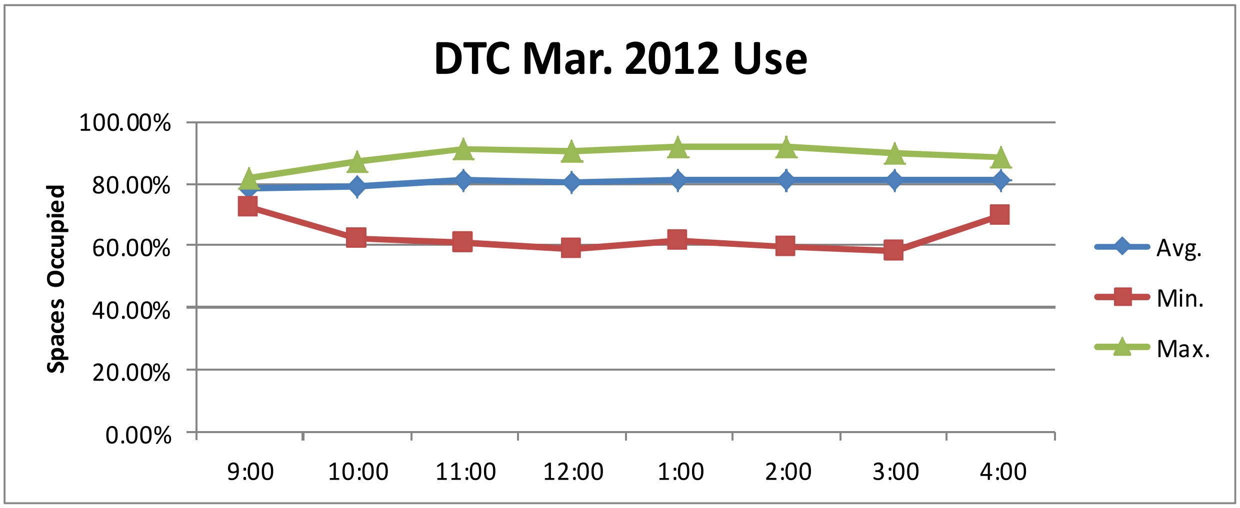
Both perplexed and intrigued by the use pattern shown in the chart above, staff turned to other ways of viewing the data to explain the relatively wide gap between peak use (approximately 95%) and minimum and average use (both approximately 80%).



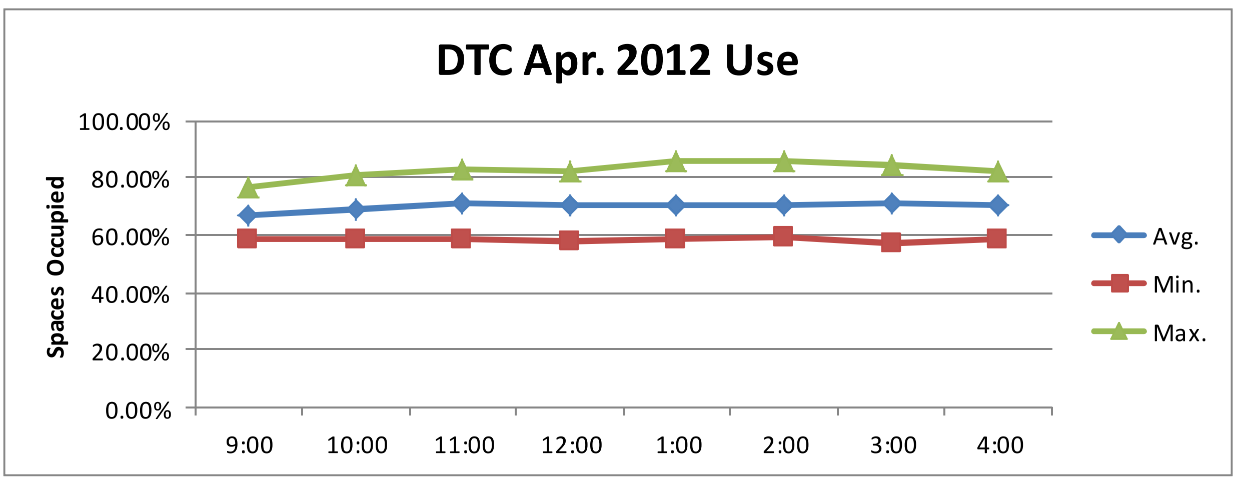
As the chart above shows, use throughout almost every day (February 8, with a 13% difference between minimum and maximum use, is the single exception to this rule) was very consistent, while use between different days or even weeks varied considerably. When daily use levels (min./max./avg.) are averaged across the month, the data ceases to look so strange (chart at left), and it is clear that use was actually fairly consistent throughout the month, with average minimum use of 86% only four percent below the average maximum use of 90%.



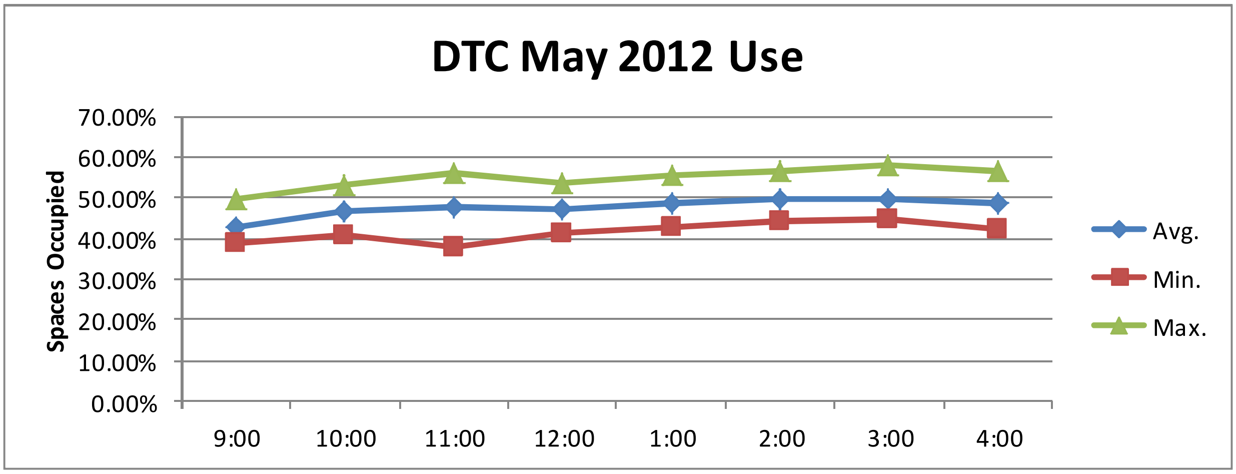
Minimum use levels dropped in March 2012, although maximum and average use levels remained similar to those experienced in February. Minimum use levels in March 2012, at around 60% occupancy, were lower than the 65-70% levels documented in March 2011, but average and maximum use levels were both higher in 2012, with average and peak use up by approximately 5% from March 2011 levels.



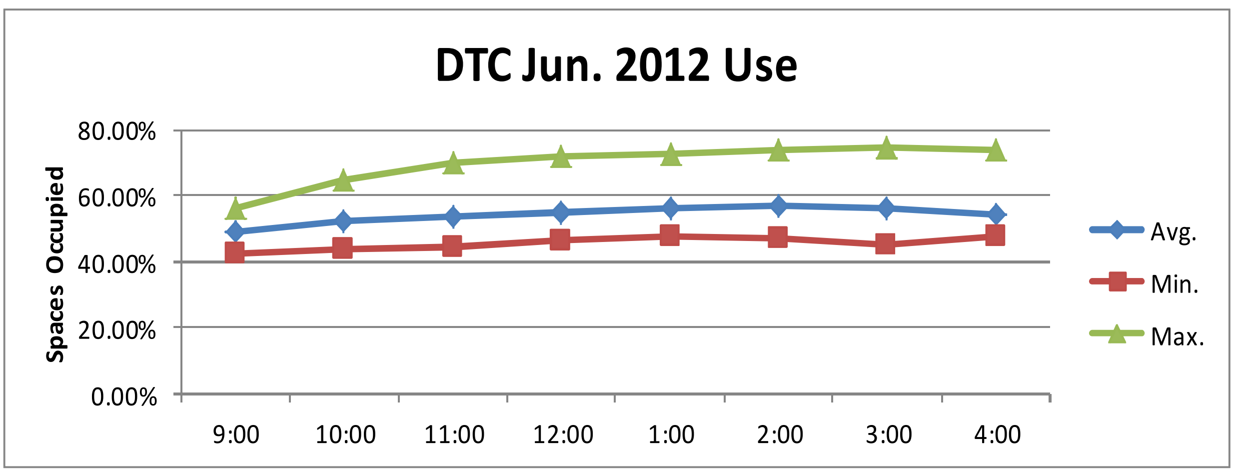
Use of the DTC in April 2012 was nearly identical to that of April 2011, although peak use grew slightly in 2012 from just under 80% in April 2011 to 85% in April 2012. April use was slightly lower than March use, with most of the change coming during peak use periods and minimum use levels remaining near 60% through most of the day in both months.



Use of the DTC declined significantly in May, with peak use never breaking 60% of capacity, and minimum use consistently below 50% and occasionally below 40%. Compared to May 2011, which was the month in which on-street parking became metered, the DTC had lower occupancy levels in May 2012 than in either pre– or post-meter May 2011. The peak occupancy rates for May 2012, at 50-60%, are comparable to the pre-meter minimum use rate from May 1-22, 2011, and to the average post-meter use rate from May 23-31, 2011.

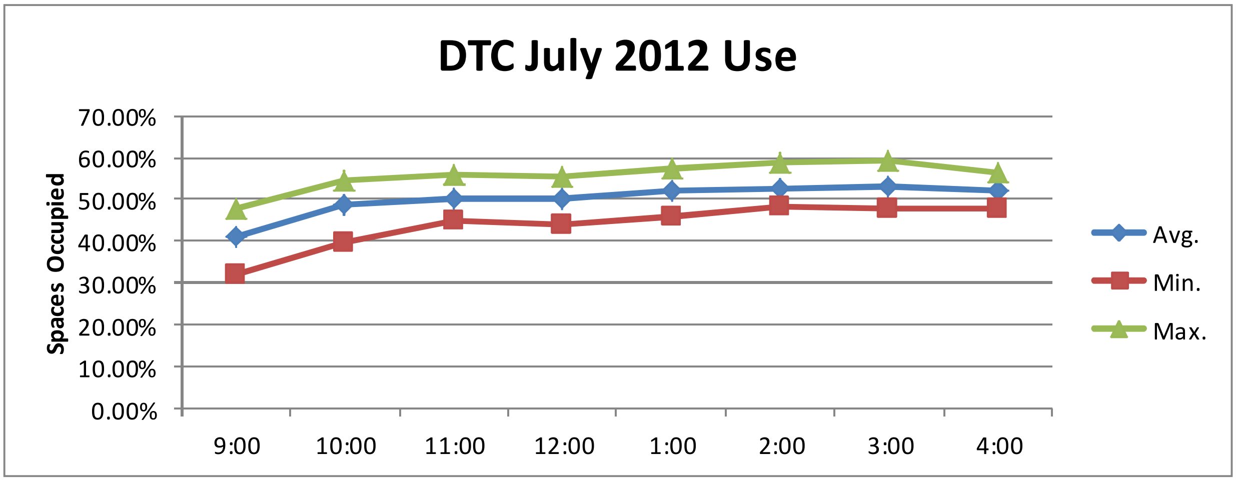


June 2012 brought increased peak use (around 75%) of the DTC over June 2011 (60-70%), but minimum counts were approximately 5% lower in 2012. Usage increased throughout the day from the prior month, with June peak use approaching a 20% increase over May peaks.



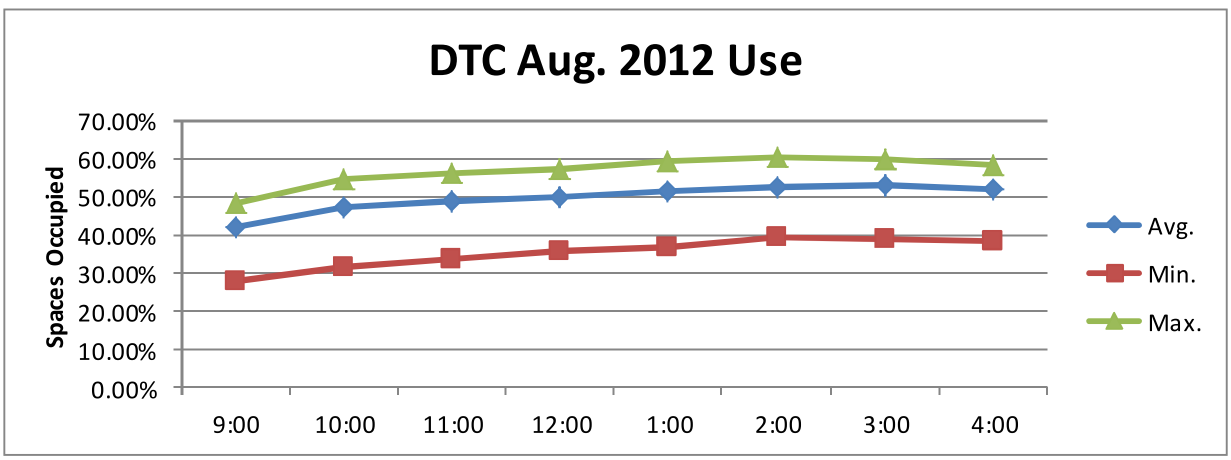
The temporary an unusual increase in utilization of the DTC in June 2012 was short-lived, and in July peak use dropped back to the familiar range of 50-60%. With the exception of 9:00 and 10:00 count periods, minimum occupancy stayed above 40% through the day. The range between minimum and maximum use was roughly 15% throughout the day, showing consistent utilization of approximately 50% of the spaces available in the facility.

Use dropped approximately 2-5% through all survey periods when comparing July 2011 to July 2012.



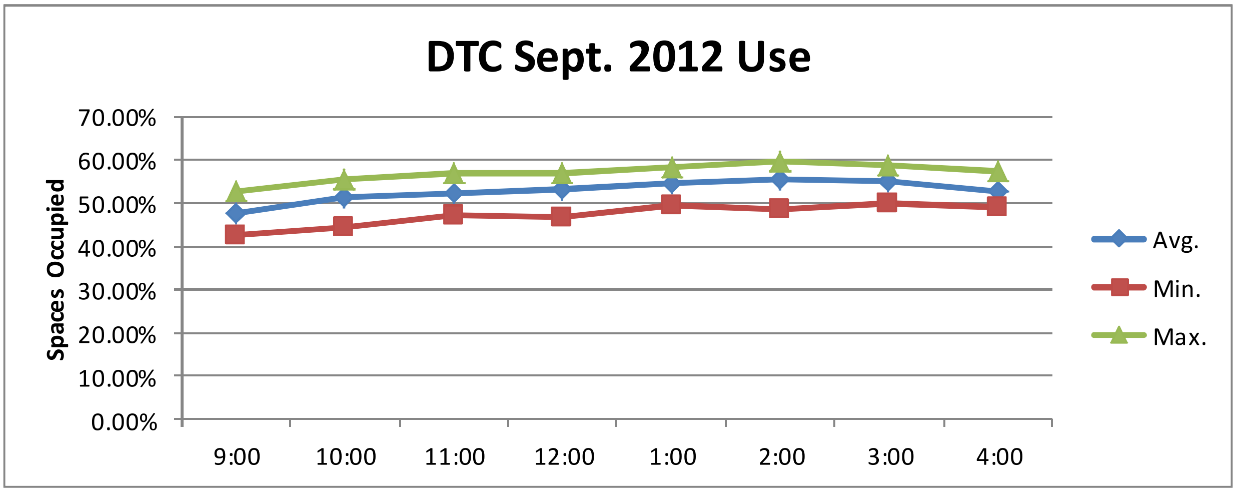
August 2012 experienced similar peak and average use to that documented in July, but minimum occupancy counts were approximately 10% lower during all survey periods other than 9:00 in August.

Compared to August 2011, peak use was slightly lower in 2012, but minimum use was significantly lower in 2012; minimum use hovered between 45-50% in August 2011, but ranged from under 30% to just barely 40% in 2012, a reduction of 10-15%.

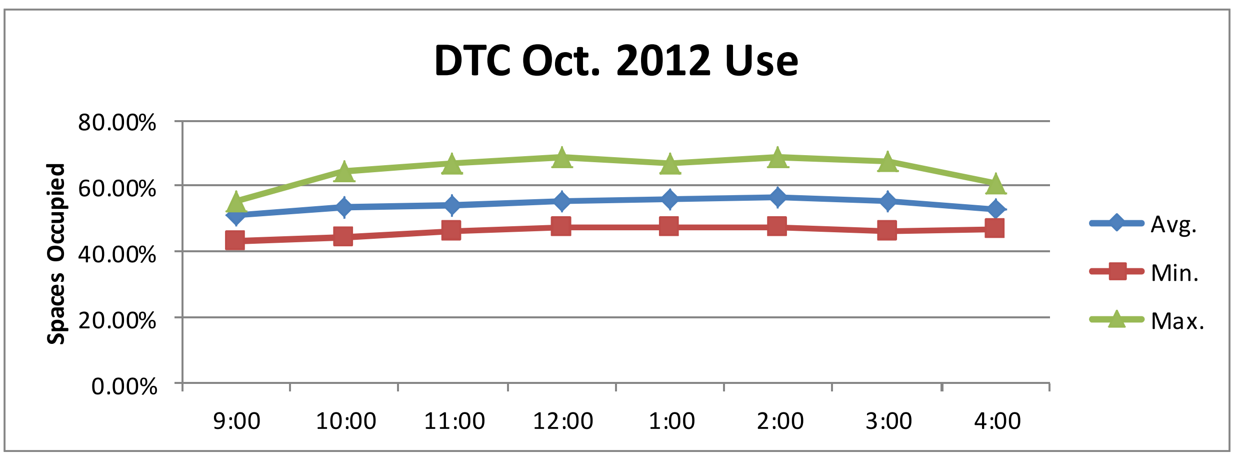


Peak use remained relatively stable from August into September 2012, and minimum occupancy counts rose by approximately 10% in September, back into the range of 40-50%. The trend of having relatively little variation between minimum and maximum counts continued in September, with approximately 10% variation between high and low occupancy counts in all survey periods.

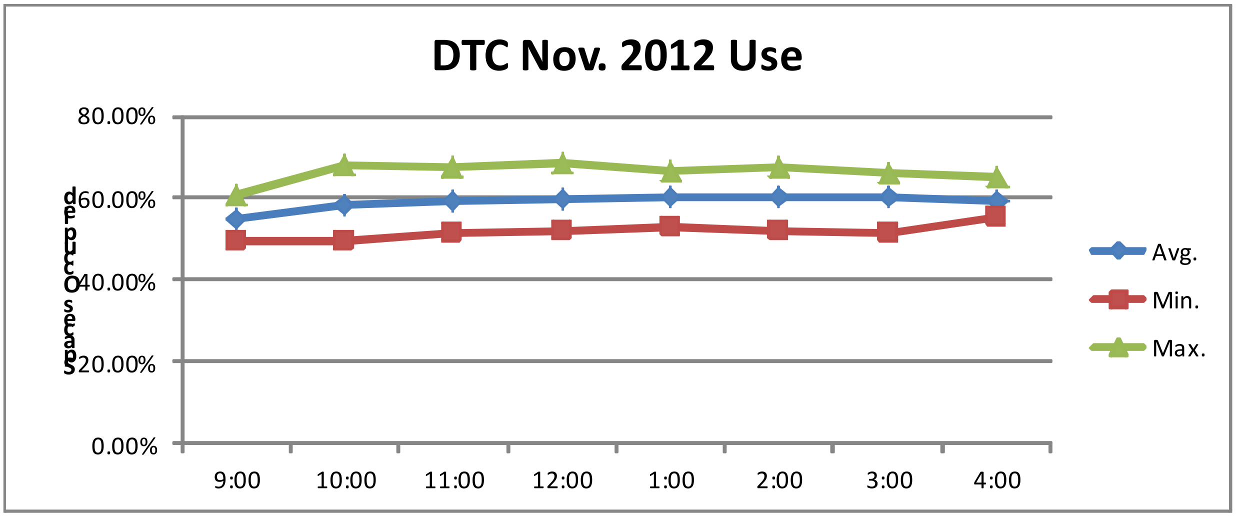
Count profiles were nearly identical between September 2011 and September 2012; the most noticeable deviation was a change in when the peak use (just under 60% in both months) took place during the day. In September 2011, peak use was documented during the 11:00 and 12:00 survey periods, with an afternoon lull in demand and a re-bound during the 4:00 survey. By contrast, the September 2012 peak took place during the 2:00 survey period.



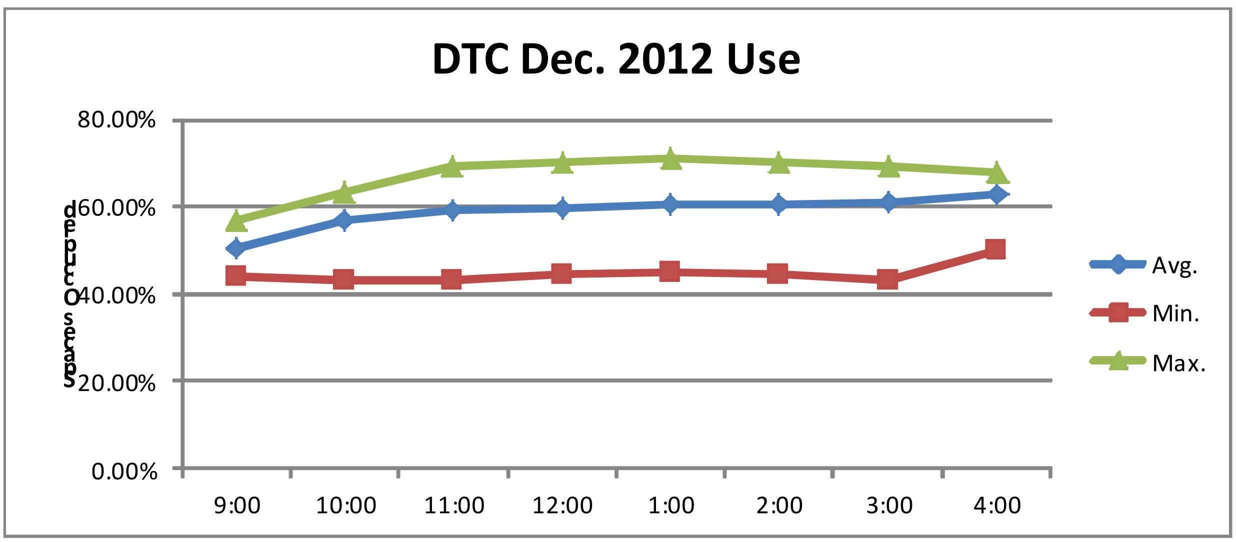
October 2012 saw marked increase in peak utilization over October 2011, with increases in peak use of 10-15% throughout the day. Minimum use rates in October increased by 3-5% from 2011 to 2012, with average use rates increasing 5-6% in the same comparison. Although minimum use was slightly higher in September than in October, peak use increased in October, by as much as 10% during most survey periods.



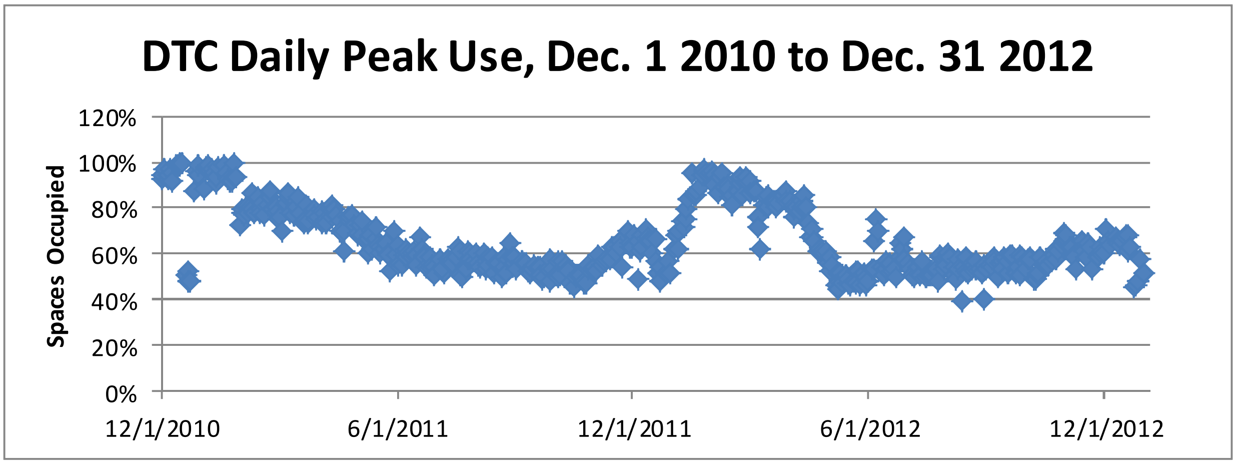
Use increased slightly in November from October use rates. Average use rates increased in November 2012 when compared to November 2011 rates, but peak use rates were fairly similar between the two years.



There is very little difference between use rates in December 2012 and 2011. The minimum occupancy rate declined in December 2012 from the previous month, but both average and peak use were largely unchanged from November.



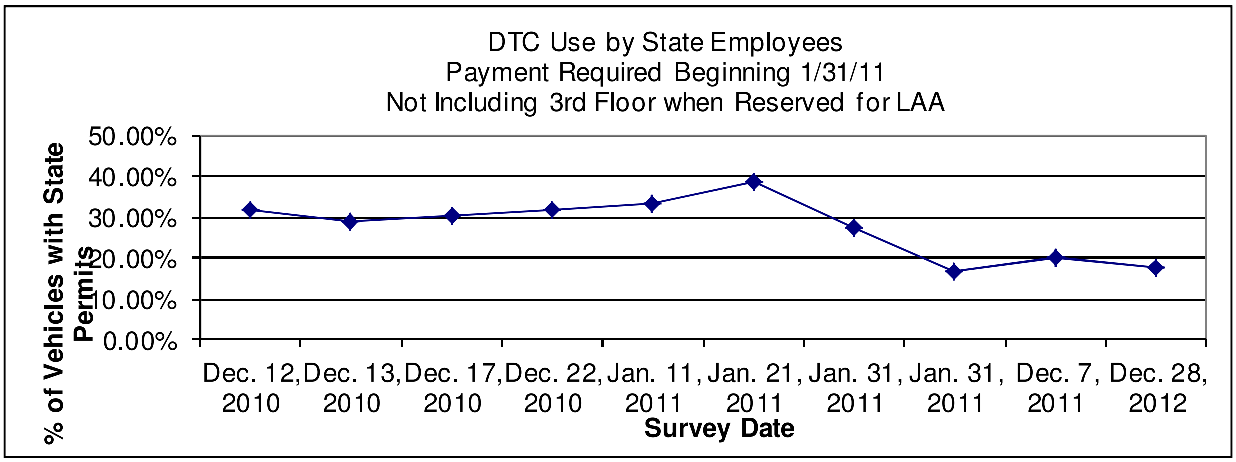
The first two months of parking at the DTC were free for the public, and the facility saw very high utilization rates during that period. The facility was routinely over 90% occupied, and there were occasions when only a few spaces, if any, were available. When paid parking requirements went into effect in February 2011, peak occupancy dropped by approximately 10% immediately, with 80% - 90% occupancy rates during peak periods in February through early April. Through April 2010, the trend continued, with peak use dropping another 10% to 70% - 80% occupancy by May. June 2010's peak use dropped again, albeit with scattered peaks of 70% occupancy; most peak counts were in the 50% - 60% range. Although the decline was less precipitous in July, peak occupancy rates did continue to decline and only rarely surpassed 60% in July 2011, with subsequent continued declines in use in August, September, and October. Late November 2011 saw the first occupancy of over 70% since May 2011. Use dropped by approximately 20% through December, but climbed to near-record levels by the middle of January 2012 (the beginning of the legislative session). With the exception of three unusually low peak counts in early March, use of the DTC stayed above 80% through early April (the end of the legislative session), with a steady and precipitous decline in peak use through early May; in this month-long period (April 7 through May 5), peak use declined by half, from over 80% of capacity to just over 40% of capacity. These low usage rates increased steadily over the next six months, and had climbed to 69% of capacity by the end of December 2012.



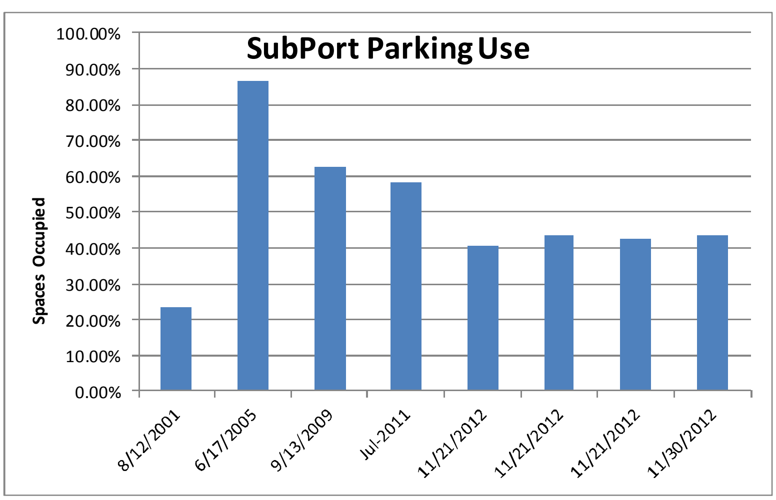
In contrast to December 2010 and January 2011, free weekday parking was not offered at the DTC in December 2011 or January 2012. This change in management resulted in lower utilization rates of the DTC in December 2011 and 2012 than in December 2010.

The data indicates that the DTC experiences seasonal variation in occupancy, with peak use during winter and spring months/legislative session (January through early April) and the lowest utilization of the facility taking place in the summer, fall, and early winter months of June through December.

One possible explanation for the lower number of vehicles using the DTC lies in one of the largest populations of commuting parkers: employees of the State of Alaska. When the DTC was first opened to the public, and was available for free parking with no time limit, vehicles displaying State of Alaska employee parking permits accounted for over 30% of all vehicles parked in the facility. When the 3rd Floor of the DTC was put off-limits to public parking, and was available only to vehicles registered through the Legislative Affairs Agency (LAA), the combined LAA/3rd Floor vehicles and other vehicles displaying State of Alaska parking permits still accounted for almost 35% of all vehicles parked in the DTC. On January 31, 2011, the day that payment for parking at the DTC began, the morning survey found that 28% of vehicles parked at the DTC displayed state permits or were parked on the third floor; by that afternoon, word had spread that payment was required to park at the DTC, and the number of vehicles displaying a state parking permit had plummeted to 17%, more than a 20% reduction from just ten days previously. At the end of the 2011 Legislative Session, the 3rd Floor was returned to public parking. A year after the DTC opened, vehicles displaying State of Alaska parking permits had risen to 19% of the vehicles parked at the DTC. This use rate appears to be fairly consistent, with 17.5% of parked vehicles displaying state parking permits in December 2012.



It is worth noting that the use of the DTC by state employees remains low even after the elimination of free public parking at the SubPort, a lot owned by the Alaska Mental Health Trust that had been widely used by commuting downtown workers. This facility, which provided 136 spaces, will be unavailable for at least four years while the neighboring State Library Archives And Museum (SLAM) is being constructed. The SubPort, although not officially available for public parking, was seen by many as a critical facility in providing adequate parking for downtown. Parking surveys were not conducted on the SubPort property for two reasons: first, as a non-CBJ-owned facility, the CBJ had no management authority; second, staff at the Trust Land Office had expressly asked that the facility not be included in parking plans or surveys, as they anticipated putting the lot to another use in the near future. When the Trust Land Office announced that the facility would be closed to public use, CBJ staff immediately began collecting use data and scouring aerial photography to establish a baseline of use data and to estimate the demand that would need to be accommodated. This limited data shows that although the facility was used consistently, it was generally around half-full, with 50-60 vehicles using it on most weekdays. The DTC and MPG have more than adequate capacity to accommodate this level of increased use; however, when paired with peak use of the DTC during the 2013 Legislative Session, peak parking events can be expected to be more frequent and to be closer to capacity at the DTC in January and February 2013.

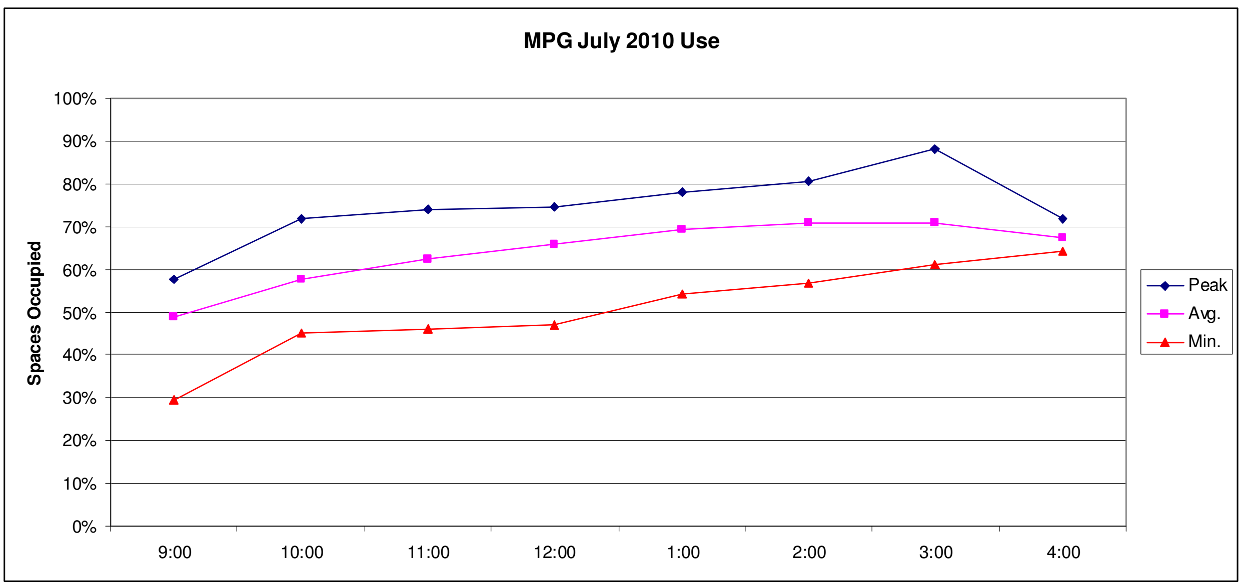


The Marine Park Garage (MPG) was the City and Borough of Juneau's first public parking garage in the downtown area. With 300 spaces, it is still the larger of the two off-street parking garages owned and operated by the CBJ. This facility is on the opposite side of the downtown core from the DTC, so most drivers coming in to town must pass both the DTC and their destination to arrive at the MPG. Accordingly, the pricing structure at this facility is lower than that at the DTC, with hourly parking costing just $0.50, daily permits $5, weekly permits $15, and monthly permits $50. Changes to management of the MPG in December 2010 include the elimination of a prohibition against parking in the same space for more than four hours, even after paying the $0.50/hr. price to park. Additionally, the demarcation between hourly/coin parking and monthly/permit parking was removed so as to facilitate more efficient use of the facility.

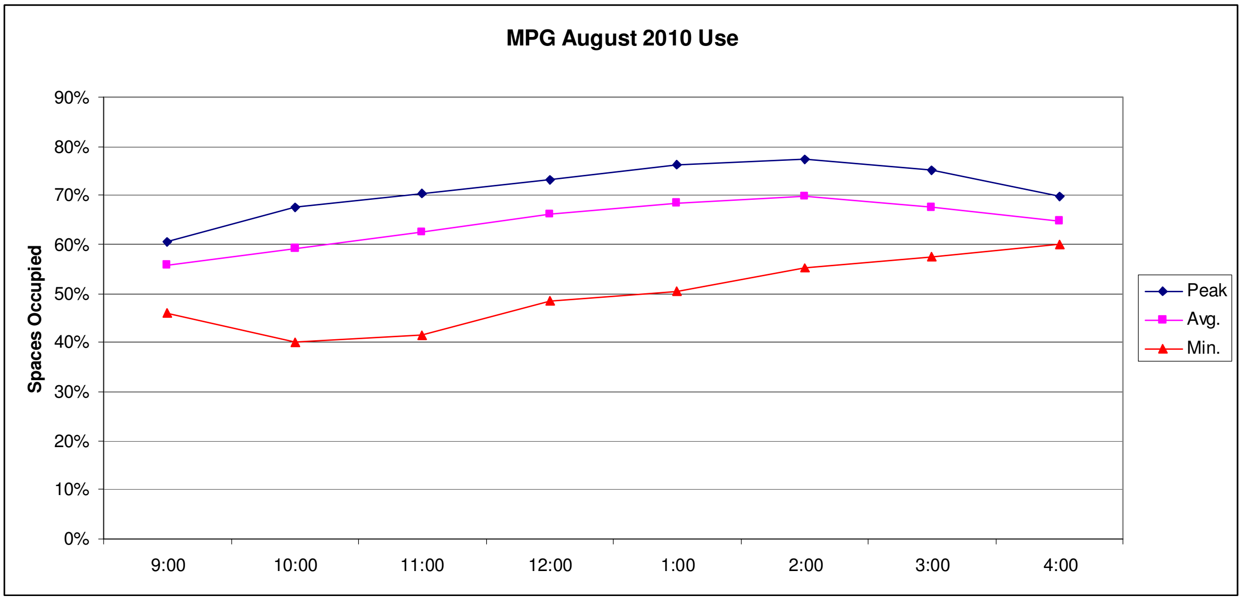
23 of the 300 available parking spaces in this facility are managed by the Juneau Public Library for its patrons, who may use these spaces for free if they register their vehicle at the front desk of the library. These spaces are not included in the usage data provided here.

Usage data for the MPG has been collected by contracted parking enforcement staff on an hourly basis for a number of years; data presented in this document begins in FY11.

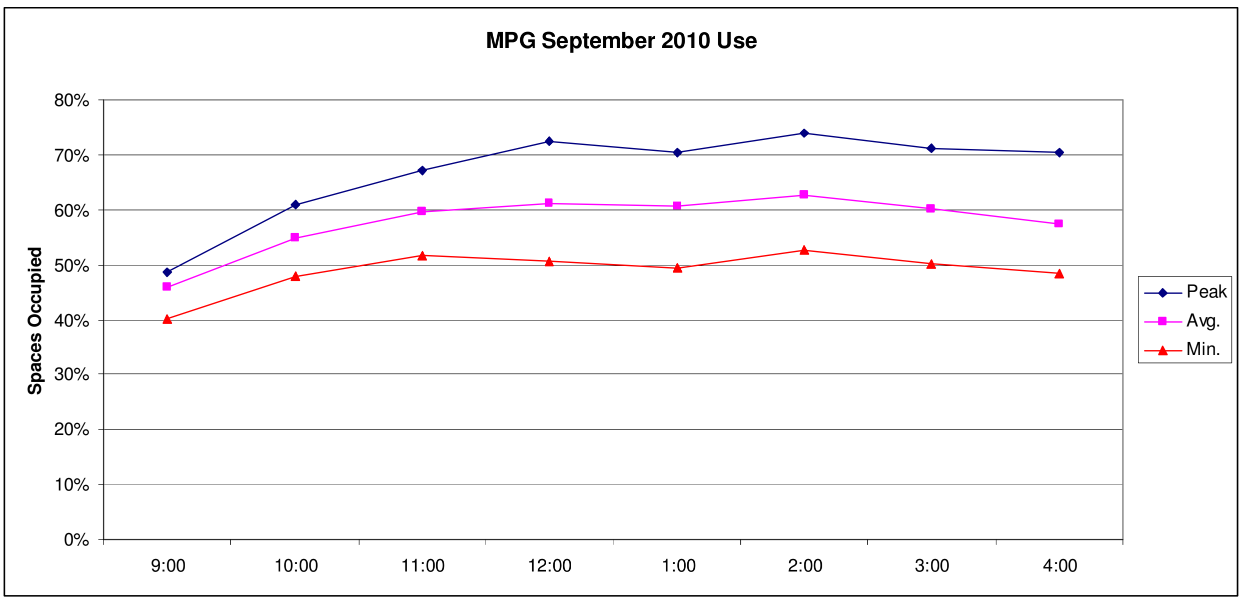
July 2010 saw use of the MPG starting at an average occupancy of approximately 50% at 9:00 am, and rose throughout the day to an average high of approximately 70% occupancy from 1:00—4:00 pm. Peak occupancy took place during the 3:00 pm count period, but never reached 90%. The lowest documented occupancy was 30% during a 9:00 am count; the highest occupancy for that time period was just under 60%.



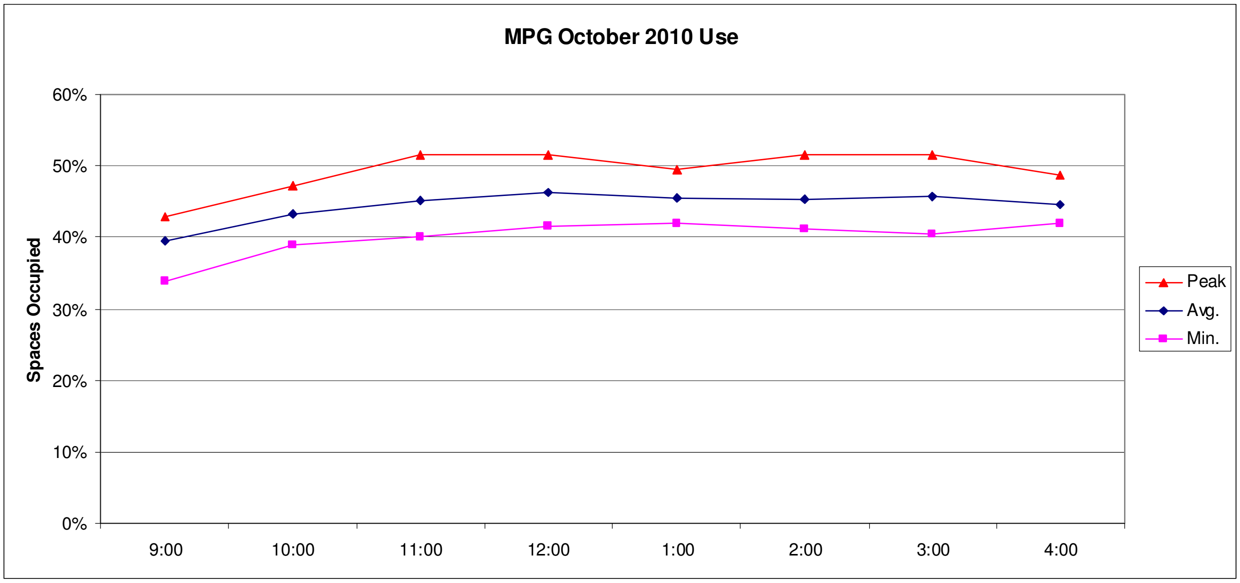
August 2010 had similar use patterns to July 2010, with the lowest counts in the morning and the highest counts in the mid-day and afternoon hours. The morning low count rose approximately 10% from July to around 40%, but these low counts moved to the 10:00—11:00 am hours. Peak use dropped to around 75%, with peaks of 70% or more from 11:00 am—4:00 pm. The range between high and low occupancy counts was nearly 30% in morning counts but less than 10% during 4:00 pm counts. This indicates that late afternoon use is consistent throughout the month, but that mid-morning counts see a relatively high degree of volatility in the use of the MPG.



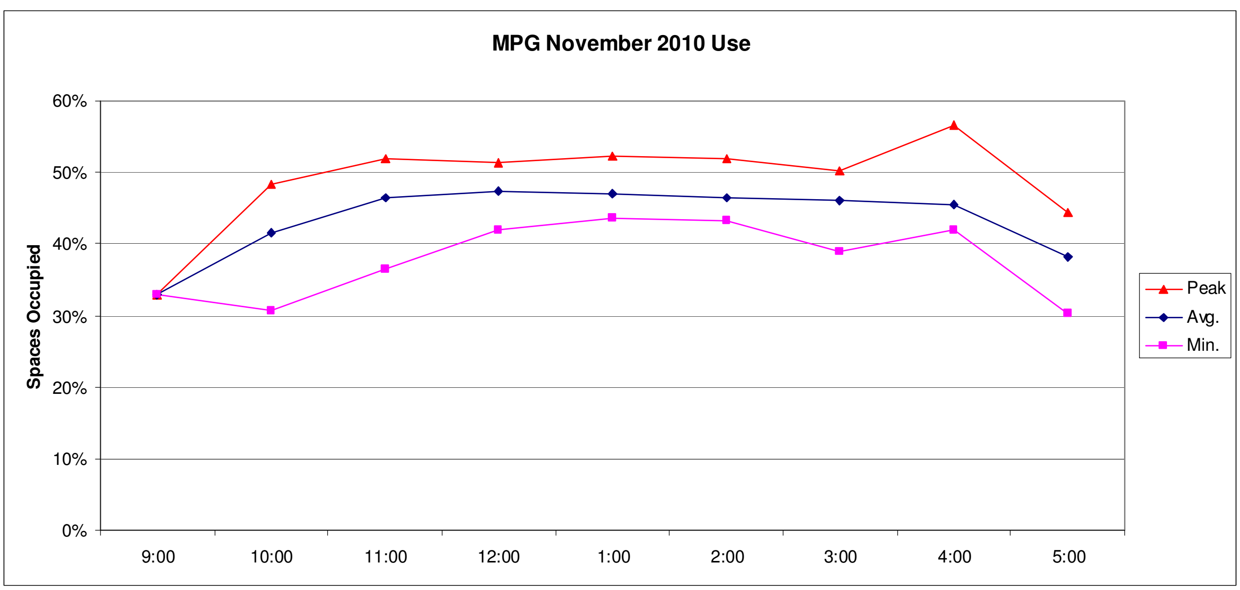
Usage in September 2011 continued trends identified in July and August, with the lowest occupancy taking place in the morning, but these low counts were limited to the 9:00 am count, and to a lesser degree the 10:00 am count. Average, Minimum, and Maximum counts varied little throughout the rest of the day for this month, with peak usage around 70%, average use near 60%, and low use near 50%. With approximately 20% in the range between high and low counts, the data shows a relatively high degree of change in usage between various days in the month.



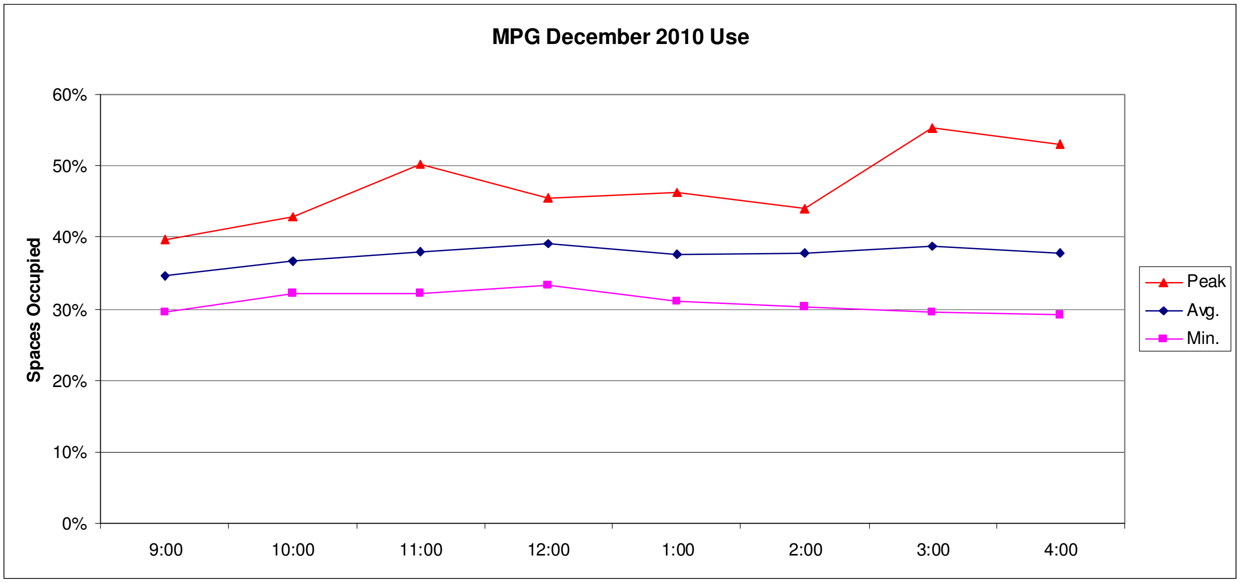
October 2010 had similar use trends throughout the day to previous months of that year, in that 9:00 am counts were the lowest of the day, and that by 11:00 am peak utilization had typically begun, and would continue through the rest of the day. With the end of the summer cruise/tourist season, occupancy numbers dropped significantly throughout the day, affecting all day parts equally. Peak usage had hovered at, around, and even above 70% from July 2010-September 2010, but in October 2010 plunged 20% to near 50% occupancy. Minimum usage was near 40% throughout all day parts; the range from low occupancy to high occupancy was only 10%, and indicates consistent use throughout the month.



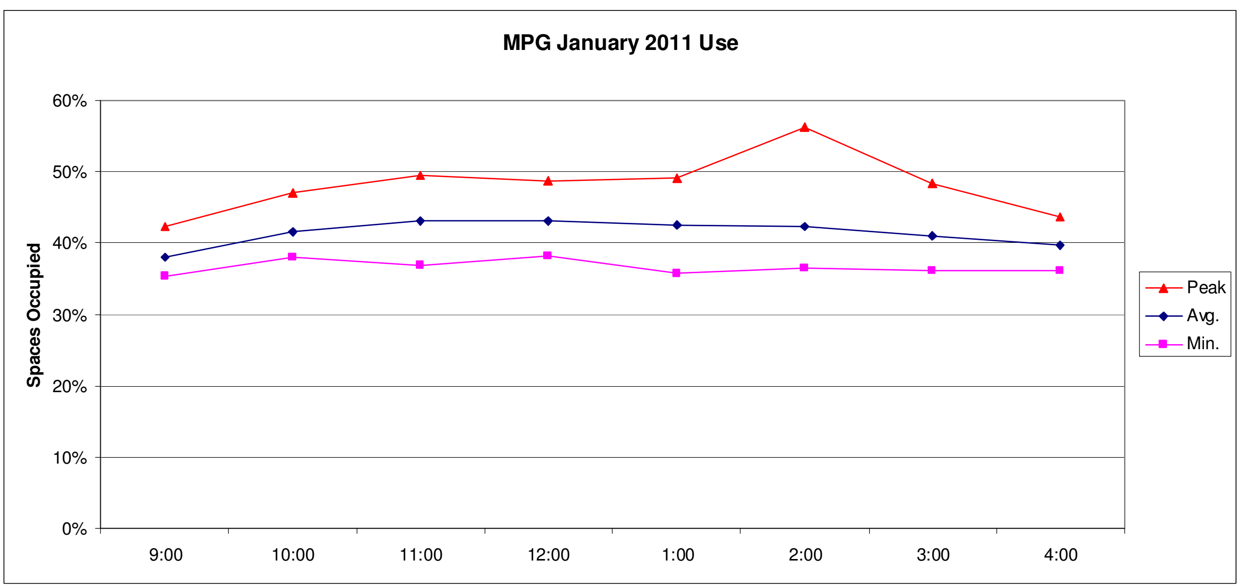
November 2010 counts show changes in parking behavior from previous months, with overall use staying at low non-cruise-season rates first encountered in October. The single data point for average, minimum, and maximum occupancy rates at 9:00 am is the result of a single count during that period in November; other time periods display more typical ranges of 10-20% between high and low occupancy counts. A late afternoon spike, with a maximum count of approximately 55% occupancy, was the most anomalous event during the month, which otherwise saw typical daily patterns of lower morning use, consistent use from 11:00 am—4:00 pm. November 2010 is the only month in FY11 for which 5:00 pm counts took place, so the reduced occupancy rate at that time of day cannot be compared to occupancy at this time during other months.



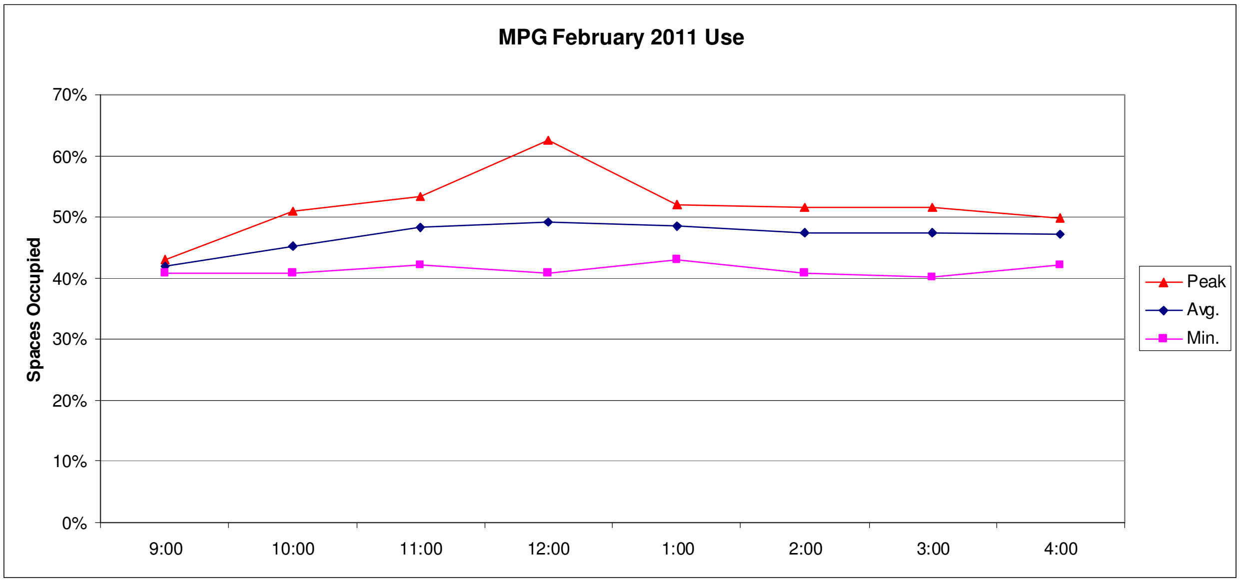
Historically, the CBJ City Manager has decreed that parking at the MPG be free to the public during December; this was the case in 2010, but with the opening of the new DTC that month and providing free parking at that facility as well, allowing free parking at the MPG does not appear to have had much effect on increasing use of the facility. Peak use in December fell from even October and November's low counts, with morning and mid-day peaks of 40-50% and afternoon peak use of approximately 55% from 3:00—4:00 pm. Average use held fairly steady throughout the day, hovering between 35—40%. Low counts were typically around 30% occupancy. The range of variability between high and low counts was as little as 10% from 9:00—10:00 am, but varied from 15—25% during the rest of the day. As in previous months, the highest occupancy rates occurred in the afternoon.



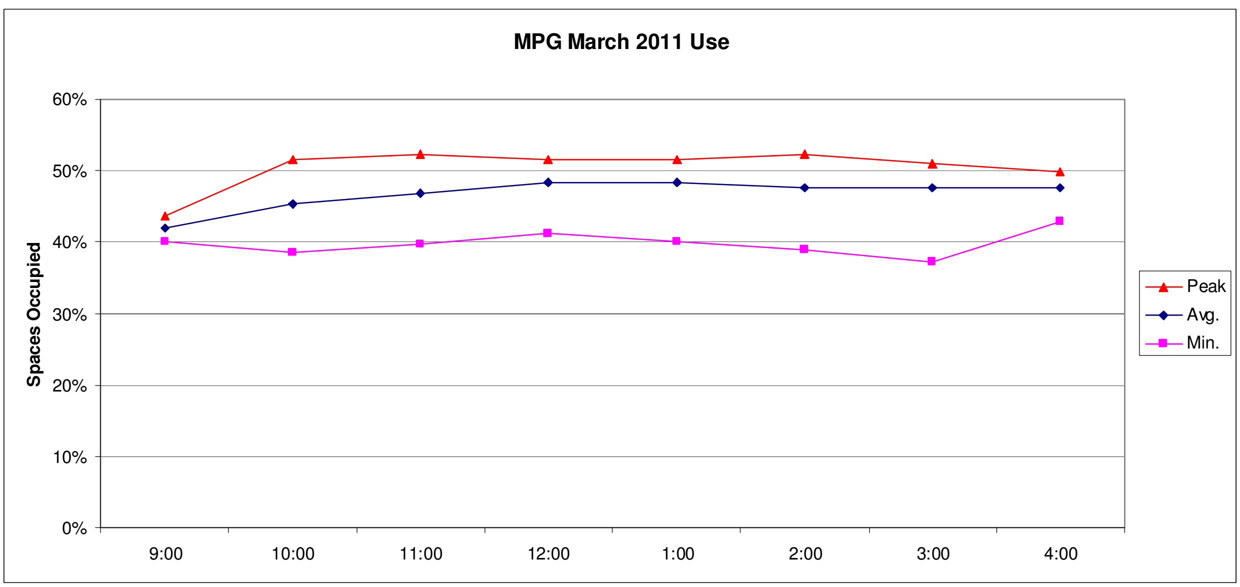
Overall, use increased during January 2011, with peak counts climbing to 50% or more from 11:00 am—3:00 pm, and minimum use climbing to the range of 35—40%. The range of variability between high and low counts decreased, with most hourly count periods only having a 10—15% range between high and low counts; the 2:00 pm count period had the most variability, with a range of nearly 20% between the high (55%) and low (35%).



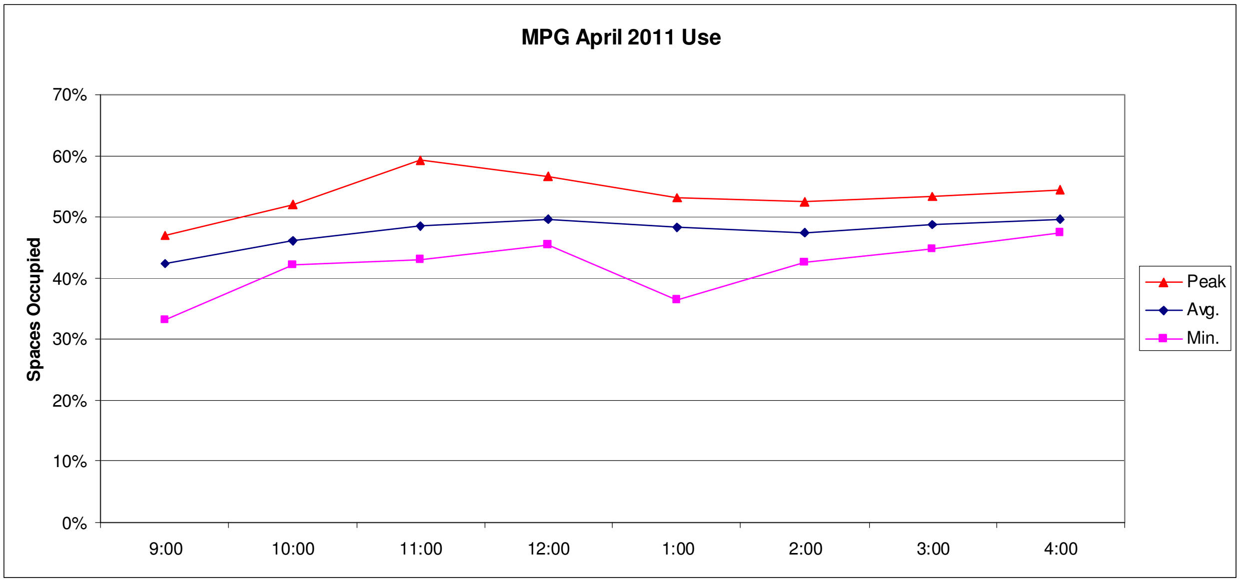
There was very little change in overall use of the MPG in February 2011, except that the high occupancy count period took place at 12:00 pm, significantly earlier in the day than it had been in all previous months. The range between high and low occupancy counts dropped to a little over 10% for most count periods, but the noon hour had a range of nearly 25% between low and high counts. Use of the MPG facility remained low in February, although peak use exceeded 50%, and average use approached 50%, during all but the 9:00 am count period.



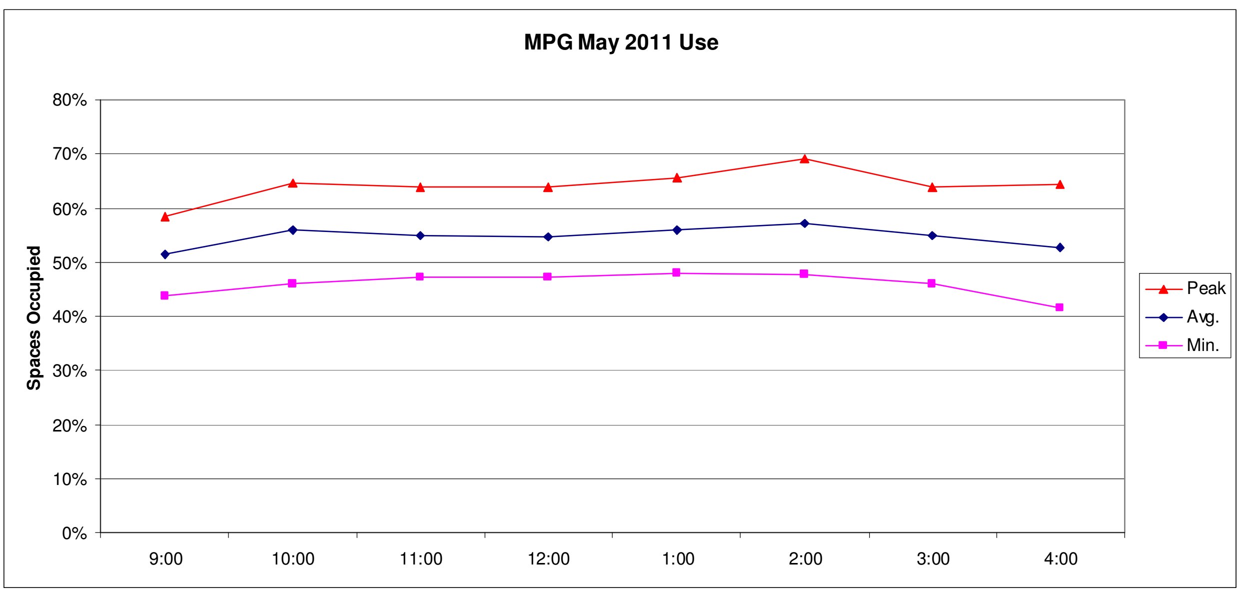
March 2011 had very similar use to that in February 2011, with the exception of not experiencing an anomalous high count. 9:00 am remained the period with the lowest utilization of the facility, but all other day parts saw peak use of 50% or higher, and minimum use only dipped below 40% during three count periods. Average use was fairly consistent, and ranged from just over 40% to just under 50%. Most survey periods saw a range of use of approximately 10% - 15%.



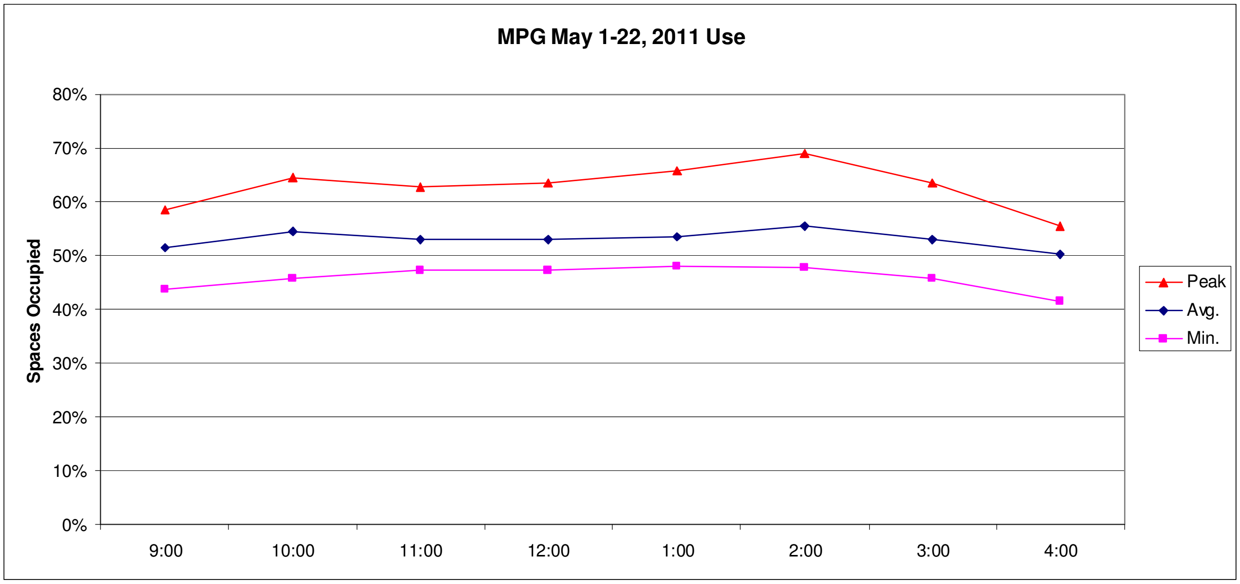
April 2011 experienced more volatility between hourly counts than is typical for the MPG, but overall patterns remained consistent with earlier months. Peak use climbed slightly, with only one peak count below 50%, and another count at nearly 60% occupancy. Low counts ranged from near 30% at 9:00 am to around 45% during the rest of the day; a low of near 35% during a 1:00 pm count was the single outlier to this pattern. Average use was fairly consistent, between 45% - 50% during all counts except the traditionally-low utilization of 9:00 am.



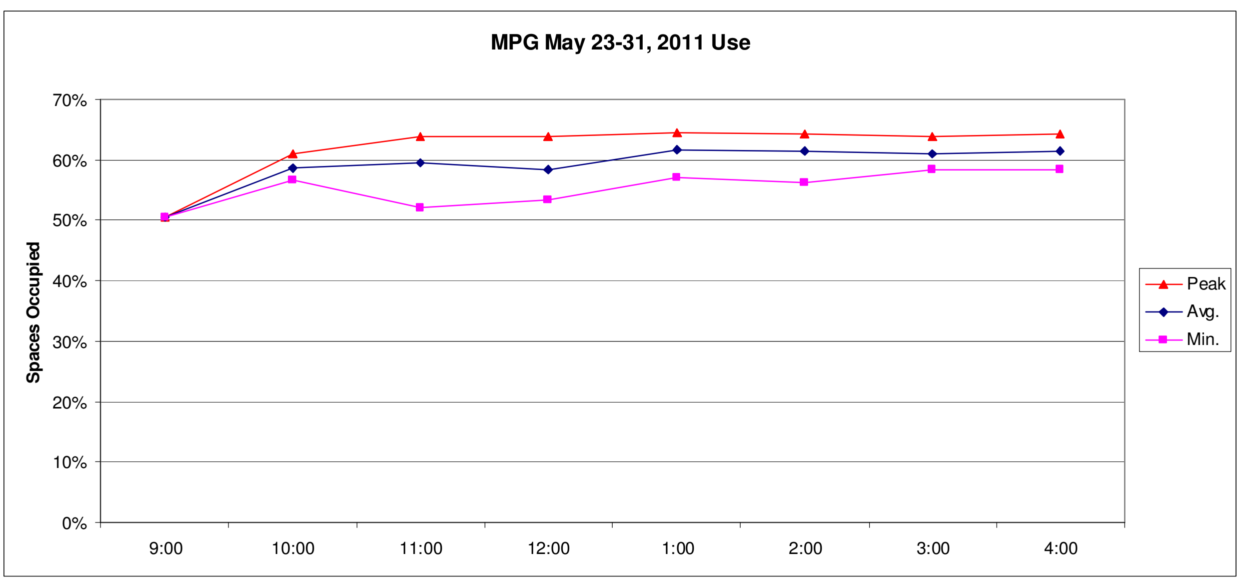
May 2011 occupancy counts show an increase in usage for almost all day parts, with minimum, average, and peak counts all increasing from April 2011. The data for this month is, however, more complicated than data for most months, as May 23, 2011 was when on-street parking meters went live in Juneau. Thus, usage is broken into two additional charts, one showing occupancy data for May 1-22, and the other showing data for May 23-31.



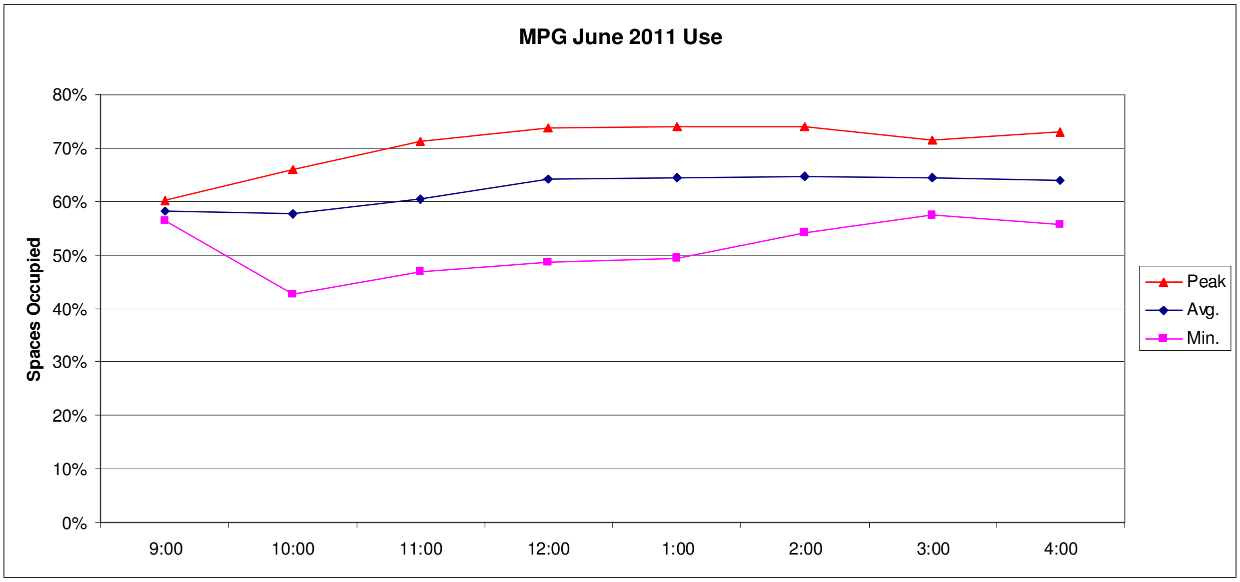
The occupancy data for May, 2011 is perhaps the most interesting data in this document, as it shows the direct impact of changing pricing and time restrictions at one facility (on-street) upon another facility (MPG). Before pay stations were utilized to manage on-street parking, May 2011 usage of the MPG was very similar to previous months, with a slight seasonal increase in peak, minimum, and average use during all count periods; the afternoon counts at 3:00 and 4:00 pm may have declined from mid-day highs more drastically than was seen in previous months, but the usage patters were, on the whole, consistent with previously identified trends. Peak counts and low counts were typically separated by 15% - 20%.



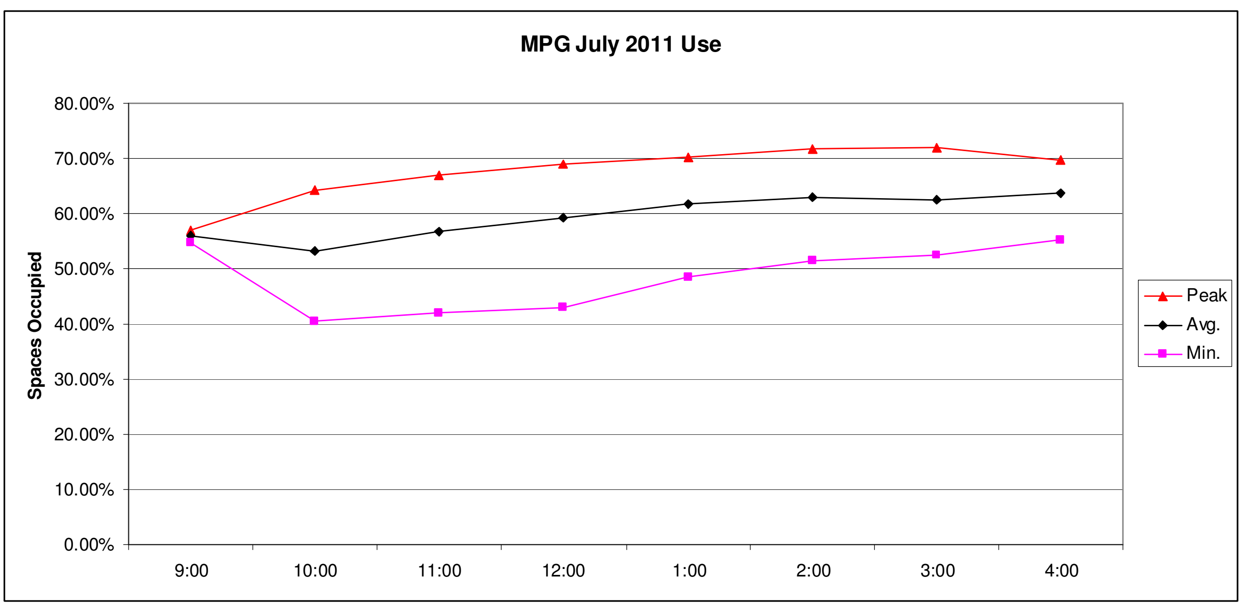
When parking meters were installed on-street, parking behavior changed at the MPG. With only one count at 9:00 am during the period of May 23-31, the near-50% peak, average, and minimum use of the MPG at this time is not a very interesting number, but the very small range between peak use and minimum use for the remainder of the count periods, which was approximately 10% at 11:00 am and 12:00 pm, shrunk to around 5% at 10:00 am and from 1:00—4:00 pm. With peak use at nearly 65%, and minimum use at 50% or higher, late May 2011 saw the highest utilization of the MPG since September of 2010; it may be that this was purely a seasonal change, since summer use has historically been higher than fall, winter, and spring use of the MPG, but the dramatic difference between May 1—22 and May 23—31 counts indicate that the use of on-street pay stations likely played a role in changing parker's behavior, and that seasonal increases in the number of parkers likely does not explain the degree of those changes.



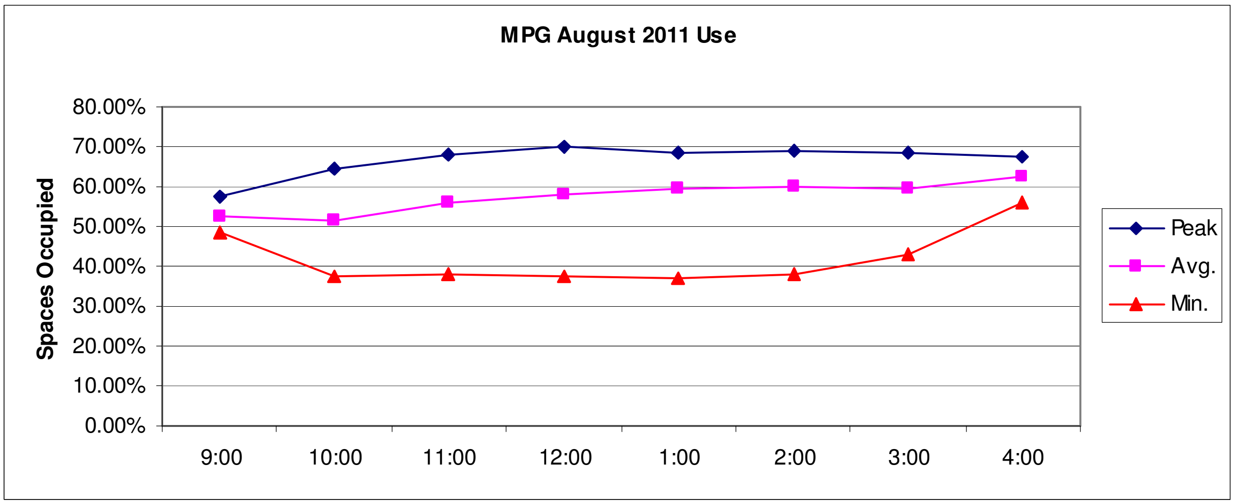
June 2011 saw an increase of almost 10% from even May 23-31 peak use of the MPG, although minimum occupancy counts dipped over 10% at 10:00 am and were near May 1-22 levels during the remainder of the day. Average use, however, was over 60% for the majority of the day, an average rate that had not been seen since July 2010. A wide range of approximately 25% difference between minimum and peak occupancy levels during most of the day shows a high degree of variability in travel or parking patterns; this data is examined on a week-day basis later in this document.



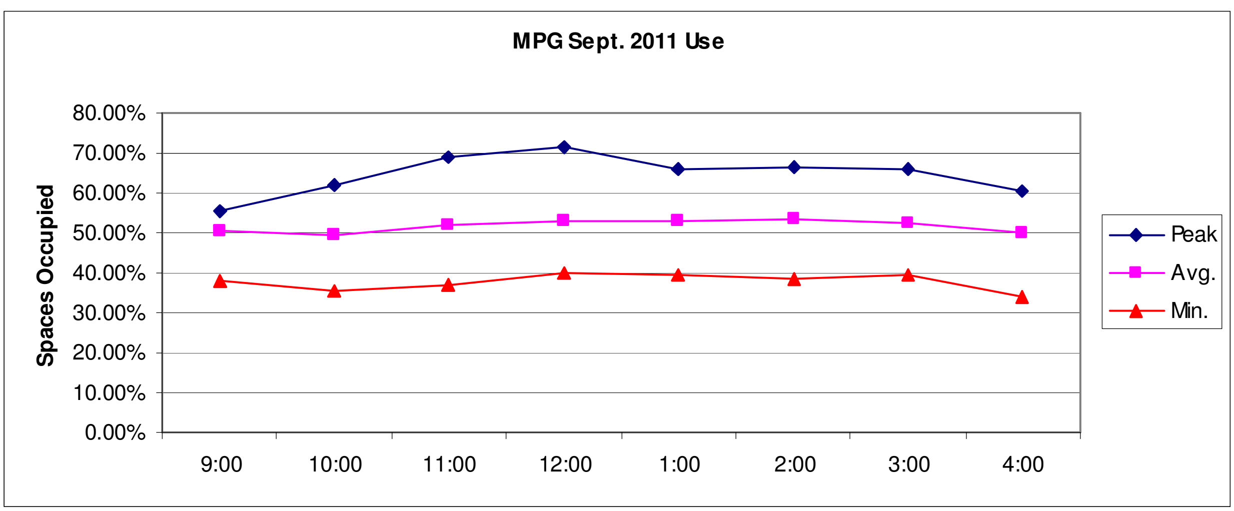
Very similar use trends continued in July 2011, with the lowest counts taking place in the morning hours, averages near 60% throughout the day, and peak counts between 65-72% during the majority of the day. One unusual trend in July 2011 is that minimum occupancy levels were higher in the afternoon than in the morning (except for the 9:00 am survey period, which, with only three counts during the month, does not have an extensive data set behind it). The wide range of occupancy levels during much of the day (10:00 am to 3:00 pm) show a high degree of variation in parking patterns at this facility that may be easier to understand when viewed through a different lens, such as by comparing individual days in the month to each other. This view of the data on a daily basis follows the monthly review in this section of the report.



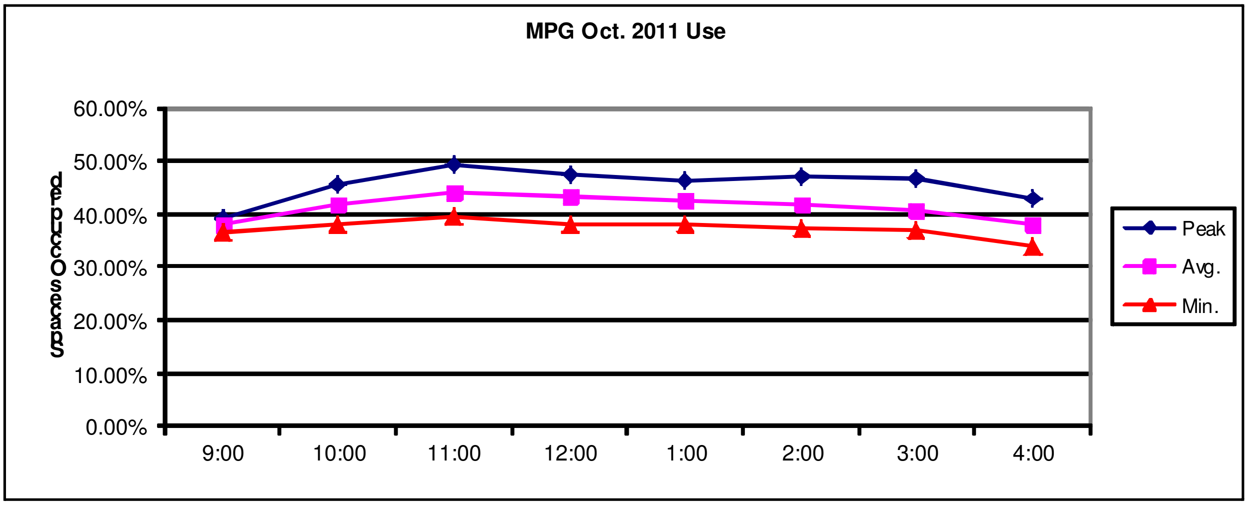
Peak occupancy of the Marine Park Garage was slightly lower in August than in July of 2011, with only the noon hour seeing peak use of 70%, and average occupancy levels of between 50-60% for most of the day. 9:00 am counts, which were of a limited number in August as they are in most months, show a relatively small variation between minimum and maximum counts of roughly 10%. 4:00 pm counts show a similar degree of variation between minimum and peak occupancy levels, with counts across the board of roughly 10% more vehicles than the morning counts. During the majority of the day (10:00 am to 3:00 pm), however, there was a wide range between minimum occupancy counts (generally around 37%) and peak counts (65-70%). This ~30% range between low and high occupancy counts is similar to that seen in June and July data at the MPG, and will be reviewed from a different perspective in the following section of this report.



September 2011 saw a decline of nearly 10% in occupancy during 9:00 am and 4:00 pm survey periods, but use of the MPG did not change that much during the rest of the day, and even increased by almost 2% during the noon hour. As with preceding months, the wide range between the low and peak counts may make more sense when viewed on a day-of-the-week basis, which is reviewed in the following section of this report.

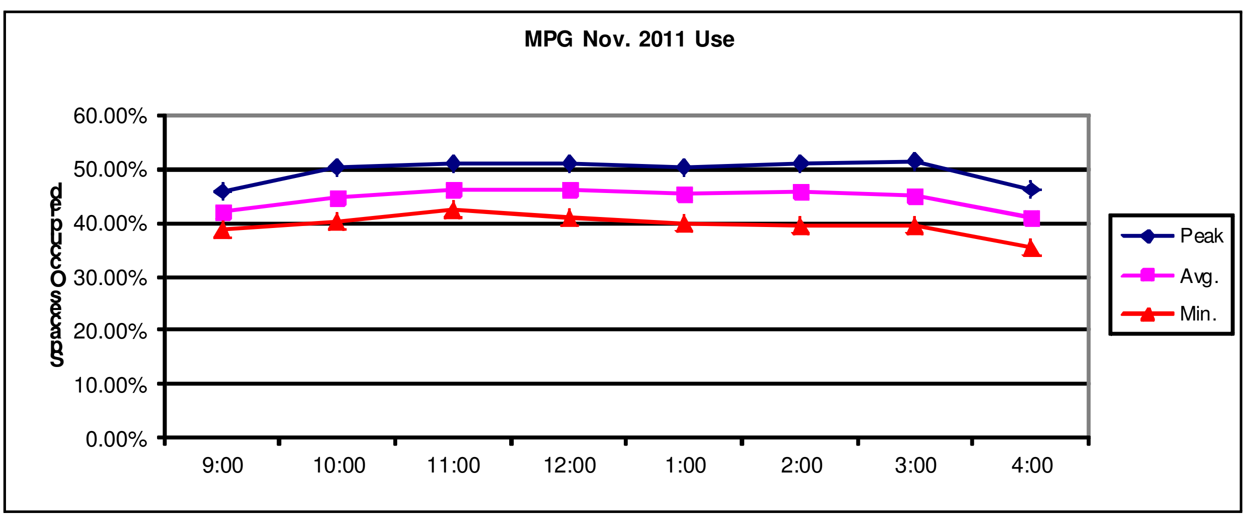


In stark contrast to the preceding months, October 2011 had peak and minimum occupancy levels over a range of approximately 10% throughout the day, showing that there is a low degree of volatility in travel behavior during this month of the year. With summer tourism industry jobs over for the year by the beginning of October, use was fairly consistent throughout the day and across all days in the month. The lowest occupancy levels observed during the month are approximately 15% lower than the highest count, and peak counts for all day parts other than the 11:00 am count period are within about 10% of the lowest observed occupancy levels.

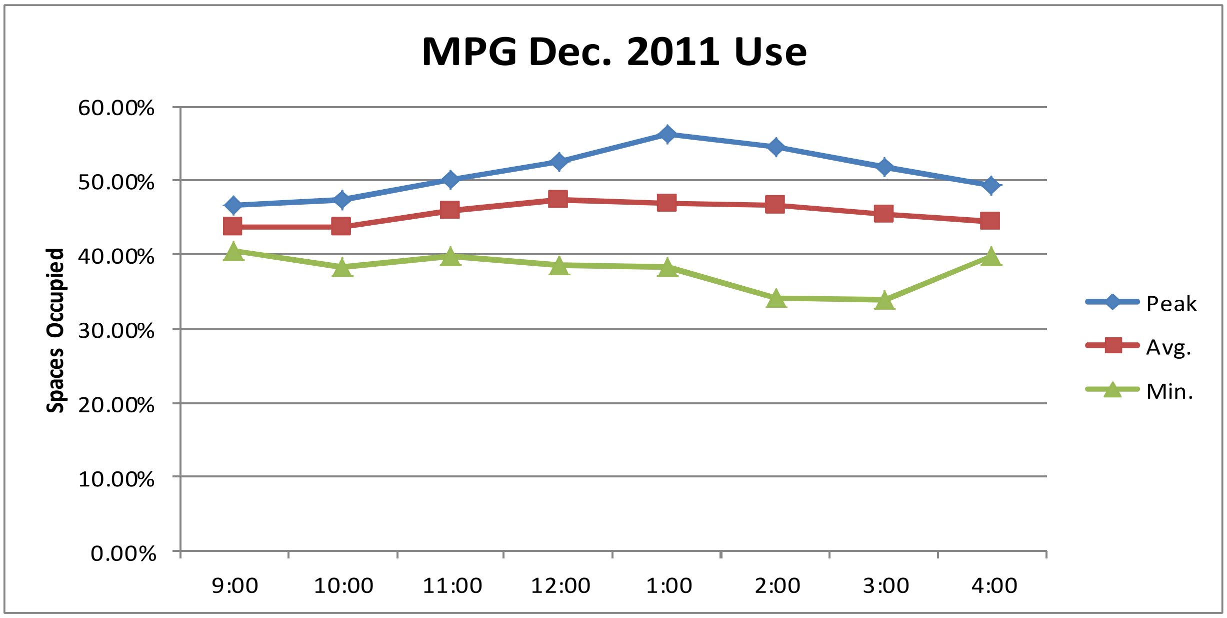


November 2011 had occupancy levels that were very similar to those observed in October; five additional survey periods joined the 11:00 am hour in having peaks near or above 50%, but this constitutes an increase of less than 5% for most count periods. Minimum occupancy levels increased by even less, only 1-2% above October levels in most count periods.

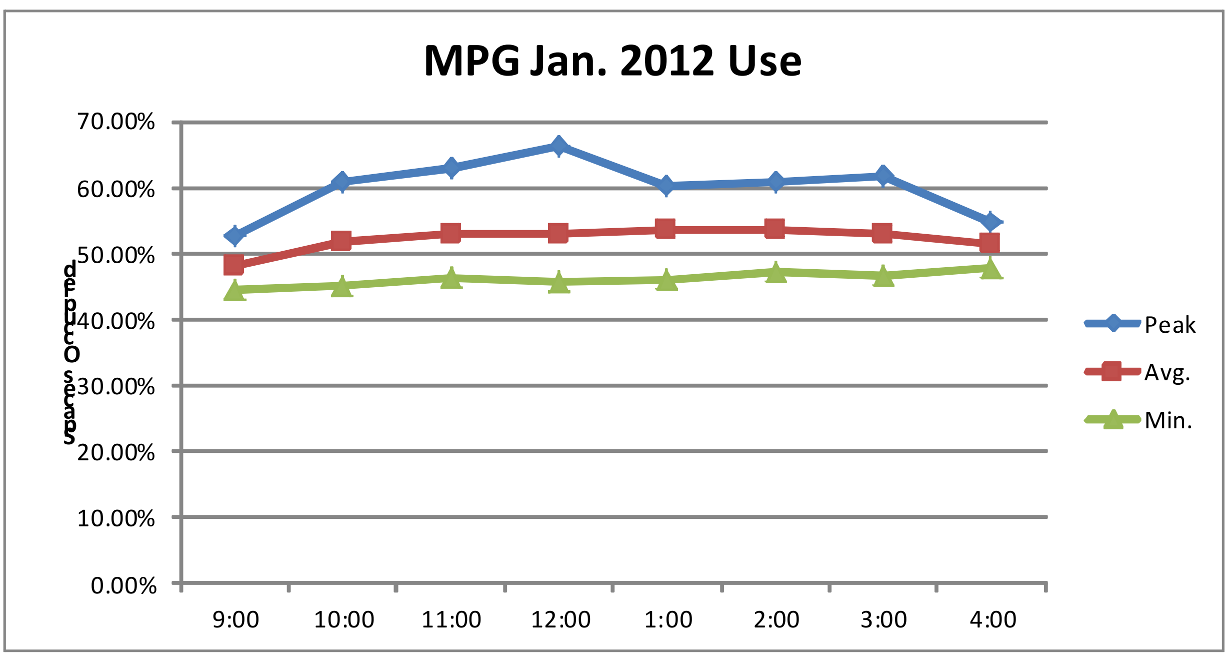
There is no apparent reason for increased occupancy of the MPG from October to November in terms of seasonal destinations or travel patterns, but the slight increase in utilization of the MPG in this period could be explained by increased enforcement efforts for on-street parking. Due to issues with the technology being used to manage on-street parking, there was virtually no enforcement of new on-street parking restrictions until late October 2011. It could be that as parkers became aware of a return to active enforcement of on-street restrictions, parkers began to utilize off-street parking to a higher degree.



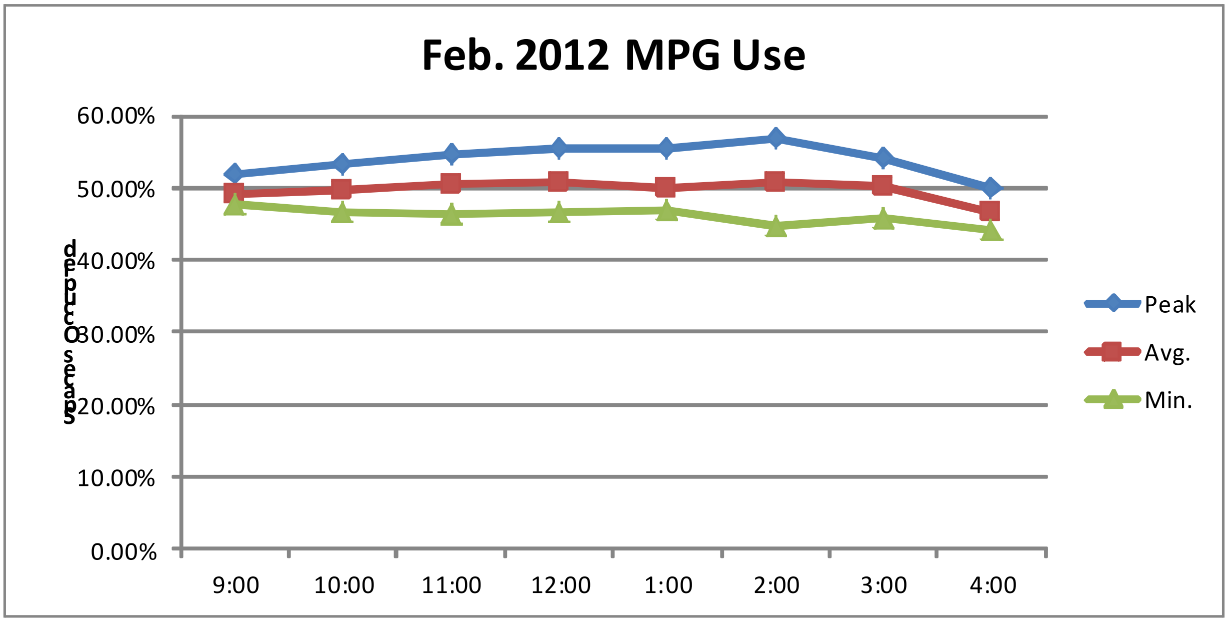
Use of the MPG continued to increase in December, with peak use exceeding 50% during four periods and average use hovering around 45% throughout the day.



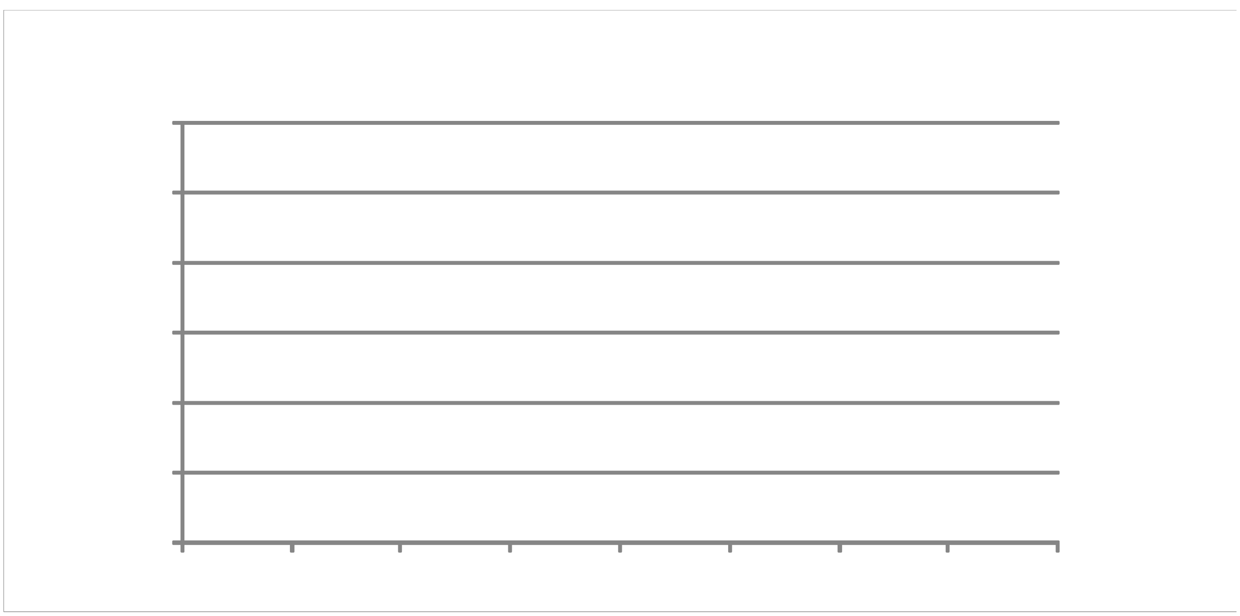
January 2012 saw continued increased utilization of the MPG, with all periods experiencing peaks of over 50%, and six periods at or over 60%. Even minimum counts during January exceeded 40% during all day parts, and average use was at or exceeded 50% at all periods. This is an unusually high utilization rate for this facility, especially during winter months.



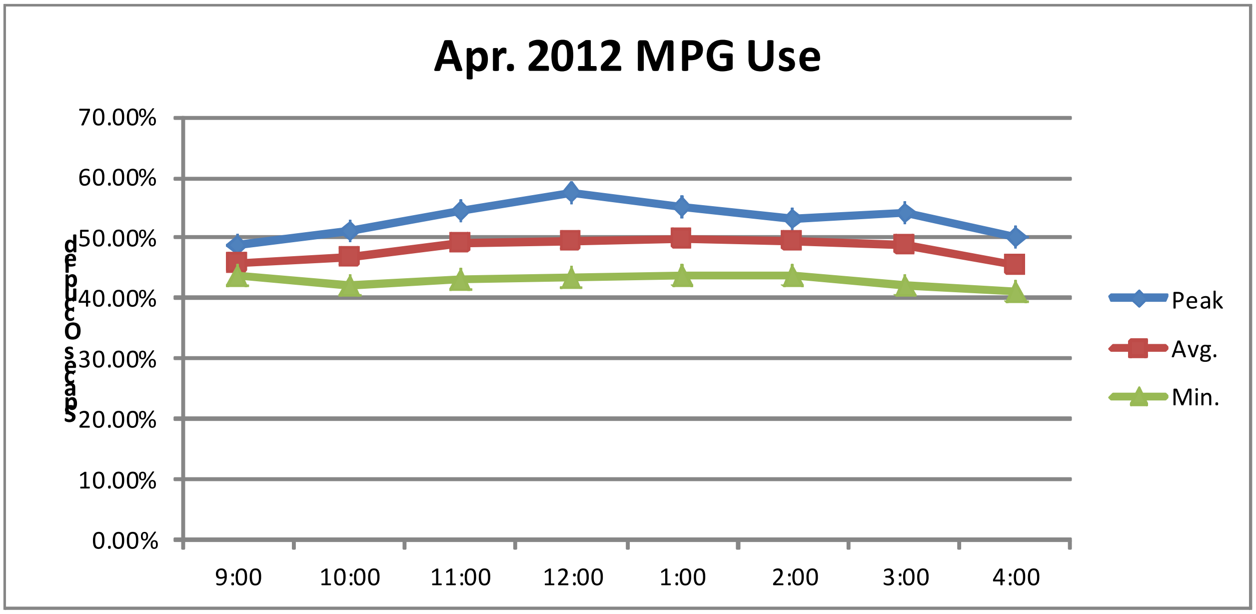
In February 2012, peak and minimum usage counts were in a fairly small range throughout all day parts; a 10% variation in utilization during the 2:00 pm period is the biggest gap between peak and minimum use documented that month.



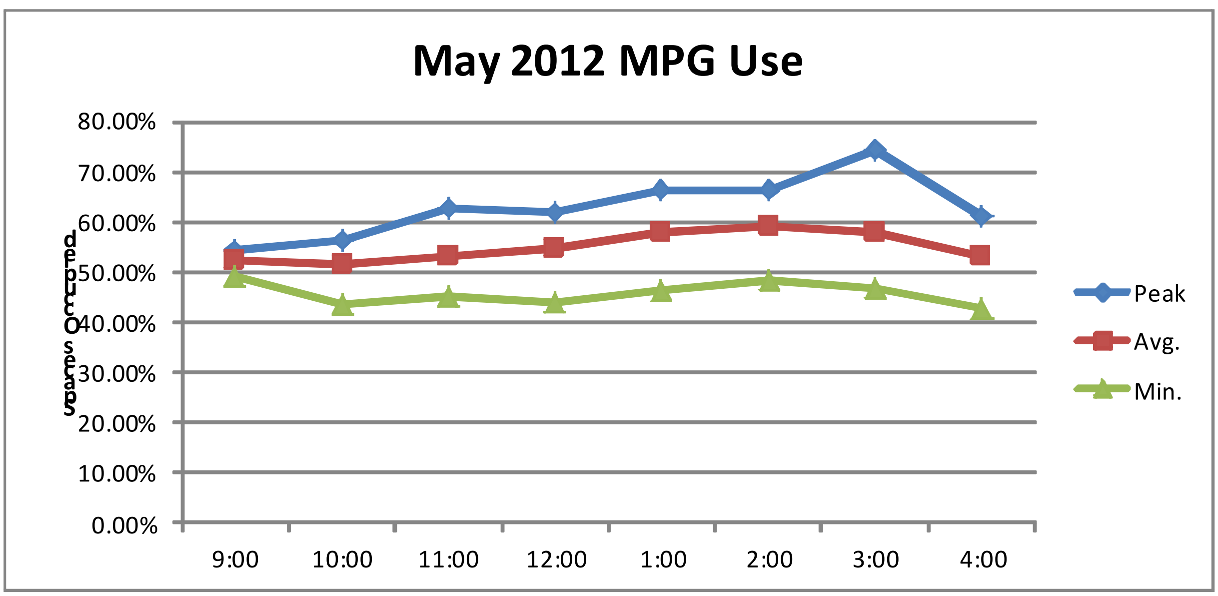
Use of the MPG declined in March, with peak utilization of between 50-55% and minimum use of just over 40% throughout the day.



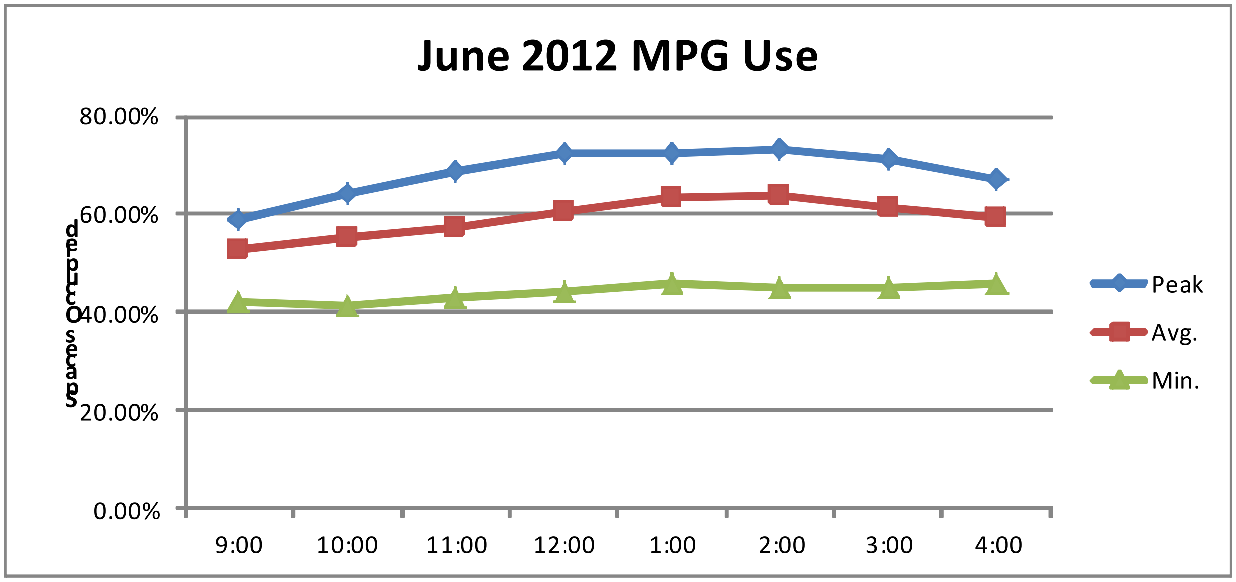
Aside from lower morning counts, the overall trend in April followed that of March, with peak use between 50-60%, minimum use just over 40%, and average use near or under 50%.



With the exception of a single outlying peak count of nearly 75% occupancy, which saw over 30 more vehicles in the MPG than were there an hour previous, May saw modest growth in peak utilization, with six count periods experiencing peak use over 60%. The range between minimum and peak counts grew to be 15-20% in May, with the greatest range experienced during the 3:00 pm period, at approximately 25%.

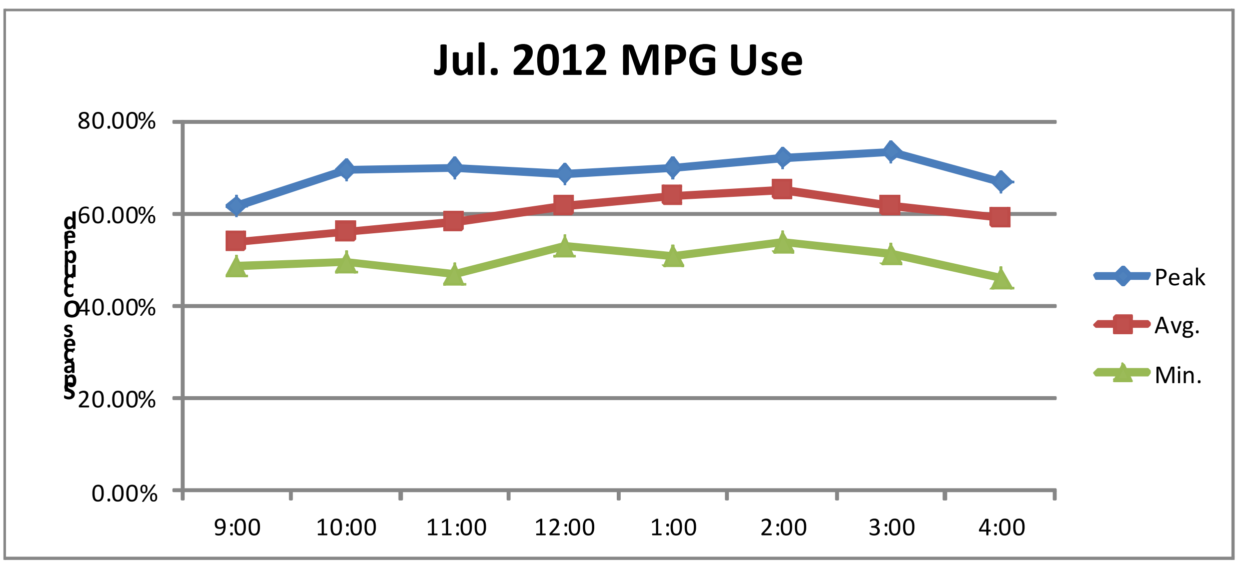


June 2012 had very similar peak use to June 2011, although the 4:00 peak count was slightly lower in 2012. Minimum counts were lower in 2012 during all survey periods, and average counts were lower during morning (9:00 to 11:00) counts as well as late afternoon (3:00 and 4:00) counts. Peak use increased during almost all survey periods from May 2012.

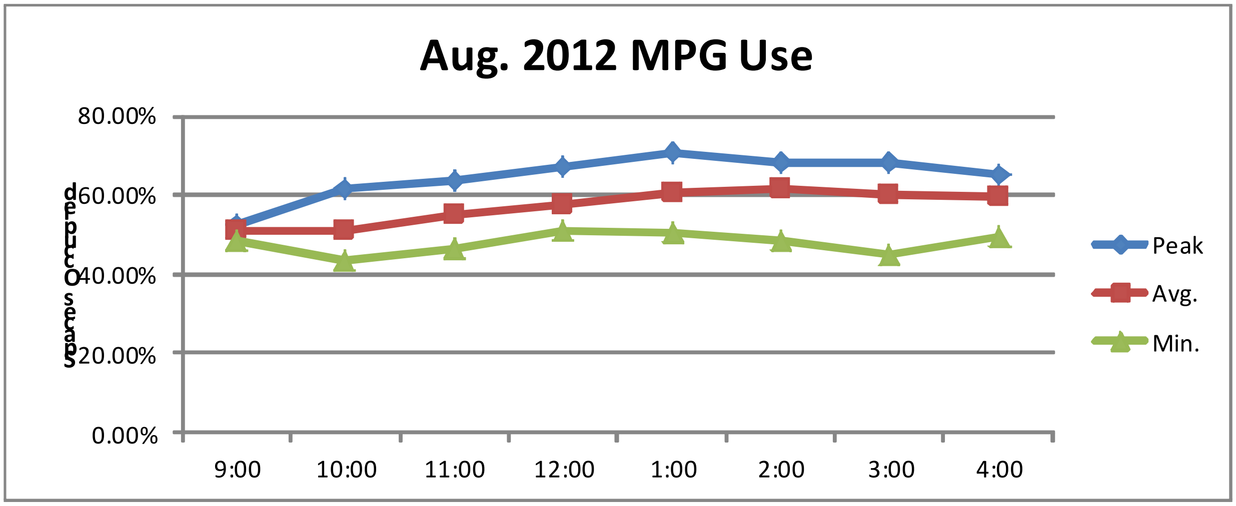


July 2012 had very similar average and peak use rates to June, with an increase in peak occupancy during the 10:00 survey period. Minimum use rates increased 5-10% over the previous month.

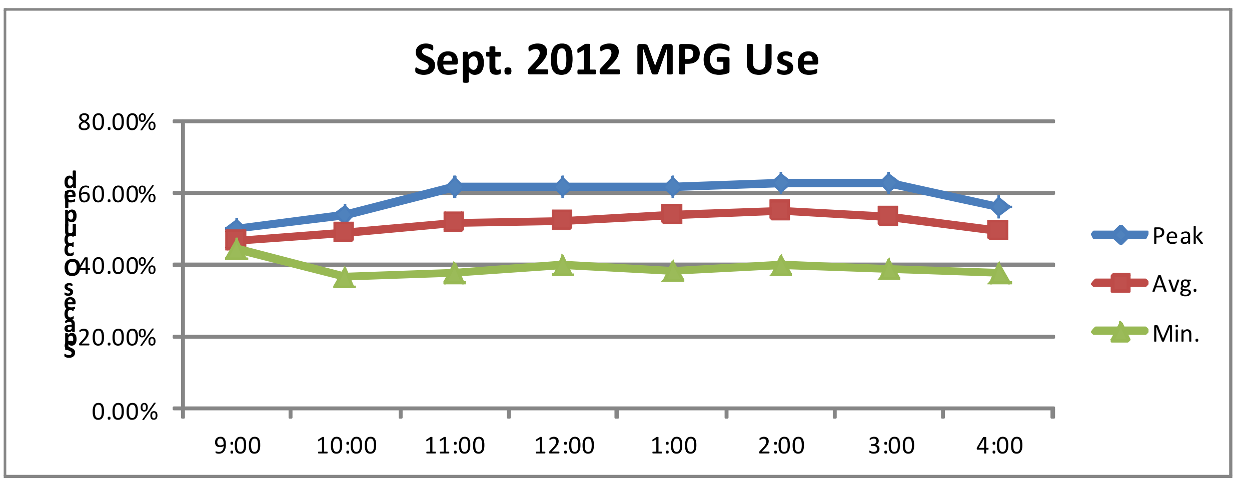
Compared to July 2011, minimum and average counts were higher throughout the day, with increases in morning peak use as well (9:00 through 12:00).



Use of the MPG declined in August 2012 across the board; only the peak count at 1:00 remained unchanged. Compared to August 2011, peak and average use were nearly identical in the two years, while minimum occupancy increased in 2012.

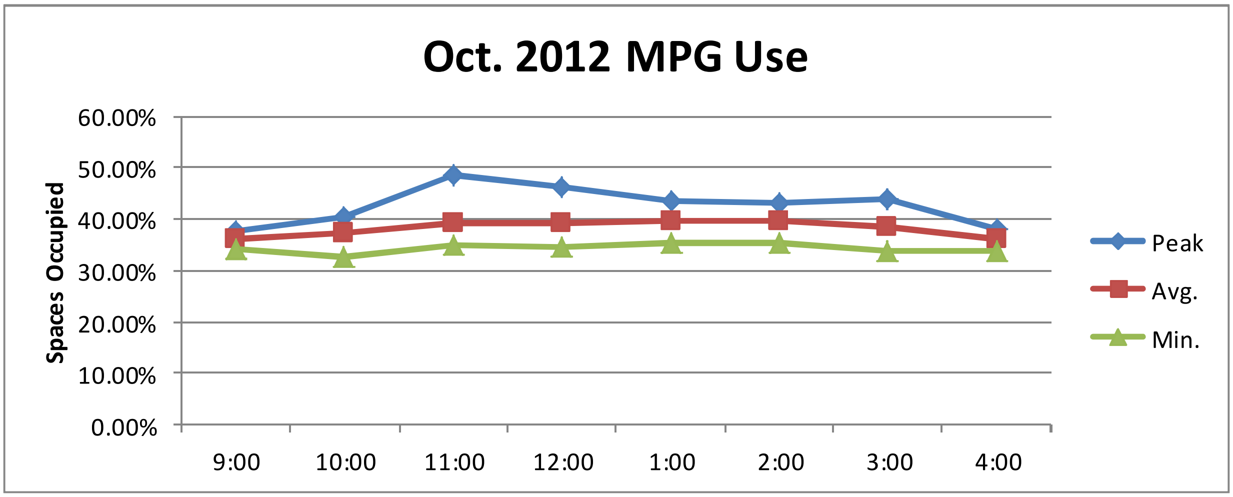


Use declined across the board again in September 2012, with peak use dropping at least 10% from the levels experienced two months previously. Peak use was lower in September 2012 than it was in September 2011, while minimum use increased in 2012. Average use was nearly identical in the two years.

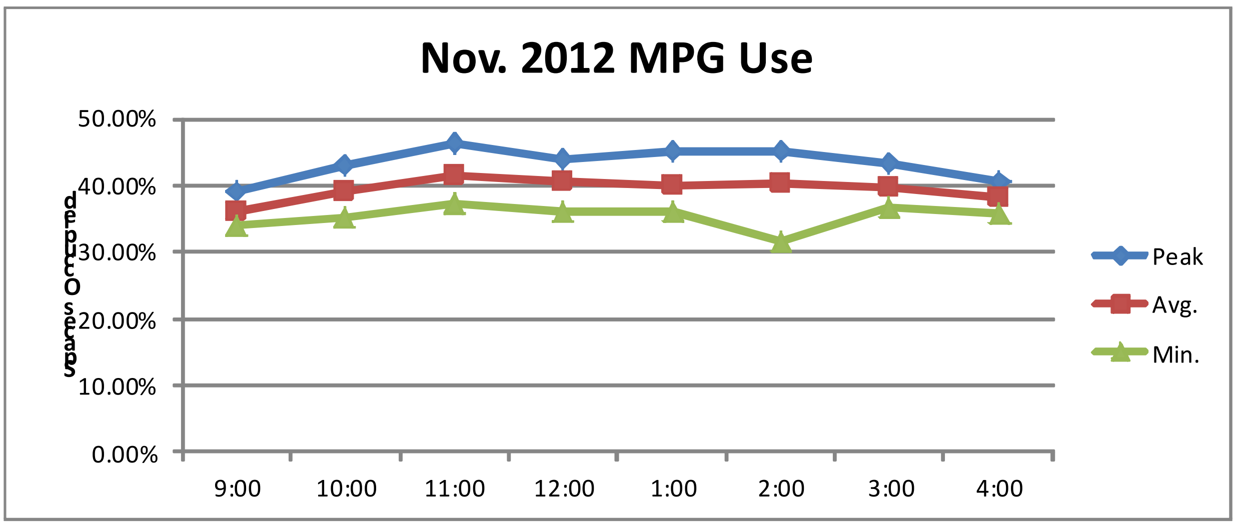


Peak use of the MPG declined sharply in October, with peak occupancy down by as much as 15% in most survey periods from September. Average use also declined, although not as dramatically, with most survey periods seeing a 10% reduction in use from the previous month. Minimum use saw the least change, down just a few percent.

Use was down slightly from October 2011 during all day parts.



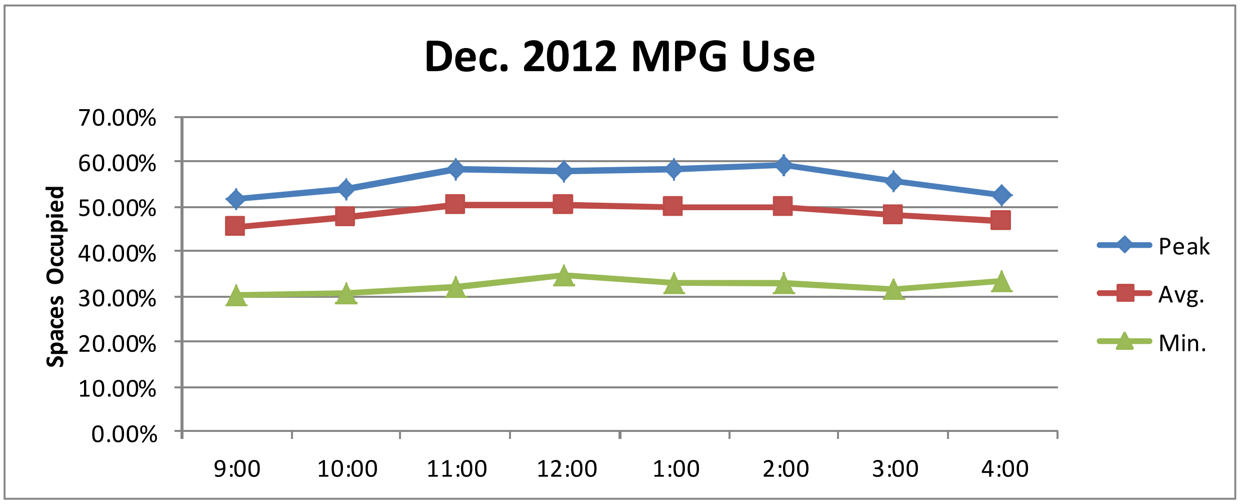
November 2012 had very similar use rates to the previous month, with peak, average, and minimum use rates that were approximately 5% lower than they were in November 2011.



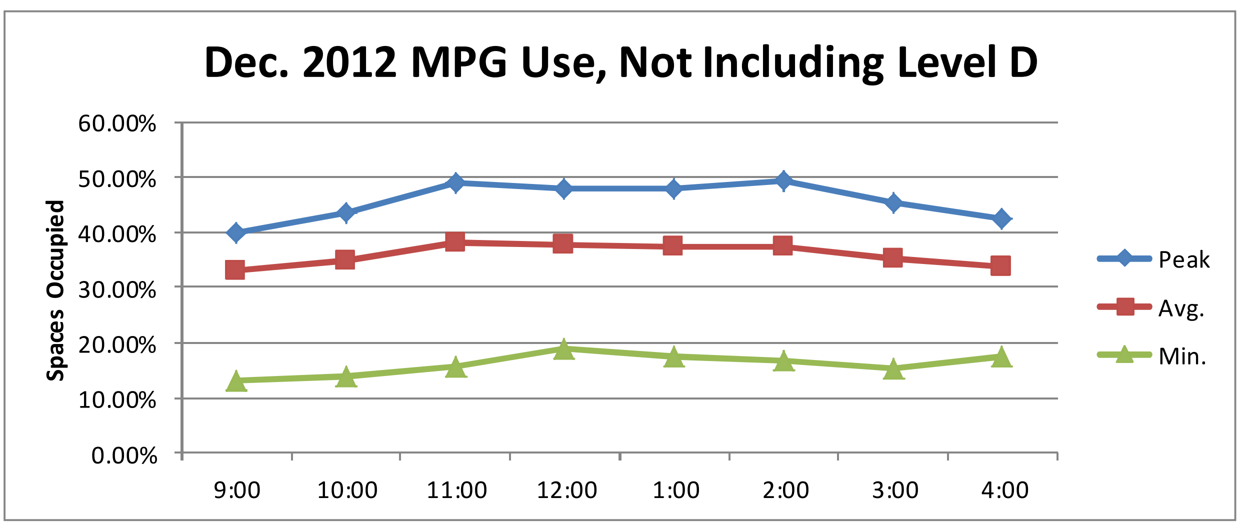
With the closure of the SubPort lot to public parking on December 3, 2012, there was concern about where CBJ employees who had parked at that facility would park during the day. Both the MPG and the DTC had adequate capacity to accommodate the 50-60 cars that were typically parked at the SubPort, but the parkers who used that facility generally did so due to cost (free) rather than location. To address the concerns of affected parkers, CBJ management began offering free parking to CBJ employees on the "D" (top) level of the MPG on Dec. 3. The charts below show utilization both overall (top) and as if Level D did not exist (the total capacity was reduced by the 37 spaces on Level D to 190 for these calculations).

When considering the entire facility, peak use rates were 5-10% higher in December 2012 than they had been in December 2011. Average rates also increased by about 5%. Minimum counts dropped by 5-10% from December 2011 rates, indicating that there were more high-occupancy counts than low-occupancy counts.

Peak use rates increased 10-15% from November 2012, while minimum use rates remained nearly unchanged.

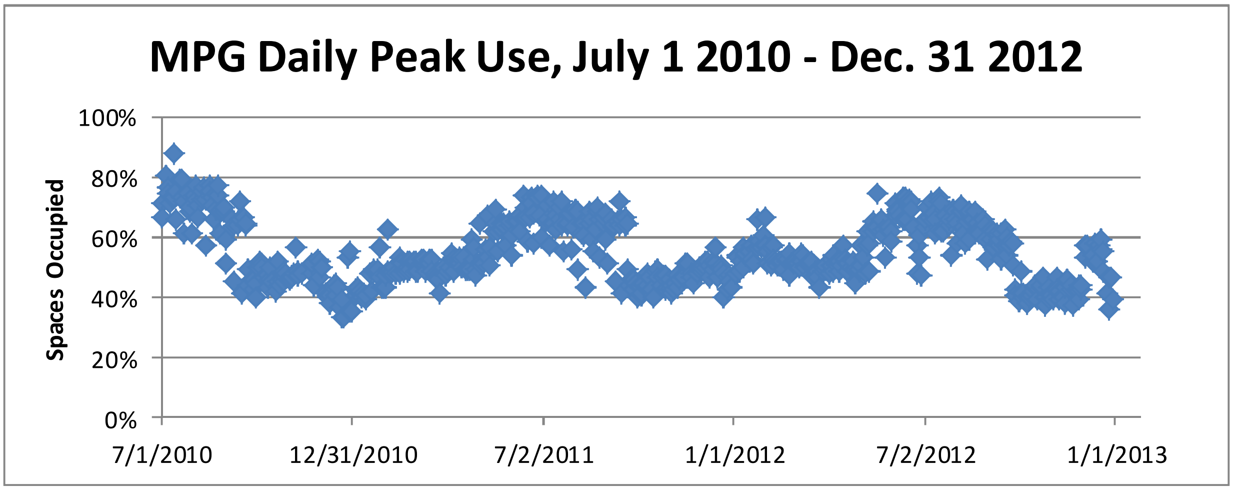


When Level D is not considered, however, peak use drops by approximately 10%, and average use drops by 10-15%. Minimum use rates plummet to between 10 and 20% of capacity, 10-20% below the minimum use rate for the entire facility.



The MPG has been open to the public as a paid-parking facility since 1985, so the facility has regular users who have been accustomed to paying to park for many years. The facility is located at the southern end of the downtown core and adjacent to the seasonally-occupied corridor from Admiral Way to Taku Smokeries, a location that is not very convenient for most year-round downtown workers but which is close to summer shopping and retail jobs. Accordingly, large swings in occupancy by season are the norm at this facility. December peak occupancy counts are the lowest of the year, even in years when free parking was offered at the facility during that month.

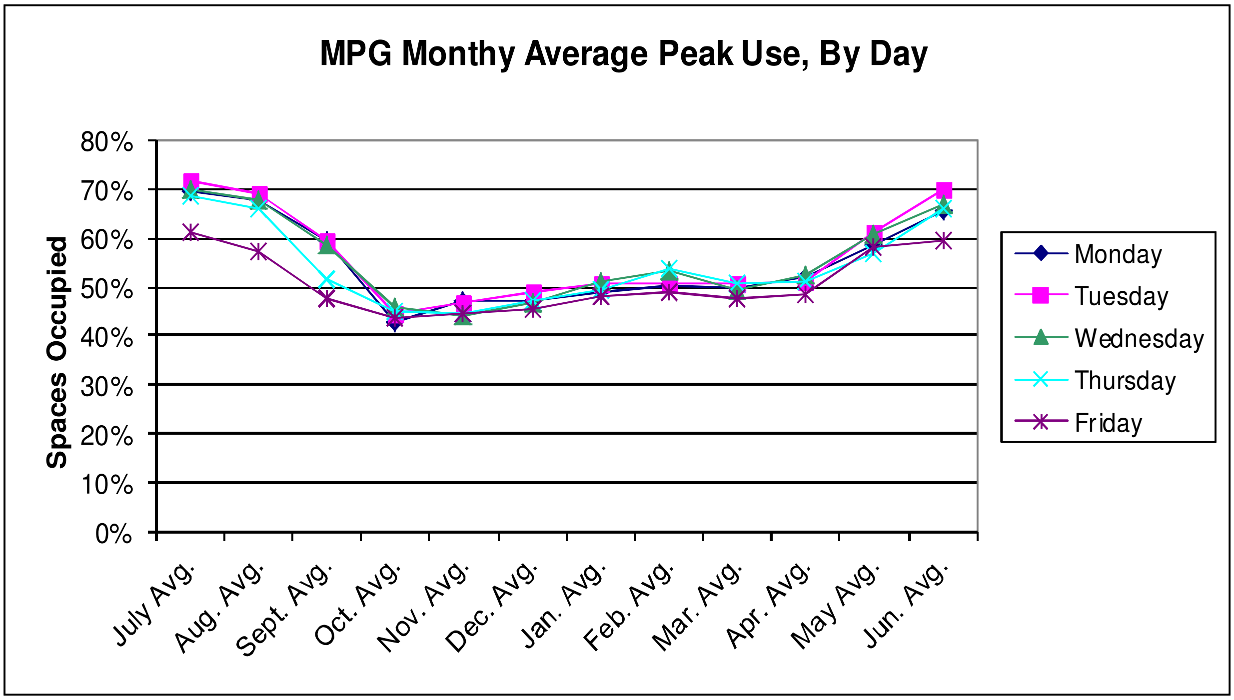
Data collected from December 1, 2010 to December 31, 2012, shown in the chart below, shows that peak occupancy fluctuates seasonally, with summer months seeing much higher occupancy than winter months. This pattern is the seasonal inverse of that seen at the DTC.



Free parking was not offered at the MPG in December 2011 or December 2012, which explains the relatively high peak counts observed in December 2010 that were not repeated in 2011 or 2012.

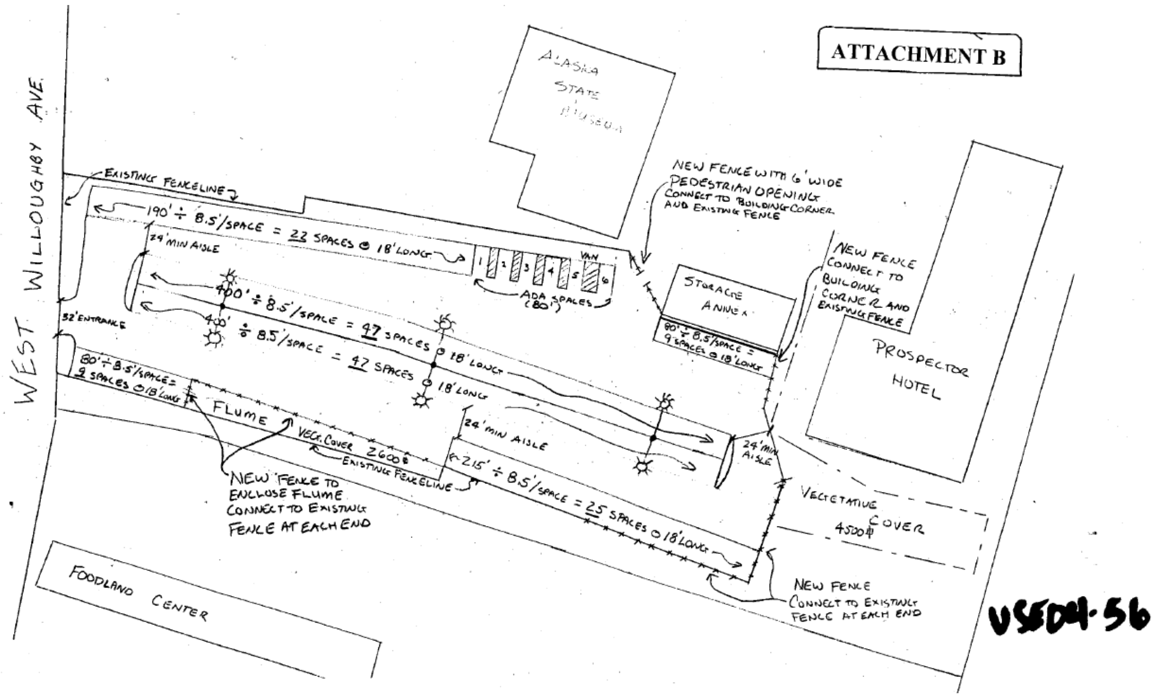
With peak use that almost never reaches 80% of capacity, this facility has ample space to accommodate additional demand even in the summer; in the winter months, it is rarely more than half full even at its peak occupancy.

A wide range between peak and low occupancy counts was documented in June, July, August, and September 2011, and staff hypothesized that this high degree of variability in occupancy levels might be visible if the data were viewed on a day-of-the-week basis. Peak occupancy counts for each week day in each month were averaged within the calendar month, and are shown below; as the data shows, the high degree of variability in occupancy levels in June, July, August, and September is the result of different travel or parking behaviors throughout the week during those months.



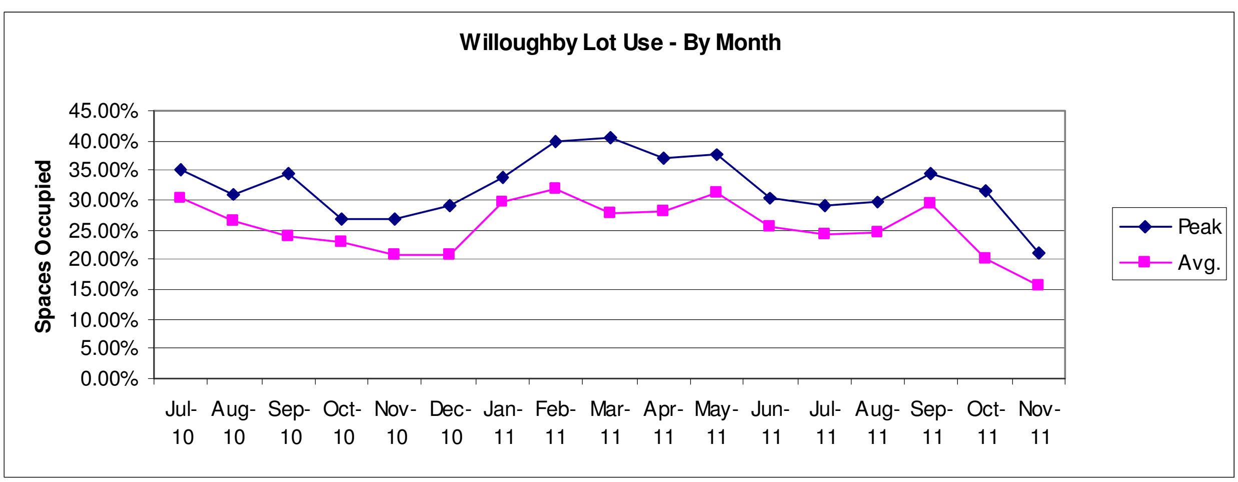
Most notably, Friday average peaks are approximately 10% lower in June, July, and August and than were the average peaks for all other week days. Average Friday peaks in September are approximately 15% lower than average peaks for Monday-Wednesday, but oddly enough Thursday average peaks are approximately 10% lower than Monday-Wednesday average peaks that month. Average peaks in all other months were fairly uniform through all week days, with the range between the lowest average peaks and highest average peaks in a given month rarely exceeding 5% across all week days. As the months with a high degree of variation between low occupancy and peak occupancy are summer months, and as Fridays are often quiet days for the cruise industry, with fewer vessels visiting Juneau on Friday than on other days of the week most cruise seasons, it appears that the variation in travel patterns between Fridays and other days of the week during summer months is directly related to the cruise ship schedule.

Interestingly, Tuesday comes out as the busiest—or at least close to the busiest—day for parking at the MPG in every month except February, when Thursday takes that honor. Monday, Wednesday, and Thursday average peaks were nearly identical in most months. Friday average peaks were much lower than those of other days during summer months, as discussed above, but Friday average peaks were also lower than average peaks for other days in March and April. Monday and Friday are generally considered to be outliers in transportation planning data collection that are affected by holidays and extended weekends; Tuesday, Wednesday, and Thursday are typically considered to be more stable days for travel patterns. The MPG, for whatever reason(s), does not follow this pattern of "normal" travel behavior, with Monday use being nearly identical to all other days, with the exception of Thursdays in September and Fridays in June through September.

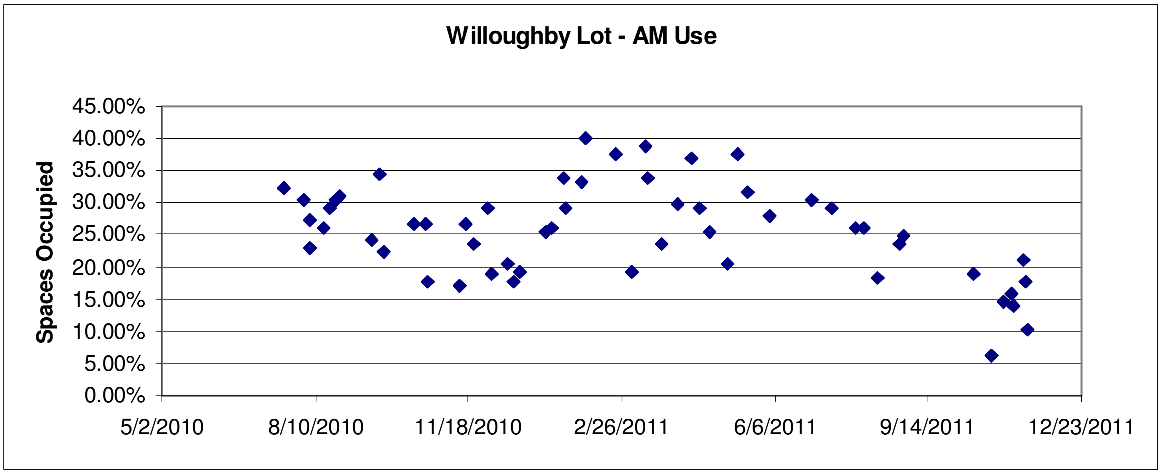


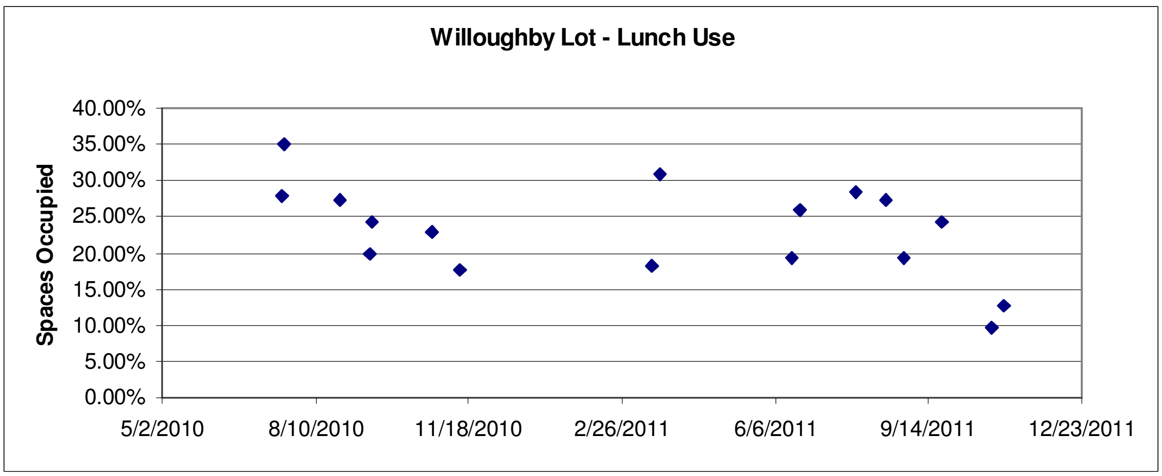
The Willoughby Lot, owned by the State of Alaska and managed by the CBJ for public parking until November 20 2011, and managed by the State for employee parking until such time as it is needed for the construction of the State Library Archives and Museum Project (LAMP) (closed to all parking effective Dec. 3, 2012), ostensibly provided 165 free, public parking spaces (site plan from the Conditional Use permit for this facility shown above) when it was open for public use. Due to marginal signage and little delineation of how the lot should be used to operate most efficiently, the lot often appeared to be occupied at a higher rate than it was; anecdotes indicated that parkers often thought that this facility was full, but the data below shows that there was always ample capacity for increased occupancy.

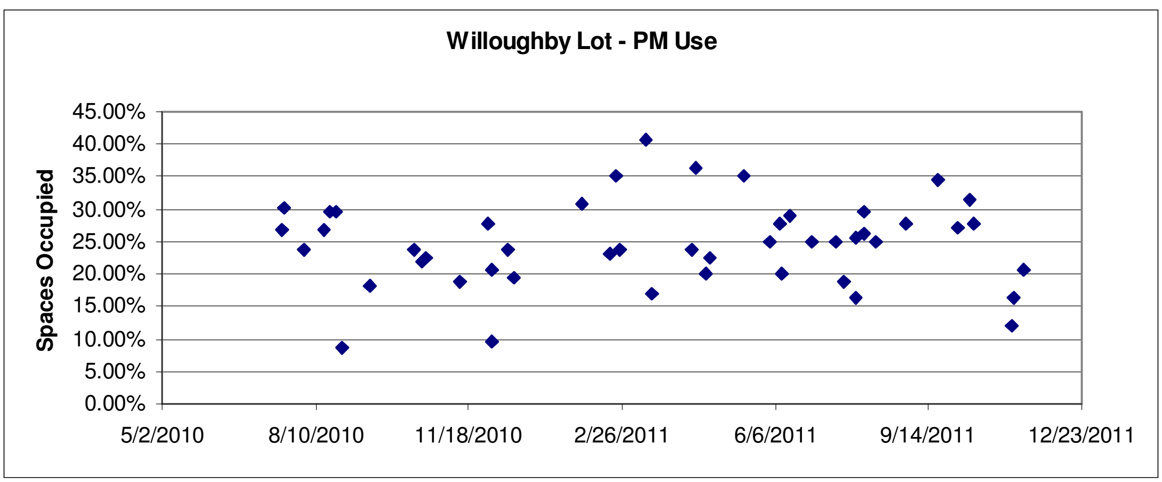
The Willoughby Lot was added to the Parking Use Survey on July 19, 2010, the same day that Willoughby Ave. was added to the survey. Public use of the lot ceased on November 21, 2011. Peak use of the facility occurred in February and March of 2011, with only slightly lower peak use in April and May of 2011. Average occupancy peaked at or above 30% in July 2010 as well as in January, February, May and September 2011. Occupancy rates at this facility were expected to rise after paid parking was initiated on-street in the downtown core on May 23, 2011, but the data shows that this hypothesis was incorrect, as use declined through the summer and fall of 2011 with only an unexpected increase in use in September. The last month that the facility was open to the public saw the lowest peak occupancy in the facility's history, at just over 20%.



Although staff's intent is to find patterns or to explain trends in parking behavior and to share those findings in this document, parker use of the Willoughby Lot appears to have been largely random, with no rhyme or reason to occupancy, regardless of how the data is sorted. Take, for example, charts showing all Parking Use Survey results for this facility, broken into different charts for the three day parts of the survey:

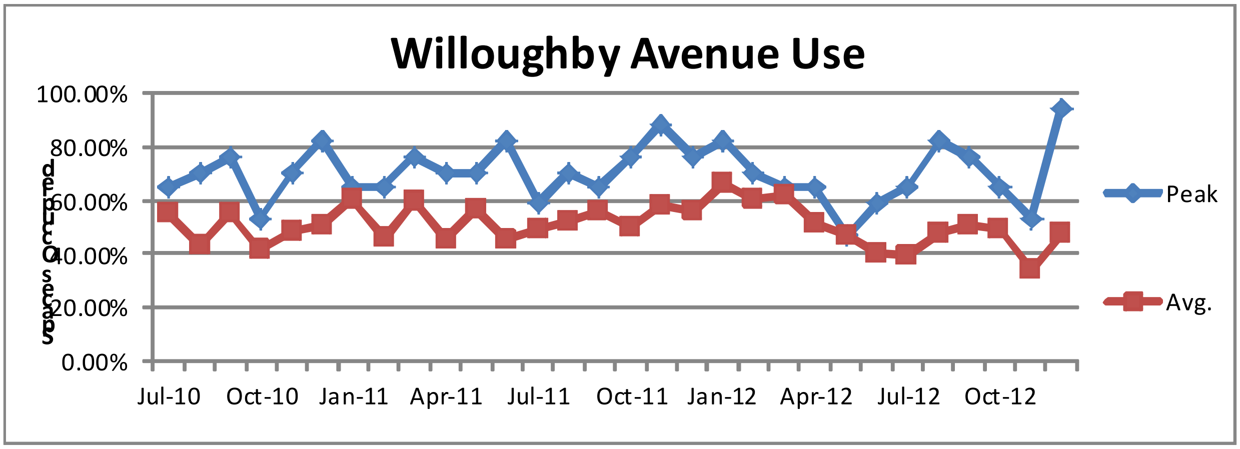




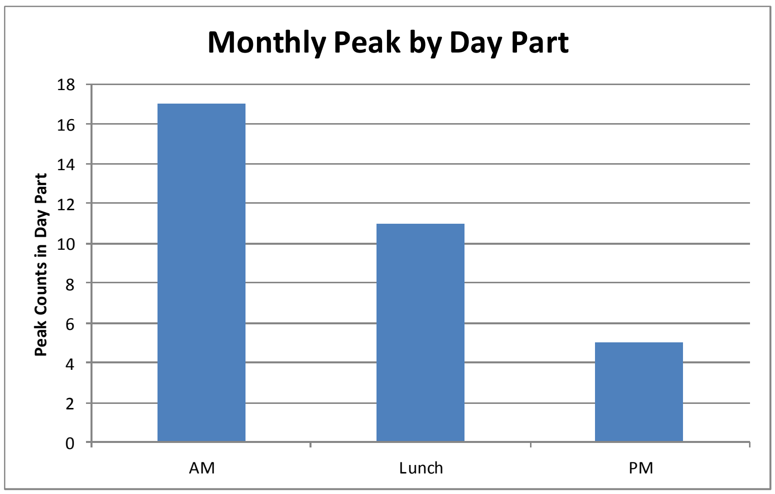


With monthly low and peak counts often within a day of each other (or on the same day), the one conclusion that can be made from this data is that this facility was never in danger of being full, and only occasionally reached over 40% capacity; this shows that the majority of parking provided in this facility was not critical to meeting parking demand in the area, especially considering the low utilization of nearby Whittier St.

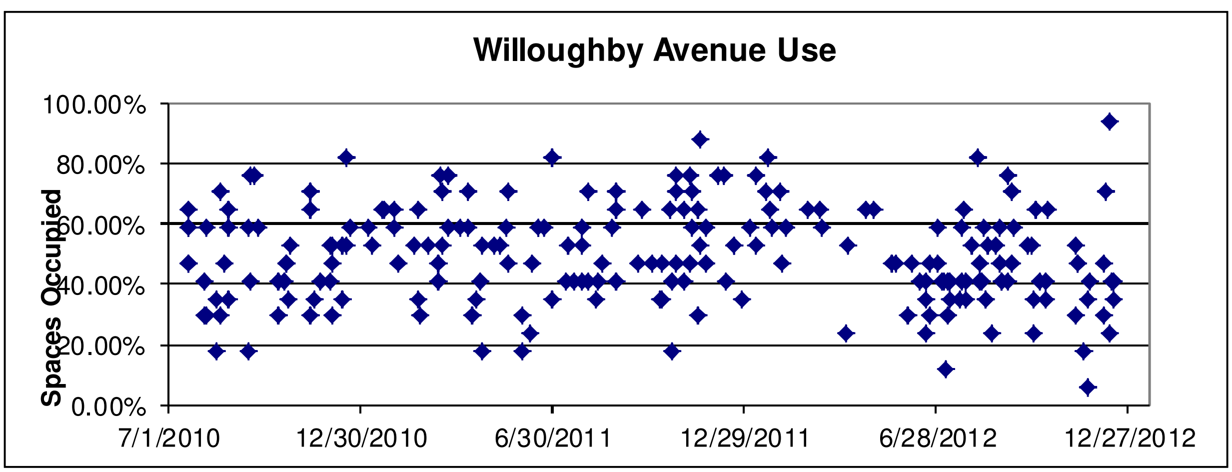
Willoughby Avenue is proximate to the State Office Building, Bullwinkle's Pizza Parlor, Centennial Hall, and other State and private offices, as well as the Andrew Hope Building (Alaska Native Brotherhood Hall), a small café, and an assisted living center. Although this wide variety of neighboring uses leads to wide variation in occupancy of Willoughby Ave. on-street parking at any given time, the mixture of uses in this area result in a fairly consistent average demand for on-street parking, with average occupancy hovering between 40-60% for all but a few months.



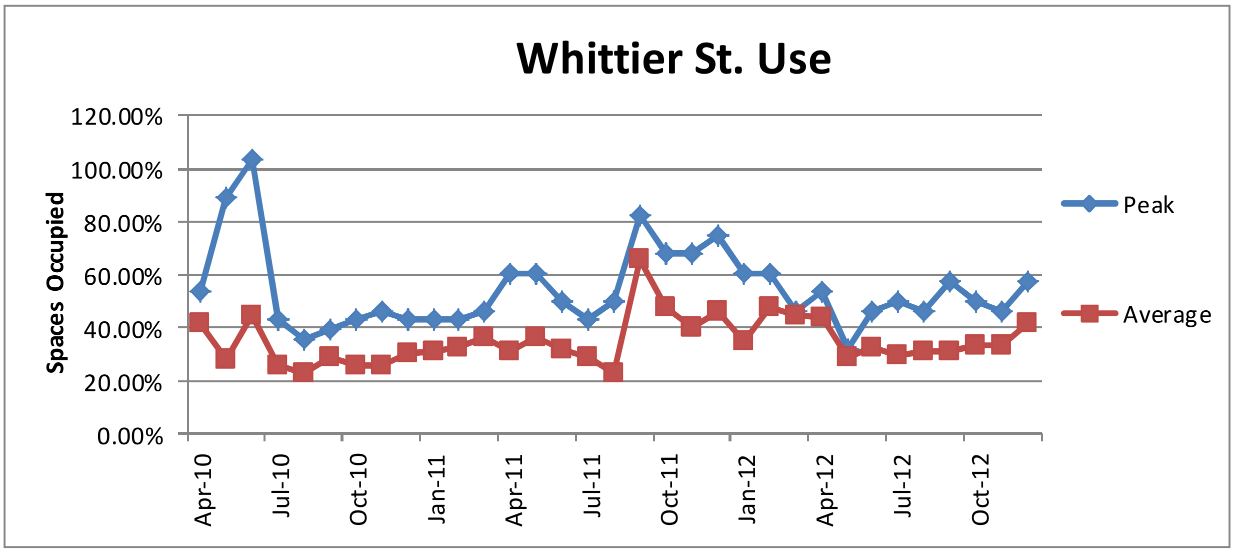
Peak parking events typically occur during morning survey periods, with 17 peak parking events in the AM period, 11 during the Lunch period, and only five peaks in the PM period. (In some months, equivalent peaks occurred in different periods, so the total number of peaks exceeds the number of months surveyed)

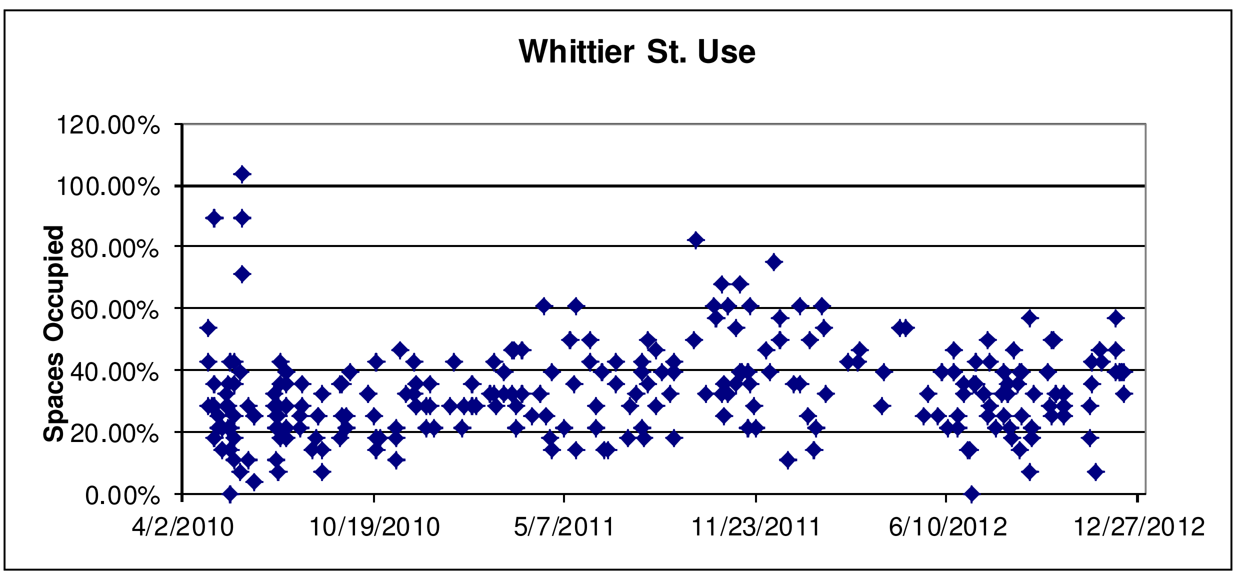


As the individual data points from each survey show (below), use of this block of on-street parking varies widely during each day, and does not appear to have seasonal trends. Instead, both low and high occupancy events can occur any day, with occupancy ranging by as much as 60%, from frequent lows of 18% to frequent highs of 76% or higher, within a short time period.



Whittier Street was one of the original Parking Use Survey streets, so 33 months of use data are available for this facility. As the individual data points for each survey show, Whittier Street on-street parking is vastly underutilized most of the time, with nearly all surveys finding that less than 60% of the capacity of the street is being used. The few surveys that have counted more than 60% of the spaces on this block occupied fall into three groups: The first took place in May and June of 2010; the cause of the high utilization of on-street parking on May 5, 2010 is unknown, but all three other counts in the spring of 2010 that found more than 60% of the block occupied took place during Celebration, which was held at the nearby Andrew Hope Building. The second group of 60% occupancy counts were in April and May of 2011, both before on-street meters were installed in the downtown core (and therefore not caused by spillover effects from meter installation)—the May 60% (AM) count occurred on the same day as a 14% (PM) occupancy count (5/19/11), so whatever its cause, the peak was short-lived. The third group of unusually high utilization rates for this block occurred in September, October, and November of 2011, and consisted not only of unusually high peak counts, but also unusually high low occupancy counts—in these months, the lowest counts (21%) were roughly equivalent to the average counts in August of 2010 and 2011. The cause of this temporary upswing in utilization of parking on this block is unknown, but it does correlate with decreased use of the nearby Willoughby Lot in those months. Use has increased slightly, both on average and in typical peaks, in 2012; this incremental increase is notable, but has not resulted in peaks of 60% occupancy or more.





While parking management in downtown Juneau has not yet achieved all three of the goals of the 2010 Downtown Juneau Parking Management Plan, the data collected in the Parking Use Survey and by Bootlegger Parking Enforcement staff does show that changes to pricing and time limits for parking can have a direct impact on parking behavior; unfortunately, the data also shows that those impacts can be unpredictable, and even counter-intuitive at times. Furthermore, it is clear from the data collected that in order for changes in parking regulations to be effective in managing parking use, enforcement must be consistent or significant portions of the parking public will ignore the regulations and thus fail to be managed by them.

Additional data collection efforts into the future will allow staff engaged in parking management efforts to evaluate long-term impacts of parking management, as well as measuring changes to parking behavior that result immediately after changes to pricing or time limits are enacted. Parking use patterns in downtown Juneau will continue to evolve as parkers develop new travel patterns to adjust to parking management changes; for this reason, continued data collection is imperative to the CBJ's successful management of parking resources.

As data is collected and processed, additional summary documents will be published; requests for particular views of the data, or particular comparisons of interest, may be included upon request. Please contact Ben Lyman, Senior Planner, at Benjamin_Lyman@ci.juneau.ak.us with questions or requests for future data summaries. Raw survey data and minimally-processed pay station transaction data (payment details such as credit card information removed) is also available upon request.

ARTICLE II. - PARKING AND LOADING

49.40.200 - General applicability.

Off-street parking spaces for automobiles shall be provided in accordance with the requirements set forth in this section at the time any building or structure is erected, enlarged, or expanded or when there is a change in the principal use thereof.

(1) *Enlargement or change in use.* In cases of enlargement of a building or a change in the type or intensity of use existing on the effective date of the ordinance codified in this chapter, the number of additional off-street parking spaces required shall be based only on the gross floor area added or subject to the increase in intensity or change of use except as noted in subsection 49.40.210(d).

(2) *Mixed occupancy.* In the case of two or more uses on the same lot, the total requirement for off-street parking facilities shall be the sum of the requirements for the several uses computed separately.

(3) *Uses not specified.* In the case of uses not listed, the requirements for off-street parking shall be based on the requirements for the most comparable use specified.

(4) *Location.* Off-street parking facilities shall be located as hereinafter specified; if a distance is specified, such distance shall be the walking distance measured from the nearest point of the parking facility to the nearest point of the building it is required to serve. Parking:

(A) For single-family and two-family dwellings shall be on the same zoning lot as the building served;

(B) For multifamily dwellings shall not be more than 100 feet distant;

(C) For hospitals and institutions shall be not more than 300 feet distant; and

(D) For uses other than those specified above shall be not more than 500 feet distant.

(5) *Joint use.* The commission may authorize the joint use of parking facilities for the following uses or activities under conditions specified:

(A) Up to 50 percent of the parking facilities required by this chapter for primarily nocturnal uses including theaters, bowling alleys, bars, restaurants, and related uses may be supplied by other types of buildings or daytime uses such as banks, offices, retail, personal service shops, clothing, food, furniture, manufacturing or wholesale and related uses;

(B) Up to 50 percent of the parking facilities required by this chapter for primarily daytime uses may be supplied by primarily nighttime uses;

(C) Up to 100 percent of the parking facilities required by this section for a church or for an auditorium incidental to a public or parochial school, may be supplied by the off-street parking facilities provided for primarily diurnal uses;

(D) Conditions required for joint use. Any building or use sharing the off-street parking facilities of another building or use shall be located within 500 feet of such parking facilities. In addition:

(i) The applicant shall show that there is no substantial conflict in the principal operating hours of the two buildings or users for which joint use of off-street parking facilities is proposed; and

(ii) The applicant shall present to the director a written instrument, executed by the parties concerned, providing for joint use of off-street parking facilities, and approved as to form by the City and Borough attorney. Upon approval by the director, such instrument shall be filed with the department and the building official.

(6) *Reconfiguration of parking lots.* In cases of reconfiguration of all or a portion of an existing parking lot, all parking and loading requirements set forth in this chapter are applicable to that portion of the lot which is to be reconfigured. In cases where conformance with these requirements would result in a net loss of the number of parking spaces, the original number and dimensions of the parking spaces may be retained.

(Serial No. 87-49, § 2, 1987; Serial No. 92-11, § 2, 1992; Serial No. 97-49, § 4, 1998)

49.40.210 - Minimum space and dimensional standards for parking and off-street loading.

(a) *Table of minimum parking standards.* The minimum number of off-street parking spaces required shall be as set forth in the following table. The number of spaces shall be calculated to the nearest whole number:

Use	Spaces Required
Single-family and duplex	2 per each dwelling unit
Multifamily units	Geographic area Juneau or Douglas
	1.0 per one bedroom
	1.5 per two bedrooms
	2.0 per three or four bedrooms
	All other geographic areas
	1.5 per one bedroom
	1.75 per two bedrooms
	2.25 per three or four bedrooms
Roominghouses, boardinghouses, single-room occupancies with shared facilities, bed and breakfasts, halfway houses, and group homes	Geographic area Juneau or Douglas
	1 per 2 bedrooms
	All other geographic areas

	1 per bedroom
Single-room occupancies with private facilities	1 per each single-room occupancy plus 1 additional per each increment of four single-room occupancies with private facilities
Accessory apartments	1
Motels	1 per each unit in the motel
Hotels	1 per each four units
Hospitals and nursing homes	2 per bed or one per 400 square feet of gross floor area
Senior housing	0.6 parking spaces per dwelling unit, plus 1 guest parking space for each 10 units, plus 1 parking space per employee
Assisted living facility	0.4 parking spaces per maximum number of residents
Sobering centers	1 parking space per 6 beds, plus 1 visitor parking space
Theaters	1 for each four seats
Churches, auditoriums, and similar enclosed places of assembly	1 for each four seats in the auditorium
Bowling alleys	3 per alley
Banks and offices	1 per 300 square feet of gross floor area
Medical or dental clinics	1 per 200 square feet of gross floor area
Mortuaries	1 per six seats based on maximum seating capacity in main auditorium
Warehouses, storage, and wholesale businesses	1 per 1,000 square feet of gross floor area

Restaurants and alcoholic beverage dispensaries	1 per 200 square feet of gross floor area
Swimming pools serving general public	1 per four persons based on pool capacity
Retail commercial	1 per 300 square feet of gross floor area
Shopping centers and malls	1 per 300 square feet of gross leasable floor area
Convenience stores	1 per 250 square feet of gross floor areas or as provided at 49.65.540(b)
Pleasure craft moorages	1 per three moorage stalls
Manufacturing uses; research, testing and processing, assembling, all industries	1 per 1,000 square feet gross floor area except that office space shall provide parking as required for offices
Libraries and museums	1 per 600 square feet gross floor area
Schools, elementary	2 per classroom
Middle school or junior high	1.5 per classroom
High school	A minimum of 15 spaces per school; where auditorium or general assembly area is available, one per four seats; one additional space per classroom
College, main campus	1 per 500 square feet of gross floor area of an enclosed area, or, where auditorium or general assembly area is available, one per four seats, whichever is greater
College, satellite facilities	1 per 300 square feet of gross floor area of an enclosed area, or, where auditorium or general assembly area is available, one per four seats, whichever is greater
Repair/service station	5 spaces per bay. For facilities with two or more bays, up to 60% of the required parking spaces may be in a stacked parking configuration

Post office	1 per 200 square feet gross floor area

(b) *Parking space dimensions.*

(1) Subject to subsections (b)(2) and (3) of this section, each standard parking space shall consist of a generally rectangular area at least 8½ feet by 17 feet. Lines demarcating parking spaces may be drawn at any angle to curbs or aisles so long as the parking spaces so created contain within them the rectangular area required by this section.

(2) Spaces parallel to the curb shall be no less than 22 feet by 6½ feet.

(3) Accessible parking spaces.

(A) Except for residential parking lots of fewer than ten spaces, accessible parking spaces shall be required according to the following table:

Total Parking Spaces in Lot	Required Minimum Number of Accessible Spaces
1 to 25	1
26 to 50	2
51 to 75	3
76 to 100	4
101 to 150	5
151 to 200	6
201 to 300	7
301 to 400	8
401 to 500	9
501 to 1,000	2 percent of total spaces
1,001 and over	20 plus 1 for each 100 over

(B) The accessible space required for parking lots of one to 25 spaces may be met by an alternative off-site accessible space, public or private, if the alternate space is determined by the community development department to be of adequate capacity and proximity.

(C) Each accessible parking space shall consist of a generally rectangular area at least 13 feet by 17 feet, including an access aisle of at least five feet by 17 feet. Two accessible parking spaces may share a common access aisle.

(D) One in every eight accessible spaces, but not less than one, shall be served by an access aisle with a width of at least eight feet and shall be designated "van-accessible."

(E) Accessible parking spaces shall be designated as reserved by a sign showing the symbol of accessibility. "Van-accessible" spaces shall have an additional sign designating the space as "van-accessible" mounted below the symbol of accessibility. The signs shall be located so they cannot be obscured by a vehicle parked in the space.

(F) Access aisles for accessible parking spaces shall be located on the shortest accessible route of travel from parking to an accessible entrance.

(c) *Off-street loading areas.* The provision and maintenance of off-street loading facilities is a continuing obligation and joint responsibility of the owner and occupants. Loading areas shall be as set forth in this subsection.

(1) Each off-street loading space shall be not less than 30 feet by 12 feet, shall have an unobstructed height of 14 feet six inches, and shall be permanently available for loading.

(2) Space requirements shall be as set forth in the following table:

Use	Gross Floor Area in Square Feet	Spaces
Motels and hotels	5,000—29,000	One
	30,000—59,999	Two
	Each additional 30,000	One
Commercial	5,000—24,999 25,000—50,000 Each additional 30,000	One Two One
Industrial, manufacturing, warehousing, storage, and processing	5,000—24,999 25,000—50,000	One Two
	Each additional 30,000	One

Hospitals	5,000—39,999	One
	Each additional 40,000	One
	Other Criteria	
Schools	For every two school buses	One
Homes for the aged, convalescent homes, correctional institutions	More than 25 beds	One

(d) *Exceptions.*

(1) *Superimposed parking districts.* There is adopted the parking district map dated June 5, 2006, as the same may be amended from time to time by the assembly by ordinance. The off-street parking and loading requirements set forth in subsections (a) and (c)(2) of this section may be reduced by 30 percent in the PD-2 parking district. The requirements shall not apply in the PD-1 parking district except in the case of the expansion of an existing building or the construction of a new building, in which case they may be reduced by 60 percent.

(2) *Off-street parking requirements.* Off-street parking requirements do not apply to lots if they are accessible only by air or water and are used for single-family and two-family residential and remote commercial recreational uses. If the director determines that public access by automobile to the property has become physically available, the owner of the property shall be given notice and within one year thereof shall provide the required off-street parking.

(3) *Enlargement or expansion.* No additional parking spaces are required for an enlargement or expansion if the additional spaces would amount to less than ten percent of the total required for the whole development and amount to less than three spaces. Phased expansion shall be regarded as a whole.

(4) *Replacement and reconstruction of certain nonconforming structures.* Off-street parking requirements for the replacement and reconstruction of certain nonconforming structures in residential districts shall be governed by chapter 49.30.

(5) *Fee in lieu of parking spaces.*

(A) There is adopted the Downtown Fee in Lieu of Parking District Map, dated October 30, 2006, as the same may be amended from time to time by the assembly by ordinance.

(B) Off-street parking for new and existing developments, for any use, may be waived if the requirements of this section are met. The determination of whether these requirements are met shall be made by the Director if the requested waiver is for five or fewer parking spaces, or by the Commission if the requested waiver is for six or more parking spaces.

(C) The property seeking a waiver of the parking requirement must be located within the area shown on the Downtown Fee In Lieu of Parking District Map, and be supported by a finding by the Director or Commission as set forth in CBJ 49.40.210(d)(5)(B), above, that it will not have significant adverse impacts on nearby on-street parking and:

(i) Vacant on the effective date of this ordinance;

(ii) Occupied by a building built within the 50 years prior to the date of adoption of this ordinance; or

(iii) Occupied by a building built more than 50 years prior to the date of adoption of this ordinance, and the Director or Commission, after considering the recommendation of the Historic Resources Advisory Committee, finds that the proposed development does not affect the historical significance, historical attributes, or otherwise compromise the historic integrity of the structure based on the United States Secretary of the Interior's Standards for Rehabilitation.

(D) The applicant shall pay a one-time fee to the City and Borough of $8,500.00 per parking space waived under this section. For residential uses, this fee shall be reduced by 50 percent to $4,250.00. This fee shall be adjusted annually by the Finance Department to reflect the changes in the Consumer Price Index for Anchorage as calculated by the State of Alaska, Department of Labor; or the United States Department of Labor, Bureau of Labor Statistics.

(E) Any fee due and not paid within 45 days after the development obtains temporary or permanent occupancy, or, in the case of existing developments, 45 days after the waiver is granted, shall be a lien upon all real property involved and shall be paid in ten equal annual principal payments plus interest. The lien shall be recorded and shall have the same priority as a City and Borough special assessment lien. Except as provided herein, the annual payments shall be paid in the same manner and on the same schedule as provided for special assessments, including penalties and interest on delinquent payments, as provided in CBJ 15.10.220. The annual interest rate on unpaid fees shall be one percent above the Wall Street Journal Prime Rate, or similar published rate, on January 2nd of the calendar year the agreement is entered into, rounded to the nearest full percentage point, as determined by the finance director.

(6) *Parking waivers.* The required number of non-accessible parking spaces required by this section may be reduced if the requirements of this subsection are met. The determination of whether these requirements are met, with or without conditions, deemed necessary for consistency with this title, shall be made by the director in the case of minor development; the commission in the case of major development; and the commission if the application relates to a series of applications for minor developments that, taken together, constitute major development, as determined by the director.

(A) Any waiver granted under this subsection shall be in writing and shall include the following required findings and any conditions, such as public amenities, imposed by the director or commission that are consistent with the purpose of this title:

(1) The granting of the waiver would result in more benefits than detriments to the community as a whole as identified by the comprehensive plan;

(2) The development is located outside of the PD-1 parking district, PD-2 parking district, and Downtown Fee in Lieu of Parking District Map areas;

(3) Granting the waiver will not result in adverse impacts to property in the neighboring area; and

(4) The waiver will not materially endanger public health, safety, or welfare.

(B) Applications for parking waivers shall be on a form specified by the director and shall be accompanied by a one-time fee of $400. If the application is filed in conjunction with a major development permit, the fee shall be reduced by 20 percent.

(C) The director shall mail notice of any complete parking waiver application to the owners of record of all property located within a 250-foot radius of the site seeking the waiver. If the parking waiver application is filed in conjunction with a major development permit, notice of both applications shall be made concurrently in accordance with CBJ 49.15.230.

(D) Approved parking waivers shall expire upon a change in use.

(Serial No. 87-49, § 2, 1987; Serial No. 89-05, § 4, 1989; Serial No. 89-33, § 5, 1989; Serial No. 92-11, §§ 3, 4, 1992; Serial No. 2006-14(b), § 2, 5-15-2006; Serial No. 2006-15, §§ 11, 12, 6-5-2006; Serial No. 2006-33am, § 2, 10-30-2006, eff. 11-20-2006; Serial No. 2007-18, § 2, 4-23-2007; Serial No. 2009-22(b), § 4, 10-12-2009; Serial No. 2010-22, § 5, 7-19-2010; Serial No. 2016-14, § 2, 5-2-2016, eff. 6-2-2016 ; Serial No. 2016-46, § 3, 3-6-2017, eff. 4-4-2017 ; Serial No. 2018-31, § 3, 6-4-2018, eff. 7-5-2018 ; Serial No. 2019-37, § 6, 3-16-2020, eff. 4-16-2020)

49.40.220 - Parking area and site circulation review procedures.

(a) *Purpose.* The purpose of these review procedures is to ensure that all proposed parking and related site access areas provide for adequate vehicular and pedestrian access and circulation; that all parking spaces are usable and are safely and conveniently arranged; that sufficient consideration has been given to off-street loading and unloading; that the parking area will be properly drained, lighted and landscaped; and that such areas will not be unsightly.

(b) *Plan submittal.* All development applications shall include plans for parking and loading areas. Major development applications for commercial uses and for residential development of ten units or more must include plans prepared by a professional engineer or architect. These plans may be part of a plan submission prepared in conjunction with the required review of another aspect of the proposed development.

(1) *Contents.* The plans shall contain the following information:

(A) Parking and loading area plans drawn to scale and adequate to show clearly the circulation pattern and parking area function;

(B) Existing and proposed parking and loading areas with dimensions, traffic patterns, access aisles, and curb radii;

(C) Improvements including roads, curbs, bumpers and sidewalks indicated with cross sections, designs, details, and dimensions;

(D) A parking schedule indicating the number of parking spaces required, the number provided, and how such calculations were determined;

(E) Topography showing existing and proposed contour intervals; and

(F) Landscaping, lighting and sign details, if not provided in conjunction with the required review of another aspect of the proposed development.

(2) *Waiver of information.* The department may waive submission of any required exhibits.

(c) *Review procedure.* Plans shall be reviewed and approved according to the procedures of this chapter and chapter 49.15.

(d) *Public improvements required.* As a condition of plan approval, the department may require a bond approved as to form by the city attorney for the purpose of ensuring the installation of on-site public improvements. As a condition of plan approval, the applicant shall be required to pay the pro rata share of the cost of providing reasonable and necessary public improvements located outside the property limits of the development but necessitated by construction or improvements within such development.

(Serial No. 87-49, § 2, 1987)

49.40.230 - Parking and circulation standards.

(a) *Purpose.* Provisions for pedestrian and vehicular traffic movement within and adjacent to the site shall address layout of parking areas, off-street loading and unloading needs, and the movement of people, goods, and vehicles from access roads, within the site, and between buildings and vehicles. Parking areas shall be attractively landscaped and shall feature safely and conveniently arranged parking spaces.

(b) *Off-street parking and loading areas; design standards.*

(1) *Access.* There shall be adequate ingress and egress from all parking spaces. The required width of access drives for driveways shall be determined as part of plan review depending on use, topography and similar considerations.

(2) *Size of aisles.* The width of all aisles providing direct access to individual parking stalls shall be in accordance with the following table:

	Parking Angle				
Aisle width	0°	30°	45°	60°	90°
One-way traffic	13	11	13	18	24
Two-way traffic	19	20	21	23	24

(3) *General location.* All parking shall be located in bays generally perpendicular to driveways or roads.

(4) *Location in different zones.* No access drive, driveway or other means of ingress or egress shall be located in any residential zone if it provides access to uses other than those permitted in such residential zone.

(5) *Sidewalks and curbing.* Sidewalks shall be provided with a minimum width of four feet of passable area and shall be raised six inches or more above the parking area except when crossing streets or driveways. Guardrails and wheel stops permanently anchored to the ground shall be provided in appropriate locations. Parked vehicles shall not overhang or extend over sidewalk areas, unless an additional sidewalk width of two feet is provided to accommodate such overhang.

(6) *Stacked parking.* Stacked parking spaces may only be counted as required parking spaces for single-family residences, duplexes, and as otherwise specified for specific uses. In the case of single-family residences and duplexes with or without accessory uses and child care homes in a residential district, only a single parking space per dwelling unit may be a stacked parking space.

(7) *Back-out parking.* Parking areas must provide adequate space for turning and maneuvering on-site to prevent back-out parking onto a right-of-way. If the director or the commission, when the commission has authority, determines back-out parking would not unreasonably interfere with the public health and safety of the area and adjacent right-of-way traffic, back-out parking is allowed in the following circumstance:

(A) In the case of single-family dwellings and duplexes with or without accessory uses located in residential and rural reserve zoning districts;

(B) Where the right-of-way is an alley; or

(C) In the case of a child care home in a residential district.

(c) *Landscaping and drainage.*

(1) Parking areas shall be suitably drained and shall be landscaped in accordance with design review standards.

(2) Off-site drainage facilities and structures requiring enlargement, modification, or reconstruction in part or in whole as the result of the proposed development shall be subject to off-site improvement requirements and standards as established by the city.

(d) *Lighting.* All parking areas shall be suitably lighted. All lighting fixtures shall be "full cutoff" styles that direct light only onto the subject parcel.

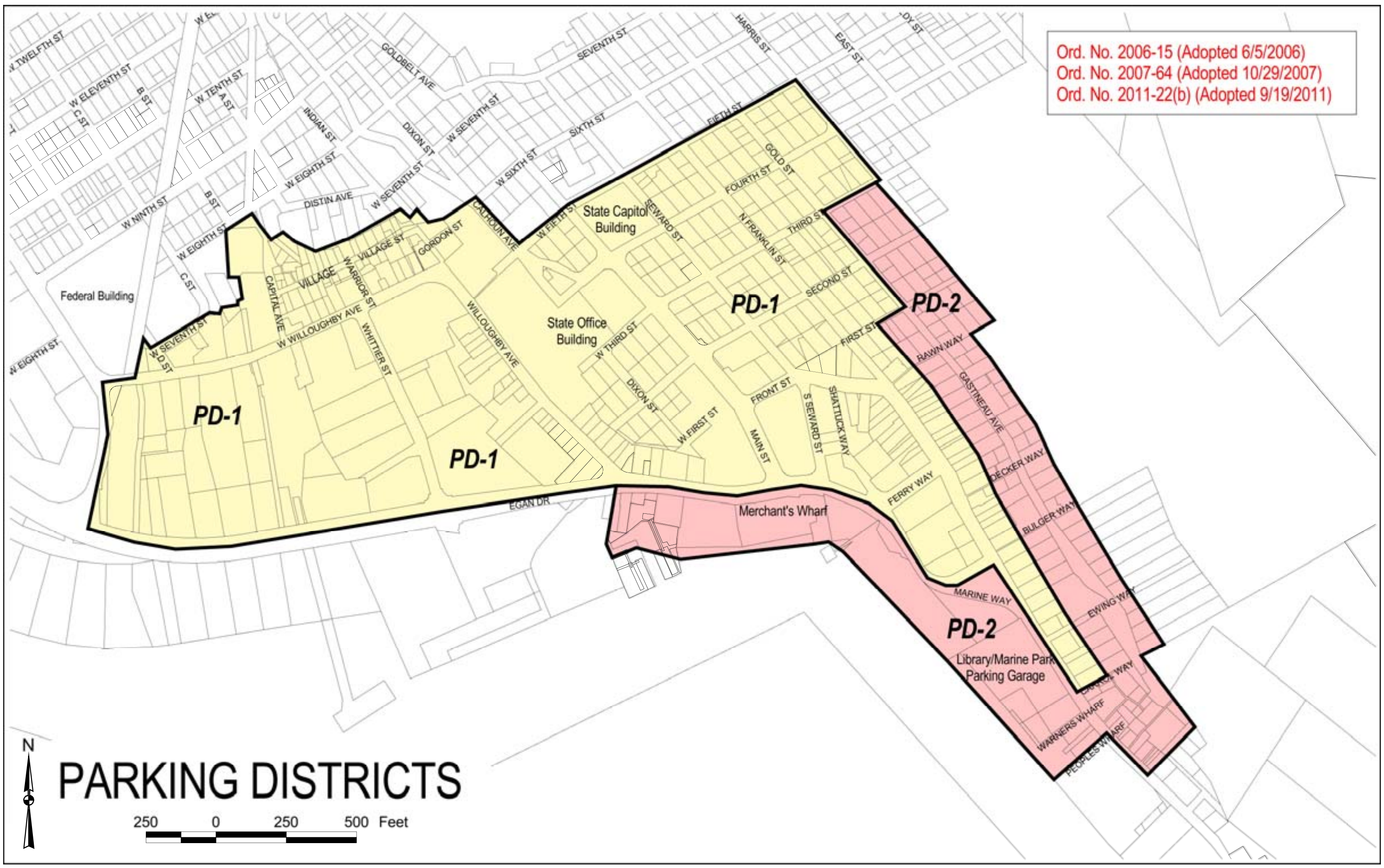
(e) *Markings and access.* Parking stalls, driveways, aisles and emergency access areas and routes shall be clearly marked.

(f) *General circulation and parking design.*

(1) Parking space allocations shall be oriented to specific buildings. Parking areas shall be linked by walkways to the buildings they serve.

(2) Where pedestrians must cross service roads or access roads to reach parking areas, crosswalks shall be clearly designated by pavement markings or signs. Crosswalk surfaces shall be raised slightly to designate them to drivers, unless drainage problems would result.

(Serial No. 87-49, § 2, 1987; Serial No. 2006-14(b), §§ 3—5, 5-15-2006; Serial No. 2015-07(b)(am), § 6, 2-23-2015, eff. 3-26-2015 ; Serial No. 2015-32, § 6, 8-10-2015, eff. 9-10-2015)


Ord. No. 2006-15 (Adopted 6/5/2006)
Ord. No. 2007-64 (Adopted 10/29/2007)
Ord. No. 2011-22(b) (Adopted 9/19/2011)
PD-1
PD-1
PD-1
PD-2
PD-2
State Capitol Building
State Office Building
Federal Building
Merchant's Wharf
Library/Marine Park Parking Garage
VILLAGE
EGAN DR
FRONT ST
SECOND ST
THIRD ST
FOURTH ST
MAIN ST
SEWARD ST
S SEWARD ST
N FRANKLIN ST
GOLD ST
SHATTUCK WAY
FERRY WAY
MARINE WAY
RAWN WAY
GASTINEAU AVE
DECKER WAY
BULGER WAY
EWING WAY
WARNERS WHARF
PEOPLES WHARF
W FIRST ST
W THIRD ST
DIXON ST
WILLOUGHBY AVE
W WILLOUGHBY AVE
WHITTIER ST
CAPITAL AVE
WARRIOR ST
VILLAGE ST
GORDON ST
CALHOUN AVE
W FIFTH ST
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DISTIN AVE
INDIAN ST
GOLDBELT AVE
HARRIS ST
EAST ST
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PARKING DISTRICTS
250 0 250 500 Feet

10/14/2011

2010
Downtown Juneau
Parking Management Plan

Adopted July 19, 2010

Ordinance 2010-21

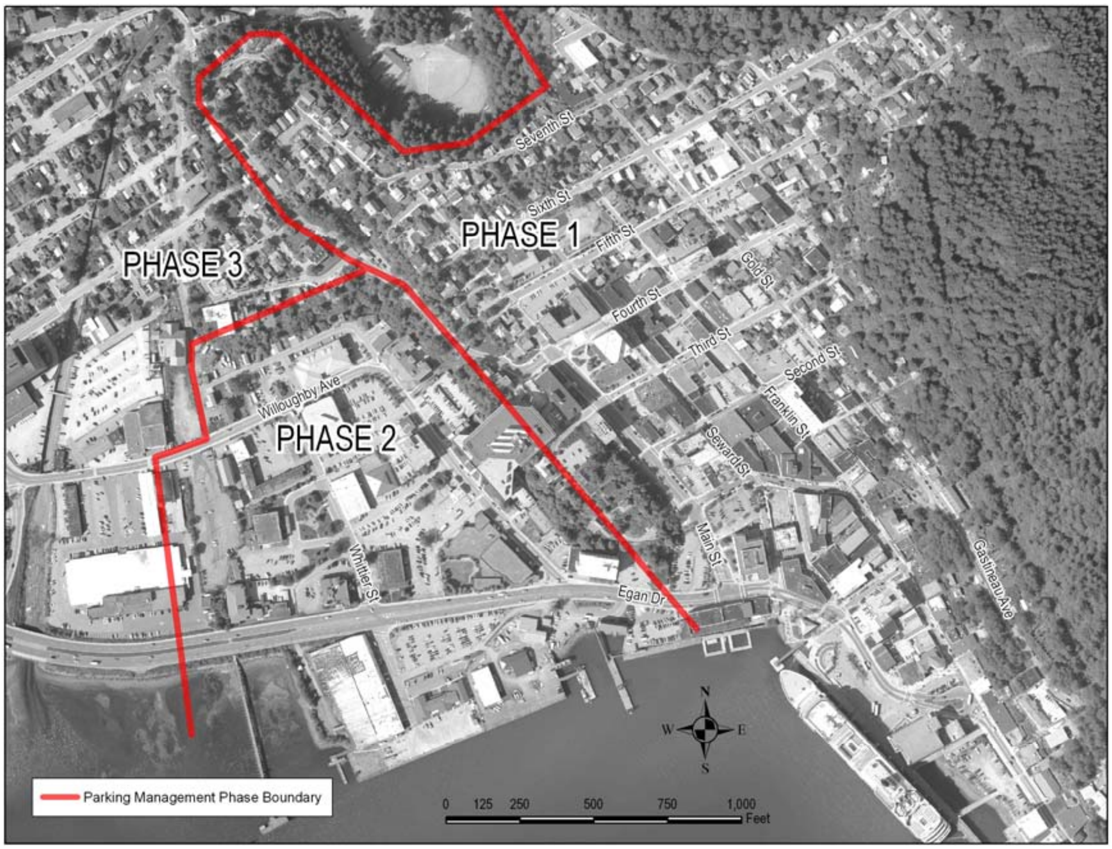
Effective August 18, 2010

Presented by the CBJ Community Development Department

TABLE OF CONTENTS

Executive Summary

The 2010 Downtown Juneau Parking Management Plan, despite its name, is not a comprehensive parking management plan for all of the downtown area. Instead, this document is the Parking Management Plan for the Phase 1 (Downtown Core) Parking Management Area, although it also lays the groundwork for future parking management efforts in the Phase 2 (Willoughby Ave./Sub-Port), Phase 3 (Casey-Shattuck/Federal Flats), and Phase 4 (Highlands/JDHS)(not shown) Parking Management Areas shown in the map below.



Purpose & Need

Parking has been identified as a major problem in Downtown Juneau for many years, and generally it is defined as a problem of insufficient supply. At least as important as supply, however, is management: a space that is sufficiently inconvenient to use may as well not exist, and while a space that is always occupied appears to be used efficiently, it may be functioning more as storage than as parking. The purpose of this plan is to determine how parking can best be managed in the downtown area so that convenient parking is always available to all destinations, and to encourage stored vehicles to be kept in areas where demand is lower.

Parking management is not a static problem that can be solved with a single "magic bullet." As parking in one area is facilitated through lower prices for parking, additional parking supply, or improved pedestrian facilities providing access to the parking area, vehicles may begin to park in that area instead of where they had parked previously; additionally, new vehicle trips may be made because parking is easier or cheaper as travelers give up use of other transportation modes such as carpools, transit, walking, or bicycling. Conversely, raising costs or restricting supply can cause spillover effects as vehicles stop parking in that area and move into adjacent areas where parking has not been restricted, or drivers can reduce or give up their use of private automobiles in favor of other transportation modes. Accordingly, the effects of changes in parking management must be tracked so that management can be adjusted to ensure that the desired goals or purposes are being met.

This plan is a goal-oriented plan: it does not state that a particular number of parking spaces should be provided in the downtown area, or that a certain amount of money should be raised through parking meter revenue or parking citations. Instead, this plan sets three goals and describes tools for achieving those goals. Recommendations on how to best use the available tools to accomplish the community's goals for downtown parking are given, and should be considered when changes to parking management are being discussed.

Goals

Three goals for the Parking Management planning process were adopted by the Planning Commission at their January 26, 2010 meeting:

1. Reduce the number of vehicles that are parked all day (long-term) in hourly (short-term) spaces.

2. Ensure that both the Marine Park Parking Garage and the Downtown Transportation Center Parking Garage (under construction) are utilized at or near capacity year-round.

3. Ensure that on-street parking spaces are available near all destinations at all times of the day for use by visitors who only need short-term parking.

Policies

Three policies provide direction for meeting the goals of the parking management program, and were endorsed by the Planning Commission and Assembly Committee of the Whole during their special joint meeting on April 12, 2010:

I. Manage on- and off-street parking resources so as to ensure that both long- and short-term parkers can find parking suitable to their needs at all times.

II. Manage parking as a component of a multi-modal transportation system, recognizing that adequate parking cannot be supplied at any destination in the downtown area for peak demand, and that walking, bicycling, use of shuttles/buses, carpooling, and other transportation tools are part of the solution to any parking problem.

III. Parking management must be simple enough that parkers can easily know how long they may park in any given space, and what the fee for parking in that space (if any) is.

As parking management evolves and becomes better adapted to Juneau's unique circumstances, these goals and policies should be continually reviewed and considered. If the needs of the community change so that these goals and policies are no longer appropriate, this entire plan should be revised to accommodate Juneau's newly emerging priorities, as this plan, like parking management itself, must be a dynamic tool to be successful in addressing parking in Downtown Juneau.

History

Since at least 1962, when the *Juneau Central Business District Parking Plan* was commissioned, parking has been an issue in Juneau's downtown area. At least one parking-related study or report has been completed in every decade since the 1960's, and parking remains an issue in downtown to this day. Over the last forty years, the regulations regarding parking in the downtown area have changed dramatically, from no parking requirement for new construction to the present "discounted" parking requirements in the PD-1 and PD-2 parking districts. The supply of public parking has been increased with the construction of the parking garage adjacent to Marine Park, and parking meters for on-street parking spaces have come and gone. Through all of these changes, the perception has remained the same: parking is hard to come by in the downtown area.

Be that as it may, the downtown area has seen drastic improvements in the last twenty years, as dilapidated buildings have been renovated, streets improved, and new development taken place. Clearly, although parking is at times scarce in downtown, the shortage of parking has not stopped the economic revitalization of the area, although providing required parking or obtaining variances to reduce or eliminate that requirement have been stumbling blocks to many developments.

In response to the perception of the lack of parking, City and Borough residents voted in the fall of 2005 to extend a 1% sales tax in order to fund the design of a new parking garage and transit center for downtown. The site selection committee determined that the corner of Main Street and Egan Drive, previously occupied by a CBJ-managed, State-owned public parking lot, as the preferred site for the new parking garage. This location is at the entrance to the downtown core and Central Business District, and adjacent to State properties that may eventually become the site of a new State Capitol Building. A new Downtown Transportation Center (DTC) is under construction on this site as of the drafting of this plan, and is scheduled to open in the fall of 2010.

Although a new parking structure at the DTC will do much to increase the supply of parking in the downtown area, the parking studies and reports completed over the last fifty years make it clear that the biggest problem with parking in downtown Juneau is the misuse of existing spaces, and not a shortage of parking overall. Sam Kito, III, PE, then Transportation Development Manager for the CBJ, states in his August 3, 2004 *Parking Strategy Briefing* memorandum that "much of the problem that we see today results from commuters utilizing patron parking and locking up short-term parking in the downtown area." As Mr. Kito states, parking management is at least as important to the availability of parking downtown as is parking supply.

The last parking study for the downtown area, the *Juneau Parking Study*, was written by the Transpo Group in 1999 (Transpo Study). This study contains highly suspect data in terms of parking demand generation, and many of its calculations are flawed as a result of being based on inaccurate baseline assumptions. That said, the Transpo Study reiterates many themes from other parking studies conducted in Juneau over the years, including many of its findings and recommendations, some of which are reproduced below:

Findings

- "Current shortages of parking occur on weekdays in all subareas throughout the year.
- "Shortages are greatest in the Office subarea.
- "Without action, future shortages will increase as land currently used for parking is redeveloped.
- "State Office workers are the largest segment of population contributing to the demand for parking.
- "The shortage in parking is a result of insufficient parking being provided on-site for almost all uses.
- "Parking shortages should be addressed by a combination of alternatives including reducing demand for parking, more efficient use of current parking supply and development of additional parking. No one solution will address the extreme shortages currently experienced.
- "Since office workers cause most parking demand, parking demand is fairly consistent throughout the workday."[1]

Recommendations

- "The CBJ should institute an aggressive parking demand reduction program in order to reduce the amount of new parking supply needed.
- "Modifications in the current management of the existing parking supply should be made to make parking more accessible for patrons of commercial businesses and residents.
- "Development of additional parking supply: construction of centralized parking structures should be phased in and reevaluated on a case by case basis. Surface lots can be established on a temporary basis to act as place holders for potential future structures and provide additional parking while a centralized structure is being developed and the initial use of the structure evaluated.
- "Management of downtown parking should be centralized, though still coordinated with other City Departments, to coordinate all aspects of the parking program including [sic].
- "The parking program should be continually monitored to determine how programs are working. Developing a program is an ongoing process that will need continuous review and revision.
- "The City needs to involve the State in shared development of solutions, since parking demand created by State offices is a major factor in downtown parking shortfalls. The CBJ should also develop a program to reduce demand created by CBJ employees."[2]

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[1] Page 2
[2] Page 3

The Transpo Study made a specific recommendation on how to address the chronic use of short-term on-street parking spaces by long-term parkers (commuters): metered on-street parking.

> "Though not specifically measured, descriptions and observations of the on-street parking, particularly in the vicinity of the Tourist Retail sub-area indicate that some employees downtown use the short-term parking for extended periods, moving their vehicles around so as to not be ticketed. Staffing levels of enforcement officers seems to be adequate. However, actual enforcement is reported to be inconsistent as the enforcement officers are often assigned to duties other than parking enforcement. The episodic nature of enforcement has led to apparent widespread abuse of the use of short-term space by employees needing longer-term parking. It appears that many employees do use the parking, accepting the inconvenience of frequent shuttling throughout the day and risking receiving a ticket. While employees tie up this parking, visitors to downtown businesses have difficulty finding places to park. Adding meters would help to resolve this issue, or at least impact abusers financially. Some jurisdictions have implemented enforcement programs that discourage the shifting of long-term parkers. Steeper fines for time violations could be considered, particularly if additional long-term parking is provided.
>
> "Portions of the downtown did have meters in the past. It was reported that street clutter, maintenance and snow removal issues prompted their removal. Advances in meter technology can address these concerns. New metering systems allow for centralized collection boxes (out of the snow removal area). Additionally, systems can accept validation tokens from businesses and pre-stored value cards as well as cash."[3]
>
> "Through the course of this study, an overriding concern to encourage the vitality and success of the downtown commercial center was expressed by committee members and the general public. Making parking more available for patrons of commercial businesses is necessary to achieve this. Because of the current apparent abuse of short-term on-street parking and the need for more available short-term parking, additions of meters in portions of the downtown area, particularly along portions of Franklin Street, Marine Way, Front and Seward Streets may be appropriate."[4]

Eleven years after the Transpo Study was completed, little has changed in Downtown Juneau. Long-term parkers continue to shuffle cars between short-term spaces in order to avoid tickets, and continue to resist using long-term parking facilities a short walk from their destination. Potential customers complain that they cannot do business downtown because they can't find a parking space; visitors to the Capitol find their cars adorned with parking tickets after a day of participating in the deliberative process of lawmaking; and diners must leave their meals in order to avoid tickets during a long lunch. Clearly, the management of existing parking resources is out of sync with the needs of the

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[3] Page 15
[4] Page 16

community. This plan builds on the work that has been done on parking in Downtown Juneau over the past decades by dedicated citizens and staff, and charts a course of change in how parking is managed in the downtown area.

Existing Conditions & Parking Resources

Parking resources in Downtown Juneau are currently in a time of transition, and conditions on the ground at the time that this plan was drafted will differ greatly from conditions in just a few months, and will continue to change over the next two years. As it looks to the future of parking management in the downtown area, this plan considers parking supply as it is planned to change over the next two years instead of focusing on existing conditions that will be out of date by the time the plan is finalized. The changes that are currently underway or that are planned for the near future include:

- Downtown Transportation Center: Currently under construction, this facility will provide a total of 237 parking spaces in a garage and adjacent surface lot. This facility is scheduled to open in the summer of 2010.
- Main Street Reconstruction: Previously-existing on-street parking on Main St. between Egan Drive and Second Street has been removed on the ground, and is not included in this plan.
- Admiral Way/Red Dog Lot: CBJ Docks & Harbors plans to reconstruct this facility to reduce pedestrian/vehicle conflicts in the fall of 2011. After this reconstruction, six public parking spaces will be available during the off-cruise season; during the cruise season, these spaces will be dedicated for B Zone loading. These spaces are counted in all seasons in this plan.
- People’s Wharf/Columbia/Intermediate Vessel Float Lots (Cruise Ship Terminal): CBJ Docks & Harbors plans to reconstruct the entire cruise ship upland support area around the Mt. Roberts Tram in the fall of 2011. This reconstruction will eliminate the on-street parking in this area as well as reconfiguring all off-street parking resources into a single public lot adjacent to Taku Smokeries/Twisted Fish Company parking. This reconstruction will result in 38 public parking spaces.

Existing Supply Inventory

Although there are parking management issues throughout the downtown area, parking is a particularly chronic problem in the downtown core. Accordingly, this parking management plan focuses primarily on the downtown core, although it also includes tools that can be used to manage parking outside of the core area.

A comprehensive survey of existing public parking resources had not been completed at the time that this plan was drafted; however, staff have surveyed and documented all on- and off-street parking resources controlled by the CBJ within the downtown core and its immediately adjacent residential neighborhoods. Shown as Phase 1 in the Downtown Parking Districts map (below), this area is bounded by Telephone Hill (Dixon St.) to the west, Chicken Ridge and Evergreen Bowl to the north (Goldbelt Ave. and 8th St.), Starr Hill and Mount Maria to the east (Basin Rd., Nelson St., and Gastineau Ave.), and the Intermediate Vessel Float/Cruise Ship Terminal area (S. Franklin St. at Taku Smokeries) to the south.

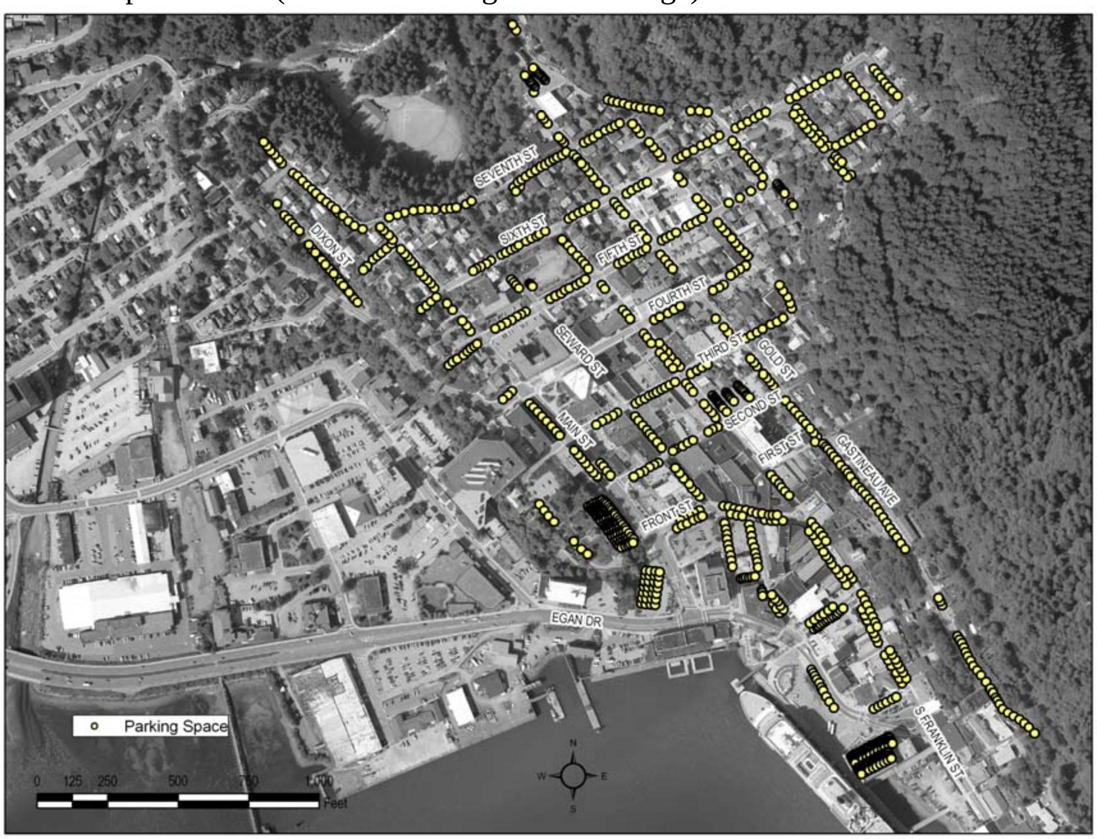
The Phase 1 area contains:

- Marine Park/Library Parking Garage: 300 spaces
- Downtown Transportation Center, Garage (Under Construction): 209 spaces
- Downtown Transportation Center; Shopper's Lot (Under Construction): 28 spaces
- Second and Franklin Lot: 24 spaces
- Cruise Ship Terminal: 38 spaces
- On-street (downtown core—Fifth Street south to Admiral Way, Main Street east to Harris St.): 408 spaces
- On-street (Residential areas adjacent to the downtown core): 313 spaces

Totals:

- 1,007 spaces managed by the CBJ in the downtown core;
- 313 spaces managed by the CBJ in residential areas surrounding the downtown core;
- 1,320 spaces managed by the CBJ in the Phase 1 parking management area.

Each dot on the map below represents a public parking space within the Phase 1 area. Two spaces along Basin Road (at the middle of the top of the image) and 38 spaces at the Cruise Ship Terminal (at the bottom right of the image) are not shown.



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Existing Enforcement Scope

Alaska State Law prohibits enforcement of paid parking requirements on Sundays and State Holidays.

The CBJ enforces all short-term (2 hours or less) on-street parking restrictions in the downtown core 8:00 am to 6:00 pm (10 hours) Monday-Saturday (6 days/week), for 3,120 total hours each year. Parking restrictions in off-street parking facilities managed by the CBJ are also enforced 8:00 am to 6:00 pm Monday-Friday (5 days/week), or 2,600 total hours each year minus State Holidays.

Current Management

Many city, state, federal, and private entities are involved in parking management at various levels. Federal and private parking facility management is not addressed in this plan, but changes to city- and state-managed parking facilities are likely to impact private parking facilities. Federal parking facilities at and near the Federal Building on Glacier Ave. and West Ninth St. are managed by the General Services Administration of the Federal government, and are not subject to local zoning or other regulations regarding parking, so they are not discussed in this plan; a parking management plan for the Phase 3 area will need to address spill-over effects from Federal Building parking into the adjacent residential neighborhood and private parking lots at nearby businesses.

This section of the plan discusses each CBJ and State agency involved in managing parking in or near the downtown core, and describes that agency's interest in parking management.

CBJ Agencies

Assembly – The CBJ Assembly is composed of elected members, and will ultimately need to adopt any parking management plan in order for it to be enacted. The Assembly will set goals and approve general management techniques, with management details determined by individual agencies coordinating efforts under the adopted plans. There are two Assembly committees that will also be involved in parking management to some degree:

> Lands Committee – The Assembly Lands Committee makes recommendation to the Assembly on all actions affecting CBJ property.
>
> Public Works and Facilities Committee (PWFC) – The Assembly PWFC makes recommendation to the Assembly on all actions affecting infrastructure development or other capital improvements. This plan and its related ordinances will be discussed by the PWFC prior to being forwarded to the Assembly for action.

Community Development Department (CDD) – As the planning authority for the CBJ, the CDD is responsible for land use and transportation planning, as well as for reviewing land use permit and building permit applications, including the application of the CBJ's minimum parking requirements for developments. CDD also administers the Fee-In-Lieu of Parking program and makes recommendations to the Planning Commission and Assembly on parking-related issues.

Docks & Harbors – Docks & Harbors manages and maintains several public parking areas in Downtown Juneau, including the Cruise Ship Terminal, Admiral Way, and the Marine Park Plaza when it is available for use as a parking area.

Engineering Department – The Engineering Department is responsible for constructing new parking facilities, including the new Downtown Transportation Center at Telephone Hill. The Engineering Department's Contracts Office is handling the procurement of multi-space parking meters, and will need to assist in selecting and designing the locations and infrastructure for meters.

Juneau Police Department (JPD) – The JPD enforces on-street parking regulations.

Lands & Resources (L&R) – As part of the CBJ Manager's Office, the L&R office manages CBJ-owned property that is not owned by an Enterprise Board such as Docks & Harbors. The L&R office also manages CBJ leases and Memorandum of Agreements for properties owned by other parties, including some leases for publicly-available parking lots.

Parks & Recreation Department (P&R) – P&R manages the existing Marine Park Parking Garage, the Second St. & Franklin St. Lot (N. Franklin Lot, pictured above), and is therefore likely to manage the Downtown Transportation Center. The Building Maintenance Division of the Parks & Recreation Department maintains the majority of buildings owned by the CBJ, including parking garages. Centennial Hall, part of the P&R Department, also manages parking facilities in the downtown area. Parks & Recreation staff currently distributes paper monthly parking passes for the Marine Park/Library garage. These passes are over-subscribed in order to increase the occupancy of the garage, but free on-street parking results in widespread use of on-street parking resources by vehicles with garage permits, as can be seen in the image at left, in which a row of vehicles parked on-street all display valid garage permits (the pinkish-orange papers in the lower right of each vehicle's front window).

Planning Commission (PC) – The PC advises the Assembly on land use and transportation issues, including setting the minimum parking requirements in the CBJ, and also serves as the permitting authority for major development in the CBJ.

Applications for large Fee-In-Lieu of Parking waivers are reviewed by the PC. The PC is staffed by CDD and will ultimately need to endorse any parking management plan that could be forwarded to the Assembly for adoption.

Public Works Department (PWD) – The PWD is responsible for maintaining on-street parking and some off-street spaces, including the installation of regulatory signs, painting curbs, and maintaining the road surface. Capital Transit, the CBJ's mass transit system, is a division of the PWD. As a transportation alternative to the private automobile that does not require parking for private vehicles at destinations, Capital Transit has the potential to play a large role in downtown parking management through its role in reducing parking demand. The new Capital Transit Center at the Downtown Transportation Center will help integrate transit with parking issues in downtown to a degree that has previously not been experienced by commuters and other visitors to downtown Juneau.

Treasury Department – The Treasury Department is responsible for accounting for cash collected at the existing pay box at the Marine Park/Library garage, and one Treasury Department staff member accompanies a P&R staff member when they collect cash from that box. The Treasury Department's role in parking management is fairly static, in that it will remain the same under any parking management scenario as long as funds are collected through fees or citations.

State of Alaska

Alaska Mental Health Trust Land Office (MHTLO) – The MHTLO manages a large parking area adjacent to Coast Guard Station Juneau, commonly known as the Sub Port lot. The MHTLO's mission is to earn revenues from land use to benefit Trust beneficiaries, and the current provision of this parking to the public for free does not assist in completing their mission; accordingly, the MHTLO is currently investigating its options for charging for use of this parking facility, and has expressed interest in working with the CBJ in coordinating parking management.

Department of Administration (DOA) – The DOA manages most of the State-owned parking facilities in Downtown Juneau, as well as being responsible for State leases for privately-owned parking facilities.

Department of Transportation/Public Facilities (DOT) – The DOT manages all State-owned Right-of-Ways, including Egan Drive, as well as the property upon which the DTC is constructed.

Legislative Affairs Agency (LAA) – The LAA is responsible for, among other things, maintenance of the Capitol and other Legislative facilities. Currently, Legislators are provided with parking passes that exempt the user from hourly parking restrictions for on-street parking spaces. Legislative parking at the Capitol, the Terry Miller Legislative Office Building, and at other parking lots in downtown is all managed by the LAA.

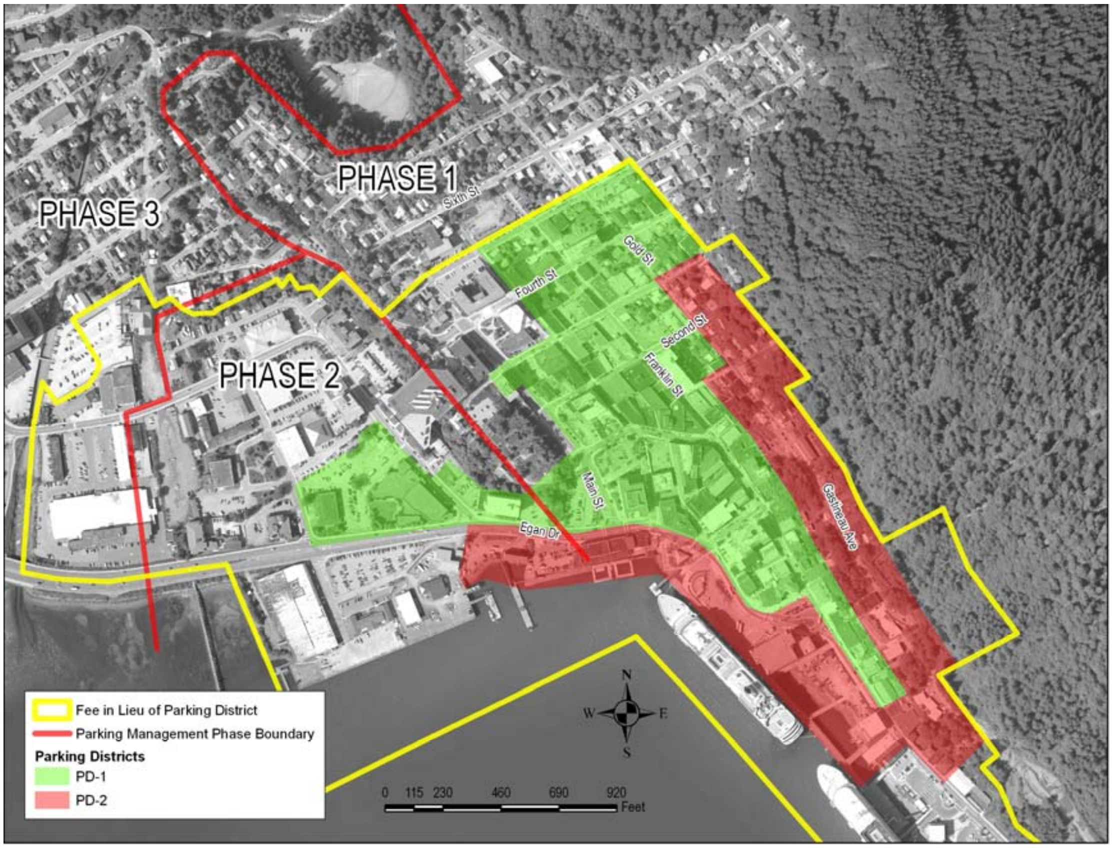
Downtown Parking Districts

There are three overlay zones that affect the amount of parking supplied off-street on private properties within the downtown area. The Downtown Parking District Map shows the existing Fee In Lieu of Parking District[5] and the PD-1 and PD-2 Parking Districts.[6]

Within the Fee In Lieu of Parking area, property owners or developers may pay a one-time fee to the CBJ in lieu of providing required off-street parking for a development or use. This program was developed in order to facilitate development and redevelopment of small, underutilized parcels in the downtown area that would not otherwise be able to meet their off-street parking requirements if developed. Fees collected under this program are intended to be spent on projects that either increase parking supply within the Fee In Lieu of Parking District or that reduces parking demand within the district.

The PD-1 and PD-2 Parking Districts were adopted when zoning regulations were changed to apply parking requirements to the downtown area; previously, the downtown area was within a zoning district that had no off-street parking requirements. When parking requirements were enacted for downtown zones, the PD-1 and PD-2 overlay zones were adopted to reduce the impact of this change on downtown properties. Within the PD-2 district, standard parking requirements are reduced by 30%. Within the PD-1 district, there is no parking requirement for any change of use of an existing structure, and the parking requirement for new construction is reduced by 60% from the normal requirement.

[5] §49.40.210(d)(5)
[6] §49.40.210(d)(1)



Parking Use Survey

Due to the extremely limited amount of data that has been collected on parking use downtown, staff has embarked on a data-collection effort to monitor parking trends over time. Designed to collect representative data without demanding high levels of staff time or other resources, this parking survey was initiated on April 29, 2010. Although this survey is too early in its course to provide significant data for this plan, it is intended to collect base line data as well as to monitor changes to parking use resulting from changes to parking supply, management policy, or other factors that may arise in the future. The survey monitors eight[7] block segments with on-street parking in the downtown area. Four of these block segments are within the commercial or governmental areas of downtown; two are in adjacent residential districts; and one is several blocks from the downtown core but still in an area that serves primarily commercial and governmental uses; this outlying block segment, on Whittier Ave., is also the only survey block segment outside of the Parking Management Phase 1 area and contains almost all of the on-street parking in the Phase 2 area.

Modeled on the parking survey technique used by the Ketchikan Gateway Borough in their Downtown Parking Use Assessment (March 2010), the Parking Use Survey counts

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[7] This survey was initiated on only seven street segments. The Sixth St. survey block was added three weeks into the survey as staff determined that an additional survey block was needed in that area in order to ensure that collected data represented the entire gamut of downtown core parking issues.

the number of vehicles parked on a given street segment, and tallies non-typical vehicles and other things that occupy parking spaces separately as well as the total number of spaces occupied. The survey will be conducted as staff time allows, and will, for the most part, adhere to the following methodology in order to assure consistency over time and between surveyors. It should be noted that changes to the study parameters and methodology are expected over time as staff collects data, interprets it, and comes to a fuller understanding of downtown parking dynamics. For example, within a month of its initiation in late April of 2010, staff had already added a new survey block segment to the study area, and had also come to realize that peak parking demand is often outside of the initial survey hours—that is, peak parking demand on some survey blocks occurs outside of the Monday-Friday, 8:00 AM – 5:00 PM period. The survey methodology has been modified to accommodate this new, more comprehensive understanding of downtown parking.

Methodology

- The survey will be conducted year-round, with efforts made to collect data on at least two days of each of two weeks in any month. Additional surveys should be conducted to ensure that all potential peak parking periods have been documented: that is, weekends, evenings, and special events will also require surveys.
- Each survey day should consist of at least two sample periods; one in the morning between the hours of 8:00 am and 12:00 pm, and one in the afternoon between the hours of 1:00 pm and 5:00 pm. Early morning and evening/night samples should also be collected to ensure that unique neighborhood parking behavior (e.g. Sunday morning church parking or First Friday night parking). Sampling street segments between 11:30 am and 1:30 pm, the lunch-time rush, should be avoided unless all segments are counted during that period, in which case the sample should be labeled as a lunch survey instead of as an AM or PM survey.
- All survey blocks will be surveyed in each sample period.
- Motorcycles, delivery vehicles, emergency response vehicles, parking enforcement vehicles, school buses, and other non-typical vehicles, as well as non-vehicular use of parking spaces, will be tabulated separately from typical passenger vehicles and trucks.
- The actual number of parked vehicles or spaces otherwise occupied will be tracked, even if this number exceeds the number of spaces available.
- Survey times will be recorded in 24-hour (Military) time; 9:00 AM is recorded 9:00, and 9:00 PM is recorded 21:00.
- Surveys conducted during street closures or parking closures will count all spaces as occupied, but will note the reason (e.g. no parking for street cleaning/snow removal, etc.).

A sample survey form, completed on Monday, May 3, 2010[8]:

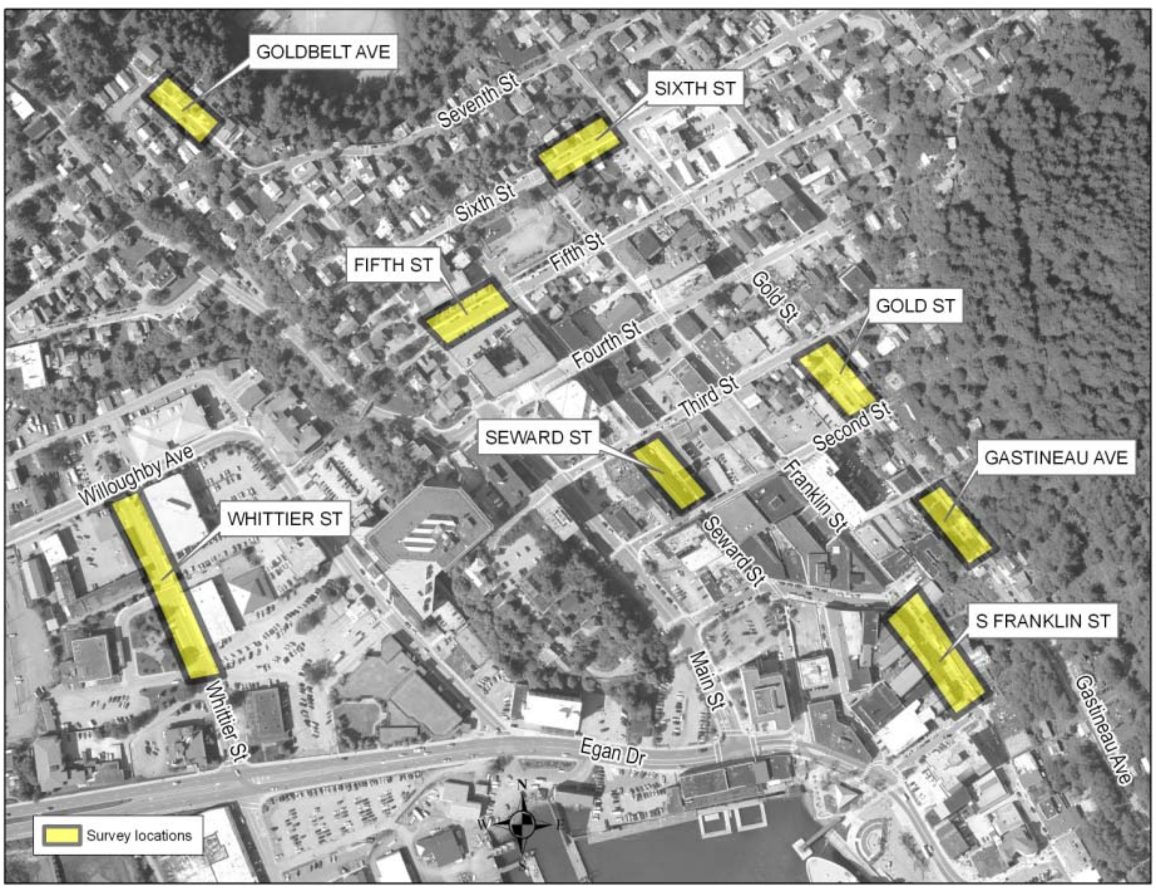
[8] This sample survey form was completed prior to the addition of the Sixth Street survey block.

Date	Monday	5/3/2010	Surveyor	Ben Lyman

Segment	Time	Vehicles	Other Use	Total	Capacity	% Used
Whittier St.	10:28	8		8	28	28.57%
Goldbelt Ave.	10:10	7	1 Motorcycle	8	10	80.00%
Fifth St.	10:02	7		7	7	100.00%
Gold St.	9:58	6		6	7	85.71%
Seward St.	10:00	7		7	8	87.50%
Gastineau Ave.	9:57	7	1 Motorcycle, 1 very large pile of garbage	9	10	90.00%
S. Franklin St.	9:55	10		10	21	47.62%
Total	-	52	3	55	91	60.44%

Survey Area

The Parking Use Survey is conducted on eight street segments, shown below in yellow.



Each street segment is defined by intersections with other right-of-ways (ROW) on either end, as follows:

- Whittier St. from Willoughby Ave. to the West Third St. ROW, including all on-street parking on Whittier St. from Egan Drive to Willoughby Ave.
- Goldbelt Ave. from West Eighth St. to West Ninth St. The Goldbelt Ave. survey block segment's southeast end is to the northwest of the private driveway adjacent to the intersection of the West Eighth St. Stairs.
- Sixth St. from Franklin St. to Gold St.
- Fifth St. from Main St. to Seward St.
- Seward St. from Second St. to Third St.
- Gold St. from Second St. to Third St.
- Gastineau Ave. from First St. to Bulger Way. The Gastineau Ave. survey block segment's southeast end is at the fire hydrant at the intersection of the Bulger Way stairs, and its northwest end is at the fire hydrant in the First St. right-of-way. The parking space on Gastineau Ave. that would block First St. if the two roads intersected is not within this survey block segment.
- South Franklin St. from Ferry Way to Front St. and Bulger Way.

Survey Data

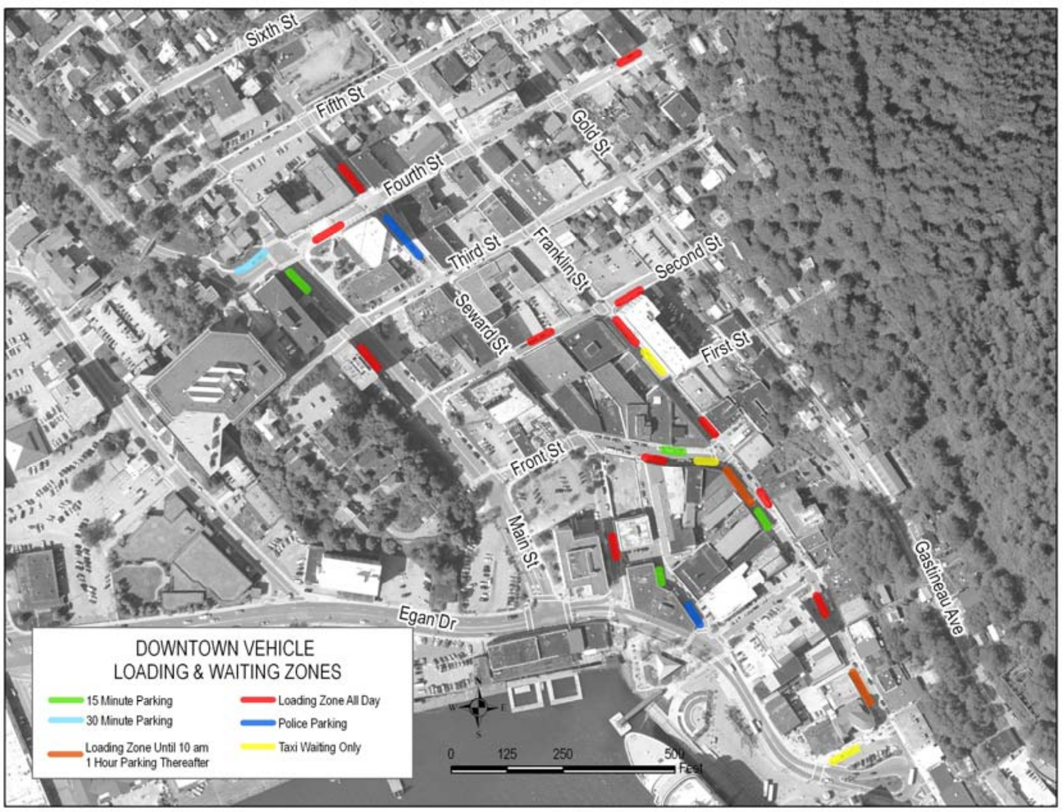
Data collected in the first month of the Parking Use Survey shows interesting parking behavior, but is insufficient to determine long-term or seasonal trends. The Gastineau Avenue, Gold Street, Fifth Street, and Sixth Street survey segments consistently show the highest occupancy rates, while the Franklin Street, Seward Street, and Whittier Street segments show a high degree of variability in their occupancy, and Goldbelt Avenue typically has a low occupancy rate. With the exception of Goldbelt Ave., all of the streets with long-term parking permitted (no hourly limit) are utilized at very high occupancy rates, while the streets with limited-term parking (2-hour or less) experience low occupancy rates. Goldbelt Ave. appears to avoid this trend due to its distance from destinations, which exceeds the distance that most drivers apparently need or are willing to walk to a destination. Changes in parking behavior on Goldbelt Ave. should be monitored through and after the implementation of any changes to parking management to determine if spillover effects spread to more distant residential areas similar to the Goldbelt Ave. neighborhood.

Loading, Taxi, and Other Special Parking Zones

In 2003, Ordinance 2003-28am was adopted, giving the City Manager the authority to "establish bus stops, taxicab stands, freight loading zones, passenger loading zones, and parking zones restricted to certain types of vehicles in such number, places, dates and times, as the manager shall determine appropriate." The Downtown Loading Zone Inventory of 2003 documented existing loading zones and other special zones that existed at the time that Ordinance 2003-28am was being considered; a survey of special parking zones conducted on May 7, 2010 found that substantial changes to loading and other special zones had occurred in the interim, suggesting that the management of these types of spaces is dynamic and responds to changing conditions. The Downtown Vehicle

Loading & Waiting Zones map, below, shows all[9] of the short-term parking (30 minutes or less), loading, taxi, and police parking/waiting zones within the downtown core area. Seasonal restrictions on A- and B-Zone loading permits associated with tour vehicles are not shown on this map.

CBJ 72.01.125 Parking zones also addresses loading and other special parking zones, but does so in a way that leads to confusion for both parkers and enforcement officers. Section (a) states that "all curbing painted yellow shall mean 'no parking at any time,'" while section (b) states that "all curbing painted yellow shall indicate a restricted parking zone. The restriction shall be designated by a sign or other appropriate marking which indicates the restriction or limitation to parking." These two sections create confusion by both claiming to describe the universal meaning of a yellow curb while being mutually exclusive of the meaning contained in the other section. The City Attorney and CDD staff has drafted a proposed amendment to this section of the municipal code, contained in Appendix A of this plan, to address this contradiction.



The Transpo Study stated in 1999 that "the Taxi loading and Tourist Bus spaces appeared to be well located and able to handle the demand during the peak tourist season. The seasonal changing of the tourist loading spaces near the waterfront park to short-term

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[9] One 24-hour loading zone, located on Third St. between Franklin St. and Gold St., is not shown, as it blocks a two-car driveway. This loading zone interferes with the use of off-street parking, and its use would likely lead to conflicts with the owners of the adjacent property, so it is not shown on this map, although use of the space for loading is legal.

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parking during the tourist off-season is an efficient use of those spaces."[10] The provision of the Alaska Steamship Dock "deck-over" and changes to the Cruise Ship Terminal and Admiral Way parking areas that are planned for 2011 continue to improve upland parking and loading resources for cruise ship-related vehicles, and seasonal changes in management that allow at least limited public access to these parking resources ensure their efficient use year-round.

There is, however, one exception to the rule that changing management seasonally improves efficiency: The deck-over, designed as a multi-use space that would be used for bus staging when cruise ships used the Marine Park Float or Alaska Steamship Dock, and for community purposes when no ships were present, has been opened for free all-day public parking during winter months in recent years. Given its close proximity to the Marine Park/Library garage, where parkers must pay to park, this supply of free parking with no time limit effectively robs customers from the garage and fails to provide parkers with any reason to modify their behavior—instead, this supply of free, long-term parking in the heart of downtown encourages additional vehicular traffic and congestion as parkers circulate through the lot repeatedly,[11] hoping to find an open space on their next pass through the lot. If the CBJ continues to open this facility for free time-unlimited parking in the future this free-for-all facility will continue to undermine parking management efforts in the downtown area. If this facility is to be open to the public for parking during the cruise off-season, it should be managed in coordination with all other CBJ-managed facilities in its vicinity.

Off-Street Facilities

The current management of two CBJ off-street parking facilities, and how on-street and off-street management conspire to keep these facilities empty, is informative as to why the CBJ must revise its approach to parking management.

2nd & Franklin St. Lot

The parking lot at the corner of 2nd St. and Franklin St. was the most commonly lambasted CBJ parking facility during the planning process. This facility is very lightly used, but it is never available for public parking. During the Legislative session, the entire parking lot (with the exception of a single van-accessible space) is reserved for use by Legislators or others authorized by the LAA to park in that lot. During the remainder of the year, half of the lot is reserved for LAA parking, and the other half is available to drivers who purchase monthly permits to park in the lot. Area businesses report that the lot is very infrequently used, and Gastineau Avenue residents complain that their neighborhood would benefit from opening this facility to the public.

[10] Page 19
[11] Anecdotal evidence provided by CDD staff whose offices look out over this facility.

Marine Park/Library Garage

In addition to enforcing permit and pay-space requirements at the Marine Park/Library parking garage, the contractor who performs enforcement services at this facility also tracks the number of spaces that are vacant in the facility during every hour that enforcement staff is at the facility.

According to this data, in the period from July 1, 2009 through June 5, 2010, at its busiest the permit section of the Marine Park/Library Garage has had 37 open spaces available out of a supply of 197 spaces.[12] Typically, there are 50-80 permit parking spaces available at all times, although there are frequently over 100 spaces available in the winter months of October-December.

Although at its busiest the coin-op/hourly parking in this facility has only a few available parking spaces,[13] the vast majority of available space counts tallied between 30 and 60 available spaces—and this out of only 62 coin-op/hourly spaces in the facility.

July is typically the busiest month for use of this garage, but in 2009 there were, on average, 73 permit parking spaces available at any time in this facility—a vacancy rate of over 37%. The same month, an average of 32 coin-op/hourly parking spaces were available at any time at this facility—a vacancy rate of over 51%.

The fact that a fee is charged for off-street parking, and that on-street parking is free, is clearly affecting the use of the CBJ's off-street facilities. Even vehicles displaying a valid permit for parking in the garage (such as the two vehicles in the foreground of the photo at right, with pinkish-orange permits in the lower right of their front windows) are parked on-street, and their drivers engage in the hourly car shuffle to avoid parking tickets. Meanwhile, visitors to downtown complain that there is no parking available on-street and that they cannot park in the unused spaces in the garage because they do not have a monthly permit. Note that this behavior occurs even within close proximity of the garage, which is visible at the rear of the image at right.

[12] 2:00 pm, August 6, 2009

[13] Three spaces available at 1:00 pm and eight at 2:00 pm, July 1, 2009; and, six available at 2:00 pm on August 5, 2009.

Planning Process

The Downtown Parking Management Plan planning process began in 2009, with CBJ Community Development Department staff meeting with department heads and city management to build consensus regarding existing problems with parking management and around the need for coordinated management by various agencies. These meetings then expanded to include non-CBJ stakeholder groups, including state government agencies and the Downtown Business Association. Over the course of plan development, additional special-interest and stakeholder groups, including the Alaska Committee, the Juneau Chamber of Commerce, the Juneau Economic Development Council, and individual businesses such as hotels and rental car agencies were brought into the discussion.

Public Involvement

Public meetings were held throughout the borough the week of November 3 – December 4, 2009. Although attendance at these meetings was weak, attendees were unanimously unhappy with current parking management, and all but one attendee indicated that they would be willing to pay to park in a convenient location when they visit Downtown Juneau.

The project web site, http://www.juneau.org/cddftp/ParkingManagement111809.php, is updated as necessary with scheduled public meetings, memoranda, presentations, and other background information that members of the public or media can access to stay up-to-date on the planning process. Contact information for project staff is also provided on this web page.

Public comments have been received by project staff, the Planning Commission, and members of the Assembly. These comments often raise concerns regarding existing and potential spillover effects into residential areas, questions about the impetus for the project itself, and questions on how the new DTC will be managed.

Project staff has spoken on KRNN and KJNO regarding the planning process, and the Juneau Empire has run several stories on parking management. Responses to this media coverage have generally supported the use of multi-space parking meters to manage on-street parking in the downtown area, although concerns regarding how this will impact particular user groups such as legislative business travelers, residents, and shoppers have also been raised.

Staff developed draft goals and draft policies that were discussed, amended, and ultimately endorsed by decision-making bodies for the CBJ:

Goals

Three goals for the Parking Management planning process were adopted by the Planning Commission at their January 26, 2010 meeting:

1. Reduce the number of vehicles that are parked all day (long-term) in hourly (short-term) spaces.

2. Ensure that both the Marine Park Parking Garage and the Downtown Parking Garage (under construction) are utilized at or near capacity year-round.

3. Ensure that on-street parking spaces are available near all destinations at all times of the day for use by visitors who only need short-term parking.

Policies

Three policies provide direction for meeting the goals of the parking management program, and were endorsed by the Planning Commission and Assembly Committee of the Whole during their special joint meeting on April 12, 2010:

I. Manage on- and off-street parking resources so as to ensure that both long- and short-term parkers can find parking suitable to their needs at all times.

II. Manage parking as a component of a multi-modal transportation system, recognizing that adequate parking cannot be supplied at any destination in the downtown area for peak demand, and that walking, bicycling, use of shuttles/buses, carpooling, and other transportation tools are part of the solution to any parking problem.

III. Parking management must be simple enough that parkers can easily know how long they may park in any given space, and what the fee for parking in that space (if any) is.

Parking Management Working Group

In order to ensure that all relevant agencies were kept informed of the planning process and were able to steer that process while not becoming mired in details, the Parking Management Working Group (Working Group) was formed in the fall of 2009. The Working Group is composed of representatives of City and State agencies involved in parking management, as well as representatives of the Downtown Business Association. This group meets infrequently, but provides valuable insight and assists with vetting issues before draft documents are presented to the public or decision-making bodies, as well as assisting in developing the Request for Proposals for the multi-space parking meters that will be used to manage off-street parking spaces, and that will be used to manage on-street parking spaces if CBJ 72.14 is amended as recommended by staff. The diverse expertise of Working Group members ensures that technical details such as receipt printers, data interfaces, cash collection, maintenance, and enforcement are all thoroughly vetted and understood by all necessary parties.

Comprehensive Plan

The 2008 Comprehensive Plan of the City and Borough of Juneau (Comp Plan) contains dozens of references to parking, and many of those speak to management of downtown parking in particular. Items of particular relevance to parking management in the downtown area are in bold for emphasis.

6.11.SOP1 **Promote the use of public transportation and car pooling to reduce the reliance of CBJ residents and visitors on single-occupant vehicles.**

6.11.IA4 **Provide metered electric energy sources at public parking lots and garages to re-charge public and private electric automobiles, and provide preferential parking spaces for those vehicles. The metered electrical sources should have the functionality of being turned off automatically or manually by AEL&P and/or CBJ staff during periods of peak loading of the electrical system or emergency situations.**

5.2.IA3 **Encourage coordinated or joint planning efforts to address the need for alternative transportation and parking opportunities for State workers and Legislative personnel. All government agencies should participate in a coordinated Downtown Transportation Management Program per the elements described in Chapter 8 of this Plan** (see 8.1.IA6).

8.1.IA6 **To reduce the demand for land-consuming parking spaces, reduce use of fossil fuels, and encourage the use of public transit, the CBJ should urge Downtown federal, state, and local government agencies, as well as private-sector employers to participate in a Coordinated Downtown Transportation Management Program managed by CBJ staff or a third party.** The program could include, but would not be limited to, the following features:

A. Free or heavily discounted transit passes to area employees;
B. Improved bus service, including a downtown circulator shuttle;
C. Completion of a downtown transit center complex;
D. Organized vanpools and carpools;
E. **Convenient and free parking for car- and van-pool vehicles, preferential parking for car-sharing, electric, hybrid and other alternate fuel-powered or multiple-user vehicles;**
F. **Re-instituting metered parking Downtown to discourage long-term on-street parking;**
G. **Instituting residential parking programs to discourage commuting motorists from long-term on-street parking in residential neighborhoods;**
H. Satellite parking within shuttle distance to major destinations in Downtown Juneau.
I. **Working with the State of Alaska to allow off-hour parking in State parking facilities and lots to ease evening and week-end event parking congestion;**

J. **Increasing parking enforcement, as nearly all of these parking-related actions require enforcement or they will be of minimal utility;**
K. Coordinated, perhaps mandatory, staggered or flexible work hours for area employees to avoid peak hour traffic;
L. Provision of safe pedestrian and bicycle routes throughout the Downtown; and,
M. Provision of secure, dry bicycle storage as well as shower and locker facilities for commuting cyclists.

Transit First Policy.
"…**[A] successful transportation system depending on a public transit system includes a number of private and public-sector sponsored travel options, including:**

- park & ride facilities at transfer station locations;
- "dial-a ride" para-transit programs (such as the Care-A-Van program);
- **residential parking permit programs in the neighborhoods around Downtown Juneau;**
- **higher parking rates for day-long parking in the Downtown Juneau area;**
- private taxi service;
- secure storage for bicycles at transit stops and major destinations; and
- residential densities of 25 units per acre or greater along express bus routes to support convenient bus service." (Page 114)

8.4.IA1 **Identify one CBJ agency or staff member, possibly in the City Manager's Office, that or who can maintain very close communication and coordination with all federal, state and local agencies and private operators in the CBJ to ensure that local transportation resources are managed in the most efficient and convenient manner possible.**

Guidelines and Considerations for Subarea 6:
13. Provide additional parking and fast, mass transit opportunities, per the Downtown subarea guidelines and implementation actions identified in the Transportation Chapter 8 of this Plan. **Develop a parking management component of a Downtown Juneau Transportation Management Program that could include the following elements:**

A. Establish a covered walkway network throughout the Downtown.

B. Establish a parking policy that will guide planners in determining the amount of parking that should be provided for specific uses Downtown.

The CBJ should re-examine the parking requirement for development of residential units and for tourist-oriented uses in the Downtown.

In addition to the Fee-In-Lieu-of-Parking program, the CBJ should provide alternatives, such as participation in a coordinated Downtown Transportation

Management Program, for Downtown developers whose proposals do not meet on-site parking requirements. Provisions should be added to accommodate use of parking structures, shuttles, and other means to meet the parking need. However, ensure that these programs do not induce property owners to demolish historic structures to make way for higher intensity uses or taller structures.

C. **Modifications in the current management of the existing parking supply, such as shared daytime and nighttime and week-day and week-end parking, should be made to make parking more accessible to patrons of area cultural arts or commercial businesses and for area residents.**

D. Development of additional parking supply: construction of centralized parking structures should be phased in and reevaluated on a case-by-case basis. Surface lots can be established on a temporary basis to act as place-holders for potential future structures and provide additional parking while a centralized structure is being developed and the initial use of the structure evaluated.

E. **Management of downtown parking should be centralized, though still coordinated with other CBJ Departments, to coordinate all aspects of the parking program. The parking program should be continually-monitored to determine how programs are working. Developing a program is an on-going process that will need continuous review and revision. The CBJ needs to involve the State and Federal governments in shared development of solutions, since parking demand created by State and Federal offices are a major factor in Downtown parking shortfalls.**

F. The CBJ should continue its efforts to develop a convenient transportation terminal near the Downtown. The terminal should provide a transfer station for mass and rapid public transit where commuter busses, and possibly a light rail system would connect to shuttle busses for localized distribution. Commuters may park their automobiles at the terminal, and catch a shuttle to the downtown core.

G. Other methods suggested to ease the parking problem downtown include construction of a light rail or similar system between the valley and town, supplemented with fast, efficient, localized shuttles; and development of high-density mixed use, but predominantly residential, areas that would provide the opportunity for people to live near their work, shopping and recreation needs, thereby significantly reducing or eliminating the need for a private vehicle altogether.

H. Another suggestion related to parking is to eliminate the parking requirement for certain affordable high-density dwelling units in the downtown core area, such as the small, Single Room Occupancy (SRO) units, other student housing, senior housing and/or seasonal worker housing whose occupants are likely not to own vehicles. This would facilitate the development of affordable housing downtown that, in turn, would create a more dynamic, 24-hour downtown and would free up rental housing elsewhere in the CBJ. This concept may not work for all types of dwelling units developed in the Downtown, such as loft housing, family-size housing or artist housing whose occupants are more likely to own vehicles; those developments may participate in the Downtown Fee-in-Lieu of Parking program established in 2006.

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Available Tools

Although there are many tools available to the CBJ in managing parking demand, they are all components of the larger concept of Travel Demand Management (TDM). This chapter discusses TDM in general first, and then moves on to discussing relevant components of TDM in following sections. Some TDM strategies that have been successful in other communities due to efficiencies of scale do not appear to be appropriate for use in the CBJ due to our small population base and the limited size of most developments within the CBJ. One example of this is a requirement that many communities place on large developments: as a condition of permit approval, large office or other high-traffic developments are often required to keep a professional Travel Demand Manager on staff to coordinate TDM programs at the development. This type of approach could be useful if implemented by the State of Alaska, the U.S. General Services Administration, or the City and Borough of Juneau, but there are no other single employers in the downtown area that are large enough to warrant this approach. The Travel Demand Management section below discusses the breadth of topics that might be addressed by a Travel Demand Manager for any large agency, so that approach is not specifically discussed further in this plan.

Travel Demand Management

Travel Demand Management addresses parking demand by facilitating or even requiring a reduction in the number of trips using private vehicles. The Area-Wide Transportation Plan (AWTP) of 2001 listed six top priority transportation system improvements, the first of which is paraphrased in the 2008 Comprehensive Plan as:

> "Establish and implement Transportation Demand Management Policies throughout the CBJ focusing on reducing single-occupant-vehicle (SOV) trips and promoting alternative modes of travel such as transit, carpooling, car-sharing, bicycling and walking. These policies should also focus on encouraging telecommuting, flexible work schedules, and be presented as regulations, conditions of approval of use permits, and as incentives."[14]

The 2008 Comprehensive Plan lists TDM as Implementing Action 8.1.IA6:

> To reduce the demand for land-consuming parking spaces, reduce use of fossil fuels, and encourage the use of public transit, the CBJ should urge Downtown federal, state, and local government agencies, as well as private-sector employers to participate in a Coordinated Downtown Transportation Management Program managed by CBJ staff or a third party. The program could include, but would not be limited to, the following features:
>
> A. Free or heavily discounted transit passes to area employees;
> B. Improved bus service, including a downtown circulator shuttle;
> C. Completion of a downtown transit center complex;
> D. Organized vanpools and carpools;

[14] Page 108

E. Convenient and free parking for car- and van-pool vehicles, preferential parking for car-sharing, electric, hybrid and other alternate fuel-powered or multiple-user vehicles;

F. Re-instituting metered parking Downtown to discourage long-term on-street parking;

G. Instituting residential parking programs to discourage commuting motorists from long-term on-street parking in residential neighborhoods;

H. Satellite parking within shuttle distance to major destinations in Downtown Juneau.

I. Working with the State of Alaska to allow off-hour parking in State parking facilities and lots to ease evening and week-end event parking congestion;

J. Increasing parking enforcement, as nearly all of these parking-related actions requires enforcement or they will be of minimal utility;

K. Coordinated, perhaps mandatory, staggered or flexible work hours for area employees to avoid peak hour traffic;

L. Provision of safe pedestrian and bicycle routes throughout the Downtown; and,

M. Provision of secure, dry bicycle storage as well as shower and locker facilities for commuting cyclists.

The Downtown Parking Management Plan addresses Implementing Actions 8.1.IA6 E, F, G, and J. Implementing Action 8.1.IA6 C will be completed with the opening of the DTC Transit Center in the fall of 2010. Other efforts to reduce parking demand through TDM fall outside the scope of this parking management plan, including car- and van-pool programs, improvements to the transit system, improvements to pedestrian and bicycle routes, and provision of bicycle facilities. These implementing actions should continue to be pursued by the community in order to build a transportation system that functions smoothly and efficiently for travelers using all modes of transportation.

Multi-Space Parking Meters

Multi-space parking meters have been available for many years, but made their first appearance in Juneau in the summer of 2009 with a single meter installed at the Don Statter Marina in Auke Bay. Multi-space meters look more like ATMs than like the single- and dual-head meters that were removed from Downtown Juneau streets in the early 1980s. These machines accept multiple payment methods, with most models being capable of accepting coins, credit cards, debit cards, smart cards, tokens, and even payment by phone. Some machines also accept cash, but these are less common due to issues with paper jams and increased motivation for theft. There are three varieties of management techniques that multi-space parking meters can be used for: Pay-and-Display; Pay-by-Space; and Pay-by-License Plate. Each technique is discussed below, with pros and cons for each technique's use in Juneau. Most multi-space meters can be reconfigured to manage by Pay-and-Display or Pay-by-Space with a simple change to settings in software that provides for remote management of the meters. Some machines are also capable of managing by Pay-by-License Plate and can be switched to this mode remotely as well, although this type of product is much newer and not as widely available as the other two types of meters.

Pay-and-Display

Pay-and-Display meters are common in many cities across the United States and throughout the world, and are familiar to users who have parked in Vancouver, BC; Seattle, WA; San Francisco, CA, and dozens of other cities. The multi-space meter at the Don Statter Marina in Auke Bay is a Pay-and-Display meter that has been operated in the CBJ since the summer of 2009.

After paying any required fee, the parker places a receipt in the vehicle's window to show enforcement staff when the paid parking period expires. Enforcement officers simply compare the "valid until-" time (labeled "parking expiry time" in the image below) on the receipt to the current time and issue citations accordingly. The ticket shown in the image below is a Pay-and-Display ticket issued by the meter at the Don Statter Marina.

Pros:
Because Pay-and-Display meters are common in many cities, users are likely to be familiar with their use already. The process of paying for parking, receiving a receipt, and displaying the receipt is intuitive and straightforward, and enforcement staff can easily determine if a vehicle has valid authorization to park or not.

Cons:
The parker must find a parking space, then find a meter, pay at the meter, receive their receipt, and then return to their vehicle to place the receipt in the window before they can proceed to their destination. Enforcement staff must move slowly enough that they can read the time on every receipt, and snow or ice buildup on windows will make this process even more tedious. If the parker desires to pay for additional time, they must return to a meter, pay, receive the receipt, and then make their way back to their car to place the receipt in the window.

Pay-by-Space

Pay-by-Space meters are commonly used in off-street parking facilities where each space is numbered.

The parker must remember the space number in which they parked, and this number is entered into the meter. The parker pays any required fee, and a receipt is printed for their records. Enforcement officers review a real-time list of spaces for which payment has been received, and issue citations for vehicles parked in spaces that have not been paid for.

Pros:
The Marine Park/Library garage and the Shopper's Lot use pay-by-space management techniques, so Juneauites are likely to be familiar with this management style. Parking space numbers are typically two, or at most three, digits long, and are therefore theoretically easy to remember while the parker walks from their parking space to the nearest meter. Enforcement is simple, since enforcement officers can review a real-time list of spaces that vehicles are authorized to park in, and violators are easy to spot. Parkers who desire to extend their parking time can pay for additional time at any meter, or by phone if such a system is set up, and do not need to return to their vehicle as long as they remember their space number correctly.

Cons:
On-street parking cannot be managed with pay-by-space technology unless each on-street space is numbered, which requires signs and/or pavement markings. Some jurisdictions use in-ground sensors and video cameras to alert enforcement officers if a given space has been parked in without payment, and what the license plate number of the offending vehicle is; this requires extensive reconstruction of streets to install sensors, as well as requiring cameras and signs at every parking space.

Pay-by-License Plate

Pay-by-License Plate meters are the newest variety of multi-space parking meters, with a growing history of applications in Europe and limited use in North America. Vancouver, BC recently began a pilot project to evaluate the technology, and other cities in the U.S. and Canada have also begun to use this technology as it becomes better known and more readily available.

In Pay-by-License Plate systems, the parker must remember their vehicle's license plate number and enters it into the meter, along with the desired parking duration. After paying any applicable fee, the parker receives a receipt for their records. Enforcement officers enter license plate numbers into their real-time enforcement devices and are informed if that vehicle is authorized to park or if it is in violation.

Pros:
Pay-by-License Plate management allows the jurisdiction control over how long a given vehicle may park in any facility, regardless of whether or not the vehicle is moved within that facility. This feature allows parkers to receive a set amount of free parking in any given 24-hour period, but requires them to pay for any amount of time in excess of that free amount. This will allow the CBJ to provide free parking for some period of time, perhaps one and one-half or two hours each day, but to prevent abuse of that free time by long-term parkers who currently move their cars to avoid tickets in one-hour zones. Furthermore, a parker who has multiple errands to run could register their vehicle with the system just once and then make multiple stops, parking for short periods of time near each destination, until their time limit has been reached. Parkers who desire to extend their parking time can pay at any meter or by phone if such a system is set up, without returning to their vehicle.

Pay-by-License Plate meters have the added benefit of simplifying the issuance of parking permits to a variety of customers. Monthly parking permits for the Marine Park/Library garage are currently printed on colored paper, with permit numbers hand-written on each pass. These permits are individually mailed to or picked up by their recipients, a time-consuming process for staff. Legislative courtesy permits, also printed on paper, are currently distributed through the Manager's Office, again demanding staff time to print and distribute. Using a Pay-by-License Plate system eliminates the need for printing and distributing paper passes, instead requiring that permit purchasers submit the permitted vehicle's license plate number when they purchase their pass. The vehicle's license plate number is entered into the system as paid for a given period of time, either by a CBJ system administrator or by an authorized third party using a software interface to the system.

Cons:
Pay-by-License Plate meters are only manufactured by a few companies, although one company that did not previously offer this management style tested the ability of their Pay-by-Space meters to manage parking by license plate after discussing the needs of the CBJ with project staff, and found that the meters work as desired without any modifications to software or hardware. Be that as it may, these meters are not likely to be familiar to most users, and license plate numbers, at approximately six digits, are longer than space numbers and therefore may be harder for parkers to remember at first.

Residential Parking Zones

The Transpo Study discusses "Restricted Residential Parking Zones (RPZ's)" in general:

> "Restricted or Residential Parking Zones (RPZ's) apply to on-street parking spaces in specified zones. They typically are utilized in neighborhoods where adequate off-street parking is not supplied because
>
> - The homes were built before off-street parking was required or vehicle ownership at the time of home construction was much less than in current society, and
> - There are competing demands for the parking, often from major institutions, sport venues and other surrounding uses.
>
> "Typically, on street parking in an RPZ is limited to short time-period (one to two hours) during specific hours (on weekdays generally or specific dates such as those of major sports events) unless the vehicle displays a special permit. A permit is issued for each vehicle owned by a resident. Often a guest permit is also issued.
>
> "Since the permitting program does impact residents, particularly if they have multiple visitors, a petition must be signed by a major percentage of residents. Some jurisdictions require baseline studies to determine the boundaries of and need for RPZs.

> "Administration of an RPZ program includes issuance and renewal of resident and guest permits, enforcement and punitive steps against violators. Application to multi-unit dwellings and other small businesses in the RPZ must be established.
>
> "It appears that there are portions in the study area in which an RPZ would be appropriate, if desired by the residents…"[15]

The Transpo Study goes on to discuss the ramifications of instituting RPZs in the downtown area and to project how many commuter vehicles would be displaced by an RPZ. However, as was noted in the initial discussion of the Transpo Study in this plan, many of the baseline parking generation numbers used in that study are significantly and obviously flawed—accordingly, the highly suspect projections on impacts of an RPZ that are given in the Transpo Study are not reproduced here. The Parking Use Study discussed in the Existing Conditions & Parking Resources chapter of this plan is designed in part to track the impacts of any RPZ surrounding the downtown core; data collected in this study over the coming years will help track those impacts and provide insight into how they can be modified to better serve the community.

Language enabling the creation of RPZs appears at CBJ 72.18.035 of the attached draft ordinance. Residential Parking Zones are also discussed in the Resident Stakeholder and Recommended Actions sections of this plan.

Preferential Parking

Preferential parking includes any space that is reserved for a particular type of vehicle or designated vehicles. Spaces may be dedicated for use by a particular group of users (carpools or vanpools), or may be designed for particular types of vehicles (motorcycles and electric vehicles). Preferential parking may provide a benefit to parkers who are meeting some public goal or interest in order to encourage that behavior, or it may be required for particular vehicle types to operate (electrical connections for recharging battery-powered vehicles).

Carpools & Vanpools

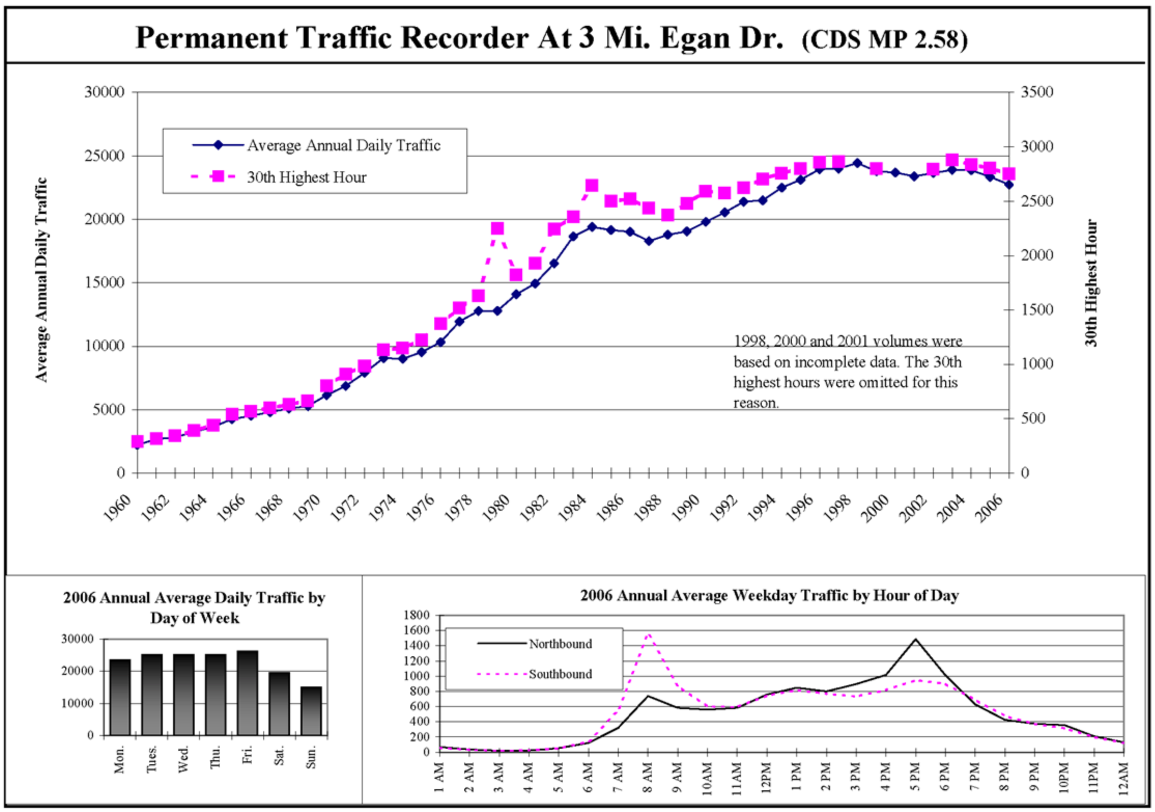
The Transpo Study discusses the provision of preferential parking for High Occupancy Vehicles (HOVs)[16]:

> "Providing special parking accommodations for carpools and vanpools gives users time and convenience advantages, and sometimes financial advantages, as compared to SOV[17] drivers. In large lots, such as those near the State Office Building, some of the spaces closer to the building could be designated for use of carpools and vanpools. Convenient on-street spaces could also be designated for carpool/vanpool parking, but only in places where enough short-term parking is available for commercial patrons.

[15] Pages 14-15
[16] "High Occupancy Vehicles, often called HOVs, are vehicles with more than one occupant." Page 19
[17] Single Occupant Vehicle, referring to vehicles with a driver and no passengers.

"Preferential parking programs do require intense enforcement to reduce abuse. Costs include HOV parking signs and striping, enforcement, program promotion costs, administration of HOV parking passes and registration of participants in the program."[18]

In considering the potential effects of carpooling on parking demand, it is important to start with an understanding of current transportation choices. The State of Alaska Department of Transportation/Public Facilities maintains a traffic recorder at 3-mile Egan Drive; data collected at that recorder from 1960 through 2006 is shown in the graphic below.

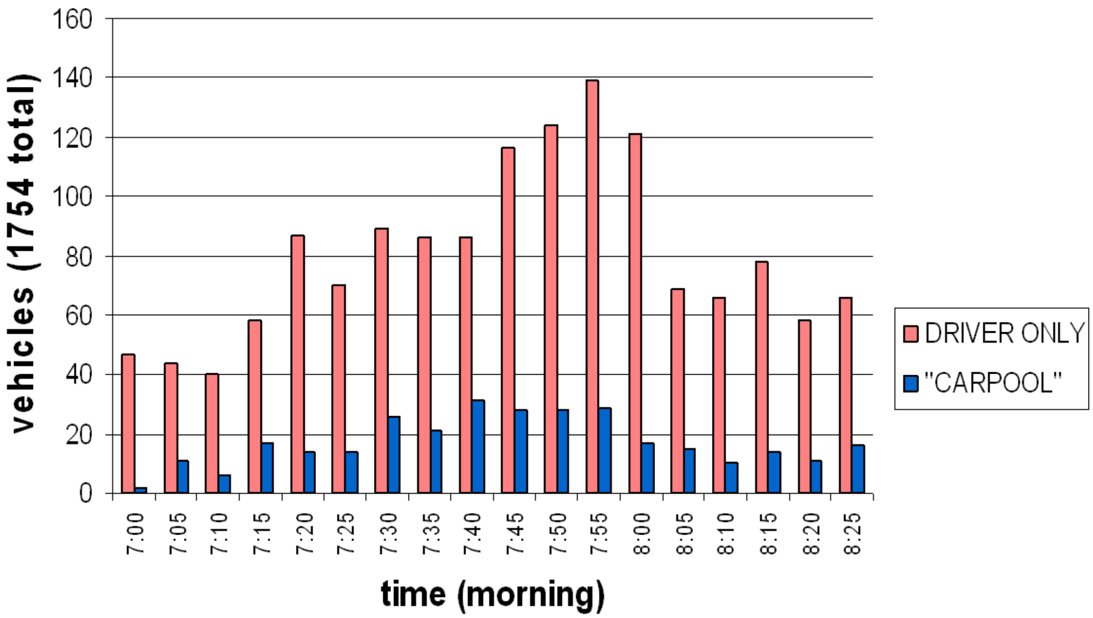


CBJ staff conducted occupant surveys of southbound vehicles during the morning commute on April 3 and 4, 2008 and found that 16-18% of vehicles are HOVs and 82-84% are SOVs.

[18] Page 19

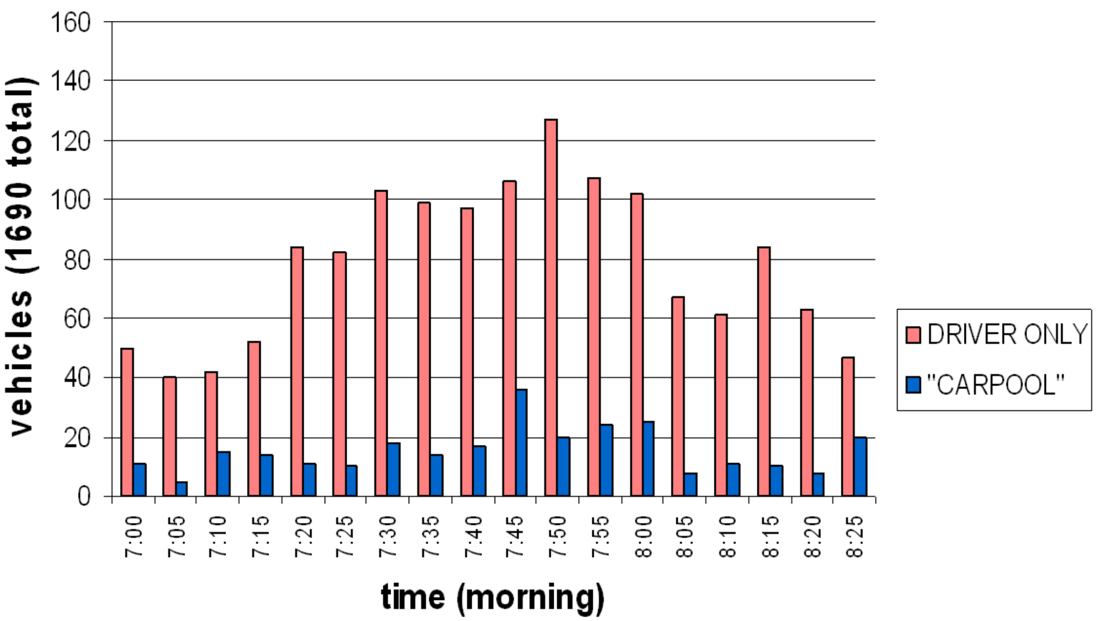
Driver Only vs Carpool, Juneau, Alaska, April 3, 2008

18% of vehicles have a driver and at least one passenger
(counts taken at JDHS walkway overpass, southbound traffic)



Driver Only vs Carpool, Juneau, Alaska, April 4, 2008

16% of vehicles have a driver and at least one passenger
(counts taken at JDHS walkway overpass, southbound traffic)



Based on this data, it is simple to calculate the impacts of increased carpooling on parking demand: as fewer SOVs are used and more commuters use HOVs, each SOV that is taken off the road reduces the parking demand by one vehicle space. HOVs that are occupied by multiple passengers take multiple SOVs off of the road and eliminate the need for that number of parking spaces. For purposes of the calculations in parking demand reduction given here, however, it is assumed that HOVs will have one driver and one passenger.

With 18% of vehicles operating as HOVs during the morning commute currently, an increase to just one in every five SOVs becoming HOVs (20% total, or a 2% increase) reduces parking demand by 34 parking spaces. At 25% HOV use, parking demand is reduced by 103 spaces; at 33%, demand drops by 203 spaces. If one in two commuting vehicles were HOVs (50% HOV use), with just one passenger in addition to the driver, 378 fewer parking spaces would be needed in downtown than are currently required. Clearly, encouraging commuters to share rides in HOVs rather than driving alone in SOVs has great potential to reduce parking demand in Downtown Juneau.

Motorcycles & Scooters

Although motorcycles, scooters, mopeds, and various other vehicle types differ widely in design, purpose, and even fuel type, they are all two- or three-wheeled (trike) vehicles that are significantly smaller than typical cars, and they are generally much more fuel efficient than cars or trucks. All of these vehicle types are discussed in this section as "motorcycles."

Members of the public contacted CDD staff during the planning process to request dedicated motorcycle spaces be provided in various locations in Downtown Juneau. Comments stated that although two to three motorcycles can often park in the space that a single car would occupy, it is still difficult to find motorcycle parking downtown. Steep streets are not appropriate for motorcycle parking, and even if a large space is left between two parked cars, motorcycles parked mid-block between other vehicles are likely to be hit by cars entering or exiting a parking space. The degree of need for motorcycle parking should be evaluated, and dedicated spaces should be provided as needed; one member of the public suggested that a few spaces could be dedicated motorcycle parking between May 1 and October 31.

Motorcycle spaces can be provided both in areas where automobile parking is not practical due to turning movements or the size of the available space and in standard parking spaces that have been striped and signed for use by two or more motorcycles, but should be as flat as possible. If preferential parking with electrical connections is provided for electrically-powered vehicles (see below), motorcycle spaces with access to charging equipment should also be provided.

If multi-space parking meters are used to manage on-street parking, and where fees are charged for off-street parking, managers should consider charging a lower rate for motorcycle or scooter parking spaces than for standard automobile spaces, since they take up a fraction of the land area that a standard vehicle occupies.

Electric Vehicles

In recent years, advances in technology have made electrically-powered vehicles much more powerful, reliable, and common. Although the CBJ's electrical generation system currently produces a surplus of energy that can be sold to cruise ships and the Greenscreek Mine, Alaska Electric Light & Power (AEL&P) representatives cautioned CBJ staff against putting too much reliance on electric vehicles during the drafting of the 2008 Comprehensive Plan. In order to avoid over-loading the electrical system with electrically-powered vehicles, the CBJ adopted very clear language in the Comp Plan that addresses this potential to over-load the system:

> 6.11.IA4 Provide metered electric energy sources at public parking lots and garages to re-charge public and private electric automobiles, and provide preferential parking spaces for those vehicles. The metered electrical sources should have the functionality of being turned off automatically or manually by AEL&P and/or CBJ staff during periods of peak loading of the electrical system or emergency situations.

The DTC is designed to accommodate electrical sources for charging vehicles, but the metered electrical connections will not be in place at the time that it opens for use by the public. CBJ staff should monitor public demand for this type of facility, and the CBJ should install this equipment when demand rises to a level that could support it. It should be noted, however, that electrically-powered vehicles will not become a truly viable transportation option until charging stations are available at a variety of locations, and that the installation of such equipment at public facilities will encourage increased use of such vehicles.

Some communities are beginning to incorporate incentives for drivers to use electric vehicles in their parking fee schedules. Electrically-powered vehicles tend to be smaller than gasoline- or diesel-powered vehicles, or even hybrid-powered vehicles, so there is an easy justification for charging a lower rate for these vehicles than for larger vehicles. In recognition of their smaller size and the public benefits of encouraging the use of electrically-powered vehicles, management should consider charging lower rates for electrically-powered vehicles than for fossil-fuel-powered vehicles if they can be registered as such with a multi-space parking meter system, or if they are parked in designated spaces.

Parking Management Scenarios

After a series of scoping meetings with the public and CBJ Department and State Agency stakeholder meetings, Community Development Department staff developed a variety of scenarios for coordinated Downtown Parking Management. These scenarios outline various costs of implementation and operation of parking management systems, and describe the potential pros and cons for each scenario. Scenarios range from “no action,” where no change to on-street parking management is proposed and both the Downtown Transportation Center (DTC) parking garage and Marine Park/Library parking garage are managed similarly to how the Marine Park/Library garage is currently managed, to graduated fees for on- and off-street parking in the downtown core.

The Downtown Parking Management Working Group (Working Group), composed of representatives of the CBJ Lands & Resources Office, Engineering Dept., Public Works Dept., Docks & Harbors, Parks & Recreation Dept., Juneau Police Dept. (JPD), the Downtown Business Association (DBA), the Alaska Mental Health Lands Trust Office (MHLTO), the State of Alaska Department of Administration, and the Legislative Affairs Agency (LAA) discussed management scenarios and it was with their input that the scenarios below were shaped.

Developing the Parking Management scenarios is a crucial step in the planning process, but is complicated by its budget ramifications and its timing, as CBJ Departments are currently engaged in developing budgets for FY11. Although some scenarios are likely to increase revenues overall, all scenarios will require expenses for operations and maintenance, including enforcement; some scenarios will also require capital investments in infrastructure that must be included in budget proposals. The Assembly Public Works & Facilities Committee suggested during its December 28, 2009 meeting that all budget ramifications of all scenarios could be handled outside of departmental budgets and should be considered instead as the results of an as-yet un-adopted CBJ policy—thus, separating the budget ramifications of this project from the business-as-usual budgets of each department that could be impacted by the outcome of this project. The FY2011-2016 CIP includes $200,000/year for parking management.

In order to develop a full suite of parking management scenarios, CDD staff contacted APARC Systems (Automated Parking and Revenue Control Systems), who provided the single pay-and-display meter installed at the Don Statter marina in Auke Bay in 2009, to submit data on projected revenues and expenditures related to installing pay-and-display meters throughout the downtown area. After reviewing product specifications and the experiences of other communities, the Working Group determined that multi-space meters capable of tracking payments by license plate or by parking space were the best tool for managing the CBJ’s existing off-street facilities at the Marine Park/Library parking garage, the DTC garage, the Shopper’s Lot, and the Second and Franklin St. Lot. The City Manager subsequently directed staff to obtain multi-space meters for use in managing these facilities; this purchase was in process at the time this plan was drafted.

The Planning Commission, Working Group, and the Assembly meeting as the Committee of the Whole in a special joint session with the Planning Commission on April 12, 2010 have all endorsed what is termed the "Variable Fee Scenario," so that scenario is expanded in this plan, and the discussion of this option is deeper than the discussion of other scenarios for that reason.

Under any of the scenarios described below, the CBJ will need to work with the State of Alaska Department of Administration, the Legislative Affairs Agency, and the Alaska Mental Health Lands Trust Office to ensure coordination of management between City and State parking resources. Revising the management of the Second and Franklin St. parking lot, which is vastly under-utilized currently, is a top priority, and discussions on how the better serve the needs of the community with this resource are underway and are discussed further in the State Government Stakeholder group section of this plan.

The scenarios listed below are evaluated for their ability to support policies I-III, listed in the Planning Process chapter of this plan.

No Action Scenario

$0.50/hour, 4 hour maximum in both the Marine Park/Library Parking Garage and the Downtown Transportation Center Parking Garage;
Free, 1 hour maximum on street (standard in Downtown core area);
7,529 on-street parking citations issued by JPD (2009) for $189,800 in fines;
563 off-street parking citations issued by JPD (average of 2007-2009; 1,688 total) for $35,803 in fines;
420 citations issued by contractor (Marine Park/Library Parking Garage, 2009 Projected) for $10,500 in fines;
Fees for off-street parking in CBJ facilities $169,500 annually.

Totals:
$236,103 collected in fines annually;
$169,500 collected in fees annually;
$247,000 spent on Operations, Maintenance, and Enforcement* annually.

*This amount does not include Juneau Police Department or Docks & Harbors enforcement. As this is the no-action alternative, budgets of these departments are not projected to change based on this scenario. The Parks & Recreation Department, which is expected to manage the Downtown Transportation Center, will require additional enforcement staff in order to manage that facility even in the no action alternative.

Continuing to limit pay-by-space time in both parking garages to a maximum of four hours effectively eliminates the demand for these spaces by full-time employees whose cars are parked for 8.5 hours a day or longer. These parkers will continue to either park for free at remote lots or will park on-street and attempt to move their cars every hour to avoid tickets. Utilization of the new Downtown Transportation Center Parking Garage can be expected to be higher than that of the Marine Park/Library Parking Garage during the spring, summer, and fall due to its closer proximity to year-round and legislative-session-related offices/businesses. Utilization of the Marine Park/Library Parking Garage would likely remain the same during summer months, when it is closer to the seasonal demand created by tourism-oriented businesses.

This scenario does not promote policy I, as it does not promote any change in parking behavior.

This scenario does not promote policy II, as by providing additional supply but by ignoring demand induced by that increased supply it actually promotes dependence on single-occupant vehicles for trips of all types.

This scenario does not promote policy III, as the current management system is confusing to users in several key areas:

- Management of the Second & Franklin St. lot varies seasonally, and the sign describing the lots' management is difficult to read.
- Management of some on-street parking spaces changes by time of day or day of week.
- Management of the Marine Park/Library parking garage and the Steamship dock deckover changes by season.

Staff recommends that the No Action scenario not be followed. The historical record of downtown Juneau's effort to address its "parking problem" dates back to the 1960's, and every study or plan conducted by the CBJ or its contractors has called for changes to the existing parking management style. Public and stakeholder input during the scoping for this planning effort was also unanimous in calling for change.

Flat Fee Scenario

$1.00/hour, time limits TBD, in all on- and off-street spaces managed by the CBJ (736 spaces);
No change to fine schedule or enforcement scope. This scenario does assume that management of the Second and Franklin Lot is modified to allow public use year-round, whereas it is currently only available to legislators during the session.

At year-round occupancies:
80% occupancy earns $2,079,168 in fees annually;
70% occupancy earns $1,819,272 in fees annually;
60% occupancy earns $1,559,376 in fees annually.

Seasonal changes to occupancy will affect fee collection, but these changes can be estimated:
100% occupancy of the Downtown Transportation Center year-round earns $739,440 in fees annually;

100% occupancy of the Marine Park/Library Parking Garage in the summer months (five months) and 50% occupancy in the remaining months earn $390,000 in the summer and $468,000 in the shoulder seasons and winter for an annual total of $858,000 in fees collected.

Seasonal demand for on-street parking is difficult to estimate, as demand fluctuates by time of day, day of week, and week of year. If, however, a flat occupancy rate is used to project fee collection over the course of a calendar year, the 243 on-street parking spaces in the Downtown Core would earn:

80% occupancy earns $606,528 in fees annually;
70% occupancy earns $530,712 in fees annually;
60% occupancy earns $454,896 in fees annually.

Total fees projected under these occupancies:
$2,052,336 to $2,203,968 annually

With the exception of enforcement within the new Downtown Transportation Center, which will be required as a new cost under any scenario, this scenario would not require any change to current enforcement staffing levels.

A flat fee scenario is simple and straightforward, and may be received better by the public simply because of its transparency. More convenient or preferred parking spaces will fill first, but a parker will pay the same rate regardless of where they find a parking space. A flat fee scenario fails, however, to respond to the market, and prime on-street spaces will often be full while less-convenient parking spaces remain empty, with drivers continuously cruising to find a more convenient space, thus adding to congestion and impacting air quality.

This scenario does not promote policy I, as there is no differentiation between short- and long-term parking fees; additionally, with flat fees throughout the management area, there is no economic impetus for longer-term parkers to park off-street. Placing hourly limits on use of spaces in particular locations would help promote policy I.

This scenario promotes policy II, as the end of free parking provides an economic impetus for commuters, residents, and visitors to re-evaluate their transportation choices. Instead of providing public property for the free use of those who drive, charging for parking on public property not only covers operations, maintenance, and enforcement costs, but can also return economic benefits to the area in which the fees are collected. Parking fee revenues can be used to pay for shuttle services and improvements to the streetscape (repairs, cleaning, street furniture, wayfinding signs, etc.) that make the area more pedestrian- and bicycle-friendly, encouraging the use of alternative modes of transportation.

This scenario promotes policy III, as the same hourly rate would apply to all CBJ-managed parking spaces in the downtown area. Hourly limits could vary by location, which would complicate the management scenario in the eyes of the public.

Staff recommends that the Flat Fee scenario not be followed. Although a flat fee for any parking space is easy to understand, it fails to provide either a carrot or a stick to modify the behavior of long-term parkers who shuffle their car from space to space day in and day out.

Variable Fee Scenario

Free to $2.00/hour, time limits TBD, in all on- and off-street spaces managed by the CBJ (833 spaces);
No change to fine schedule or enforcement scope. This scenario does assume that management of the Second and Franklin Lot is modified to allow public use year-round, whereas it is currently only available to legislators during the session.

Under this scenario, fees and time limits would be set to reflect market demand, with an "ideal" occupancy rate (widely accepted as 80-85% internationally) set as a goal. If demand were too high in one area and too low in another, rates would be decreased in the low-demand area and/or increased in the high-demand area. Revenue implications of this scenario are difficult to estimate, as management would be fairly fluid, likely with changes in rates or time limits to meet occupancy targets occurring several times a year in each of the first few years of scenario operation. Nevertheless, fee revenue ranges can be estimated based on a few assumptions:

Parking facilities of all types (on- and off-street, surface and structured facilities) are utilized at 80% occupancy during enforced hours, with the following numbers of spaces occupied:

Marine Park/Library Parking Garage: 240 spaces
Downtown Transportation Center (Under Construction): 190 spaces
On-street (Downtown Core—Fourth Street south to the Intermediate Vessel Float, Main Street to Franklin Street): 194 spaces
Second and Franklin Lot: 19 spaces
Columbia Lot: 10 spaces
People's Wharf Lot: 14 spaces

Due to proximity to destinations and historical use patterns, parkers are expected to view these facilities as having varying degrees of convenience, with demand for the facilities being strongest on-street and weakest in the Marine Park/Library parking garage. Demand for spaces in the Downtown Transportation Center and at the Second and Franklin Lot is expected to fall between these two extremes. Under this scenario, the rates for use of these facilities are assigned on a market-driven basis, with the facilities with the lowest demand listed first and the facilities with the highest demand listed last. The rates listed below would almost certainly require revision in order to meet the goal of

80% occupancy of all types of spaces in all parts of the downtown core, but provide a starting place for public consideration.

Marine Park/Library parking garage:
Free for first 2 hours
$0.50/hour for each additional hour—Eliminate the four-hour limit at CBJ 72.14
Winter - $30/month pass
Summer - $60/month pass

Second and Franklin Lot:
Free for first 2 hours
$1.00/hour for each additional hour—Eliminate the four-hour limit at CBJ 72.14
*Public use of this lot during the legislative session will require amending the CBJ/LAA agreement for the use of this lot by Legislators. LAA staff has indicated interest in relocating these legislative spaces to the Downtown Transportation Center, and discussions between CBJ and LAA staff continue on this matter.

Downtown Transportation Center:
Free for first 2 hours
$0.50/hour for next two hours
$1.00/hour each additional hour—Eliminate the four-hour limit at CBJ 72.14
$60/month pass
Legislative parking relocated from the Second and Franklin Lot.

On-street:
Free for first 2 hours in a 24-hour period, by vehicle license plate number
$2.00/hour for each additional hour—Establish a time limit for on-street parking

Given that the proportion of short-term parking to long-term parking demand is not quantified in the downtown area, it is impossible for staff to forecast possible revenue amounts resulting from this scenario. However, given the data in the Flat Fee Scenario, it is clear that instituting fees for use of public parking facilities could result in more than $1 million, and possibly more than $2 million, in revenue annually.

This scenario promotes policy I by differentiating, both in terms of location and price, between spaces intended for short-term use and those intended for long-term use.

This scenario promotes policy II, as the end of long-term free parking provides an economic impetus for commuters, residents, and visitors to re-evaluate their transportation choices. Instead of providing public property for the free use of those who drive, charging for parking on public property not only covers operations, maintenance, and enforcement costs, but can also return economic benefits to the area in which the fees are collected. Parking fee revenues can be used to pay for shuttle services and improvements to the streetscape (repairs, cleaning, street furniture, wayfinding signs, etc.) that make the area more pedestrian- and bicycle-friendly, encouraging the use of alternative modes of transportation.

This scenario would require a public education/information dissemination component in order to support policy III. Varying hourly limits and fees would complicate the management scenario in the eyes of the public, but various schemes could be implemented to ease this transition and to allow time for the public to adapt to the new management style. These schemes could include:

- Electronic readerboards, RSS feed, and/or web site updates listing available parking by area or facility. Modern multi-space meters are capable of reporting current occupancy to a central server, and this data can be provided to the public in a variety of media.
- Grace period in which citations are issued but fines are not assessed; citations are issued with a pamphlet describing changes to parking management.
- "Get out of jail free card." Multi-space pay-by-license meters issue meter receipts to a particular license plate. Each license plate could be given a number of "get out of jail free" cards in the system, allowing enforcement staff to issue a warning for a given vehicle on its first few violations and to issue citations for that vehicle after the prescribed number of warnings had been issued.

The Planning Commission endorsed the Variable Fee Scenario at their January 26, 2010 meeting; the Assembly, meeting as the Committee of the Whole in a special joint session with the Planning Commission, endorsed further staff work on developing the Variable Fee Scenario on April 12, 2010.

2 Free Scenario

$1.00/hour, no maximum time in both the Marine Park/Library Parking Garage and the Downtown Transportation Center Parking Garage;
Free, 2 hour maximum on street;
3,765 on-street parking citations issued by JPD for $94,900 in fines;[19]
563 off-street parking citations issued by JPD (average of 2007-2009; 1,688 total) for $35,803 in fines;[20]
420 citations issued by contractor (Marine Park/Library Parking Garage, 2009 Projected[21]) for $10,500 in fines;
332 citations issued by contractor (Downtown Transportation Center[22]) for $8,300 in fines;

Totals:
$149,503 collected in fines annually;
$247,000 spent on Operations, Maintenance, and Enforcement* annually.

[19]One-half the number issued and fine amount in 1-hour zones in 2009, based on the assumption that doubling the time limit would cut the number of violations in half.
[20] No change from existing conditions
[21] 1.4 citations per space in the garage annually
[22] Based on historical record of 1.4 citations per space at the Marine Park/Library parking garage (ibid)

*This amount does not include Juneau Police Department or Docks & Harbors enforcement. Budgets of these departments are not projected to change based on this scenario. The Parks & Recreation Department, which is expected to manage the Downtown Transportation Center, will require additional enforcement staff in order to manage that facility under any management scenario.

A widely acknowledged component of the downtown Juneau "parking problem" is the worker who moves their car every hour to avoid receiving a ticket. Day after day, these commuters have the same legal right to convenient on-street parking spaces as do short-term visitors to downtown, but the constant presence of worker's automobiles on the street make it difficult, and at times impossible, for customers to reach their destinations. These workers leave their desks, counters, or other work stations every hour to move their vehicles—seven moves in an eight-hour work day with no lunch break. There can be little doubt that if these workers were presented with the gift of free on-street parking for two hours, they would leap at the chance to only move their cars four times each day, and customers to downtown businesses would experience even greater difficulty in finding a convenient parking space than they do now.

This scenario does not promote policy I, as there is minimal differentiation between short- and long-term parking fees, since long-term parkers can move their cars only four times each work day to avoid tickets.

This scenario does not promote policy II, as there is minimal differentiation between short- and long-term parking fees, the most convenient spaces (on-street) are still free, and the least convenient (off-street structures) charge only token fees.[23] Little to any change in parking behavior or transportation mode split could be expected to result from enacting this scenario.

This scenario promotes policy III, as the same hourly rate would apply to all CBJ-managed structured parking spaces in the downtown area, and all on-street parking would be free for two hours.

Staff recommends that the 2 Free scenario not be followed. Although the fee structure for any given parking space is easy to understand, this scenario fails to provide either a carrot or a stick to modify the behavior of long-term parkers who shuffle their car from space to space day in and day out. Additionally, it will exacerbate the problem of long-term parkers shuffling their cars from space to space on the street every work day, as these workers will only have to move their cars four times each day instead of the current eight times.

Free Parking, O&M by BID Scenario

This scenario eliminates all fees for parking in CBJ-managed facilities, and pays for operations & maintenance costs through a Business Improvement District (BID). In this

[23] By way of reference, San Francisco, CA recently authorized parking fees as high as $18/hour in some areas.

scenario, a majority of property owners within the management area would vote to create a BID (similar to a Local Improvement District (LID), commonly used to pay for street and utility upgrades), and all property owners within that area would be required to pay a special assessment on an annual basis. The funds collected through this BID would finance the operations and maintenance of CBJ-managed parking facilities. Additional parking supply could be developed with these funds as well, if the BID collected adequate funds for new capital projects.

The Downtown Business Association, which represents many of the businesses in the downtown core, has stated its opposition to this management scenario on several occasions. Given that the majority of business owners in this area would need to agree to create a BID, it is unlikely that this management scenario could be implemented.

This scenario does not promote policy I, as it does not promote any change in parking behavior.

This scenario does not promote policy II, as there are no fees to differentiate between short- and long-term parking spaces. No change in parking behavior or transportation mode split could be expected to result from enacting this scenario, although the lack of disincentive to drive private automobiles could actually induce increased demand.

This scenario promotes policy III, as all CBJ-managed parking would be free. Time limits on certain spaces would reduce the public’s understanding of the management style, but as these limits already exist, this is a minor inconvenience to parkers.

Staff recommends that the Free Parking, O&M by BID scenario not be followed. This scenario is not supported by the very stakeholder group whose buy-in would be absolutely critical to its implementation, and staff does not believe that pursuing this scenario would be a constructive exercise.

Scenario Comparison Matrix

Scenario	Projected Revenue	Projected Expense*	Projected Earnings	Goal I	Goal II	Goal III	Recommended
No Action	$405,603	$247,000	$158,603	No	No	No	No
Flat Fee	$2,052,336	$247,000	$1,805,336	No	No	Yes	No
Variable Fee	N/A**	$247,000	N/A**	Yes	Yes	Maybe	Yes
2 Free	$149,503	$247,000	-$97,497	No	No	Yes	No
Free	$236,103	$247,000	-$10,897	No	No	Yes	No

* The Projected Expense amount does not include Docks & Harbors or Juneau Police Dept. enforcement, nor does it include the Operations & Maintenance or enforcement at the Downtown Transportation Center. These expenses are additional for all scenarios. Time limits shorter than 1 hour will also increase this amount under any scenario. Capital costs for multi-space parking meters are not included in this amount, as the cost-per-meter decreases when more meters are purchased, and the financing options available change between meter companies. Outright purchase costs range from ~$8000/meter to ~$14000/meter, with some companies offering five-year leases and other companies offering bi-annual payment plans. Phase 1 implementation is expected to require 24 multi-space meters.

** This scenario will earn revenue, but as it is a goal-oriented scenario with rates differing by geographic area and actual demand for that area, it is impossible to project revenue amounts with any accuracy. Revenues between those of the Flat Fee and No Action scenarios can be expected.

Stakeholder Groups

Stakeholder groups are political, economic, social, or other special-interest groups that have a direct interest in the outcome of this planning project. Although all residents of and visitors to the CBJ have a stake in this planning project, their needs are considered as the needs of parkers, not as residents of areas other than downtown. Accordingly, these interests are represented by the Commuter (worker), Business (shopper), or Visitor (tourist, recreator) special interests.

Businesses

Businesses constitute a large group of stakeholders with many disparate, and sometimes competing, interests in parking management. Restaurants depend on one- to two-hour visits, while coffee shop customers may only need 5-10 minutes of parking to conduct their business. Retail sales and professional offices generally depend on customers staying for an intermediate period of time, and customers who have several errands to run in the downtown area could need several hours to conduct their business. Nearly all businesses require deliveries of some sort, from occasional USPS, UPS or FedEx visits to daily deliveries by truck or van. This wide variety of interests demands a wide variety of solutions, including validation/tokens, a range of parking time limits, and volunteer/non-profit passes.

Validation/Tokens

Although the cost of parking at most businesses outside of the downtown area is passed on to the customer in the cost of goods and services, the cost of parking in downtown is, in many cases, not borne by the business. Customers who drive must park, and when customers must pay to park an economic, if not psychological, barrier to doing business in that area is created. This barrier can be reduced if tokens or validation are provided by businesses in the parking management area. In an example of this program, the CBJ could provide a number of tokens to each business in the parking management area. The number of tokens could be based on sales tax receipts, square footage, the parking requirement for that business type listed at CBJ §49.40.210(a), or some other measure. Each business could then distribute these tokens to customers according to its own practice: a restaurant might provide one token with every entrée, a shoe store one token with every pair of shoes, and a bookstore one token for every $20 spent. Although a program such as this would reduce the revenues realized by the CBJ from the parking management program, any effect of the management program in directing long-term parkers to long-term spaces in order to free up short-term spaces for short-term parkers would be retained. Additionally, such a program could help earn the support of the business community and the parking public for the introduction of paid on-street parking.

Loading Zones & Short-Term (15-30 minute) Parking

Although there are many businesses in Downtown Juneau whose customers require more than one hour to complete their business, there are also many businesses that depend on short in-and-out customer trips. In stakeholder group meetings and in informal discussions with residents and business owners, staff was told repeatedly that there should be more short-term (15-30 minute) loading zones throughout downtown. §72.01.130 authorizes the City Manager to establish "bus stops, taxicab stands, freight loading zones, passenger loading zones, and parking restricted to certain types of vehicles in such number, places, dates and times" as appropriate.

Currently, loading zones are created where the public requests them, if there is reasonable evidence that such a zone is needed in the requested vicinity. Requests are generally made to the Manager's Office, the Assembly, or to the Streets Division directly. Although several members of the public requested that additional 15-minute parking zones be created in downtown during this planning process, preliminary data collected in the Parking Use Survey does not show an under-abundance of 15-30 minute parking areas, as these zones are often under-utilized on the South Franklin St. survey block. This is, however, preliminary data and the question of loading zone allocation should be revisited after additional data has been collected.

Loading zones are also discussed in the Existing Conditions & Parking Resources and the Recommended Actions chapters of this plan.

Non-Profit Volunteer Tokens & Passes

Staff received comments from several non-profit groups that charging for on-street parking would negatively affect their ability to use volunteers to conduct business, since volunteers would be priced out of volunteerism by parking fees. This issue could be addressed, at least in part, by providing tokens for use in multi-space meters to registered non-profit organizations who request them. The number of tokens distributed to non-profit organizations would have to be carefully managed, but this would be a relatively simple way to ensure that volunteers are able to park for longer periods of time while providing services to community organizations without incurring fees or fines.

A non-profit volunteer parking pass could serve the same purpose, although the enforcement officer would need to look for a displayed permit in addition to regulating by license plate, which would add complexity to enforcement activities.

Government

City

The majority of public parking spaces in the downtown area are managed by the City and Borough, under the auspices of many different departments and agencies. Each of these agencies has a unique perspective on parking management due to its authority and mission. The existing role of each agency is discussed in the City Agencies section of the Existing Conditions & Parking Resources chapter of this plan; how the culture of each agency would affect its role if it were given a coordination role in parking management is discussed in the Recommended Actions chapter. This section of the plan describes the role each agency has played in the development of this plan.

Community Development Department – The CDD conducted the planning process and drafted this plan. Public meetings, stakeholder meetings, Parking Management Working

Group meetings, data collection, and the project web site are organized and managed by the CDD.

Docks & Harbors – Docks and Harbors staff have been involved in the planning process, but under the provisions of CBJ 85.10.050(k), parking areas may be managed by the Docks & Harbors Board irrespective of the provisions of CBJ 72.14. Accordingly, their participation has been primarily at the level of providing information and discussing their use of a multi-space meter at the Don Statter Marina. The Docks & Harbors Board has expressed interest in developing a Memorandum of Agreement (MOA) to ensure that Docks & Harbors parking facilities are managed in coordination with any other CBJ-managed parking in the vicinity while retaining ultimate control over management of parking at their facilities.

A sample MOA is provided in Appendix B; finalizing a MOA between the Docks & Harbors Board and the parking management authority should be a high priority for completion following adoption of this plan.

Engineering Department – The Engineering Department's role in parking management is limited to the procurement and installation of equipment and related modifications to infrastructure. The Project Manager of the DTC construction and Main Street reconstruction projects, as well as the Director of the Engineering Department, have both been intimately involved in the planning process.

Juneau Police Department – The Chief of Police and his delegates have been involved in discussing current enforcement methods and in ensuring that any proposed changes to management can be addressed with adequate enforcement. Community Service Officers have been brought into the discussion directly by project staff when questions of how particular portions of the parking code are applied or interpreted. JPD's information systems manager has also been involved in the planning process to ensure that any multi-space parking meters are capable of interfacing with JPD's existing enforcement software and the hand-held enforcement devices that JPD has already purchased.

Lands & Resources Office – The Lands and Resources Manager has participated in the planning process and has assisted with discussions with the State of Alaska regarding management of their parking facilities, both on and off CBJ property.

Parks & Recreation Department – Parks and Recreation staff visited the headquarters of one multi-space parking meter vendor in Vancouver, B.C. to meet with their staff and to be introduced to their products. Discussion of rates for off-street facilities managed by Parks & Rec., as well as applicability of special parking permits such as those for Legislators and jurors, has been ongoing throughout the planning process. The Facilities Maintenance Supervisor has also been involved in the planning process to ensure that any new facilities or equipment can be maintained economically.

Public Works Department – The Public Works Department has had a limited role in developing this plan, as their primary concern is in regard to snow removal and the potential for conflicts with street fixtures such as multi-space meters. The Director of Public Works has been kept informed of the planning process throughout its development, but has not needed to take an active role in plan development.

Treasury Department – The Treasury Department's Investment Officer has been involved in the planning process to ensure that any cash collection and accounting needs can be met by the Treasury Dept.

State

As the Alaska State Capital, Juneau is home to many state offices, with both Headquarters and Regional offices located in most of the geographic areas in the CBJ. Downtown Juneau is also the location of the State Office Building, the Alaska Office Building, the Capitol building, and many satellite facilities that support the Capitol, including the Terry Miller and Thomas B. Stewart Legislative Office Buildings. Although off-street parking is provided for State employees, this reserved parking is not always convenient to offices, and is available on a first-come first-served basis for most commuting State employees. Some spaces are reserved; usually 24-hours a day, for use by specific employees, but these are the exception and not the norm. This stakeholder group comprises the single largest group of parkers in the downtown area and currently (prior to the opening of the DTC) manages more off-street parking in the downtown area than any other single entity.

State of Alaska—Department of Administration
The State Leasing and Facilities Manager at the Department of Administration has participated in the planning process and has assisted with coordination between State- and CBJ-managed parking facilities.

Alaska State Legislature—Legislative Affairs Agency
The Executive Director of the Legislative Affairs Agency has met with CBJ staff on several occasions to discuss coordinated management of Legislative and public parking. Concerns raised by other stakeholder groups that relate to Legislative and Legislative-business parking, discussed below under the Visitors stakeholder group, have been reviewed with LAA staff to ensure that proposed solutions are both tenable and adequate from that agency's perspective.

Mental Health Land Trust—Mental Health Land Trust Office
Staff in both the Juneau and Anchorage offices of the MHLTO have participated in the planning process, and the MHLTO may initiate the use of multi-space parking meters at the public Sub-Port Lot in coordination with their installation in the downtown core.

Federal

Although anecdotal evidence suggests the Federal Building generates a parking demand in excess of the amount of parking provided for its employees, the federal government is exempt from local zoning control, including minimum parking requirements.

Accordingly, the CBJ cannot affect any change on how much parking is provided for employees of this facility, or how that parking is managed. For these reasons, the federal government was not considered a stakeholder in development of this parking management plan.

The imbalance between the amount of parking supplied for the Federal Building and the parking demand it generates causes spillover effects into the Casey-Shattuck neighborhood (aka “the flats”). This neighborhood appears to be a perfect candidate for one or more Residential Parking Zones given the impacts of the Federal Building on on-street parking resources in the area.

Residents

Any introduction of fees for on-street parking in the downtown area is expected to create “spillover effects,” wherein parkers choose to park outside the boundary of the on-street parking fee area in order to avoid paying required fees. Gastineau Avenue, Chicken Ridge, and Starr Hill are all residential areas with on-street parking that are close enough to the downtown core that they could experience these spillover effects. Initiating fees for on-street parking in the downtown core will need to be accompanied by the introduction of one or more mechanisms to mitigate these effects. These mechanisms could include:

- Residential Parking Zones (RPZs). RPZs are designated in residential areas affected by spillover from neighboring commercial, office, and other destination areas. Each RPZ is tailored for the needs of the area it serves, but generally one or more parking permits are issued for each residential address within the RPZ boundary. These permits exempt the holder from hourly parking restrictions and fees within the RPZ. Once an ordinance enabling the creation of RPZs is adopted, other neighborhoods in the vicinity of the Federal Building and Juneau-Douglas High School can also be expected to petition for their own RPZs. Language enabling the creation of RPZs appears at CBJ 72.18.035 of the attached draft ordinance.
- Expanded metering of on-street parking spaces. One way to prevent spillover is to simply include any potential spillover effect areas in the area where fees are assessed for on-street parking. Rates can be lower in these areas around the downtown core, since demand for parking related to downtown-core destination trips will be lower in surrounding areas. This mechanism would need to be combined with RPZs in order to ensure that residents are able to utilize parking resources reasonably close to their homes. Enforcing a larger area of time-limited parking, with or without metered on-street parking, will require additional enforcement resources than are currently available.

Visitors

According to the Juneau Economic Development Council’s 2009 Legislative Session Visitor Satisfaction Survey[24], parking has the lowest satisfaction rating of any attribute

[24] http://jedc.org/forms/2009LegislativeSessionVisitorsSurvey.pdf

for visitors to Juneau.[25] Not only does parking score at the bottom of the list of positive attributes for Juneau, it is overwhelmingly the least-favorite element of the majority of visitor's trips, with 51% of all surveyed business travelers being either "dissatisfied" (25%) or "very dissatisfied" (26%).[26] The analysis of this issue is given as follows in the report:

> "The major finding of this study is the magnitude to which those who travel to Juneau for work are frustrated by local parking problems. Among the 13 categories visitors were asked to rate, Parking was the only category to receive an average scoring of between *dissatisfied* and *very dissatisfied*. When asked what improvement would make Juneau a better capital, the number-one answer was improved parking. The good news is that preparation is already underway for a new 210-space downtown parking garage that will, according to the CBJ website, "dramatically improve parking." However, additional improvements should also be considered."[27]

Clearly, visitors constitute a stakeholder group that has been neglected in past parking management programs. The following sections on Rental Cars, Conventions, Legislative Visitors, and the Alaska Marine Highway address parking issues that affect this important stakeholder group.

Rental Cars

The experience of visitors driving rental cars and parking in Downtown Juneau was raised by stakeholder groups as an area of concern. These visitors may be in Juneau for any number of reasons, but their frustration with on-street parking management is nearly ubiquitous regardless of the reason for their visit. Rental car company staff report that customers complain of paying more for parking tickets than for the car rental, and that their customer's final words before boarding a plane out of Juneau are complaints about how they were treated by the community—filtered through a lens of frustration, confusion, and anger at being unable to conduct their business without receiving parking tickets.

CBJ Staff have met with representatives of several rental car companies to discuss this problem and potential solutions to it. Identified solutions include increased education and the ability to pre-pay for parking in blocks of time.

Education

The manager of one rental car company was unaware that the CBJ has parking resource maps available on-line for public use;[28] once she was educated about this information, she stated that it would be invaluable to her customers and that she would be including printed copies of it with rental car paperwork in the future. As this example illustrates, at a minimum, parking regulations and resource availability maps should be made available

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[25] Ibid Page 2
[26] Ibid Page 3
[27] Ibid Page 8
[28] http://www.juneau.org/community/maps/index.php

to the public in a concise pamphlet that can be distributed by rental car companies and other first-contact agencies. These pamphlets are discussed under the Recommended Actions: Education section of this plan.

Pre-Paid Parking
Where multi-space parking meters tracking payment by license plate number are used, there is an opportunity to allow for visitors to Juneau to pre-pay their parking fees at the time that they rent their car. This opportunity would consolidate the car rental and parking fee collection into a single transaction (although credit card payments would likely have to be taken separately for both transactions) that provides the customer with peace-of-mind when parking downtown.

The software that makes this possible would need to be purchased by the CBJ and provided to third-party agencies such as rental car companies. This software allows a limited, password-protected entry to the database of license plate numbers that have paid for parking. After determining that the client desires to pre-pay for parking for a given period of time, a clerk at a rental car company could enter the vehicle's license plate number and the period of time for which they are pre-paying—most likely an entire day or a number of consecutive days—and then collect the appropriate fees from the customer.

The rental car driver would then only need to worry about finding a legal parking space, and would not need to worry about subsequently finding a parking meter before finding their destination. The daily fee for this pre-paid parking would likely be higher than normal hourly rates, as the pre-paid feature would most likely allow all-day use of on- or off-street parking, since the available software does not appear to be capable of differentiating between parking zones (on- or off-street) and does not work efficiently for short-term parkers.

The manager of one rental car company stated that this would be a tremendous service to visitors to Juneau and to their customers, and expressed interest in initiating use of the program as quickly as possible. Management at another company agrees that this software could be a terrific benefit to the customers, but has concerns regarding accounting costs, transaction fees, hardware/software compatibility, and staff resources. Although providing this service may not be feasible at all rental car companies, it appears that implementing this type of program would be well-received by at least some companies, and that their customers would likely find their visit to Juneau more enjoyable if they were able to pre-pay for downtown parking. Due to potentially high costs for software licenses, installation, and training, it may not be possible to implement this program in the immediate future. Companies and agencies other than rental car companies may also desire to make this service available to their clients; other possible implementation venues are discussed elsewhere in this plan.

Conventions

Convention visitors to Juneau are often also rental-car drivers, although some arrive via the Alaska Marine Highway System and others are locals. This diverse group of parkers is provided with limited dedicated parking when meeting at Centennial Hall, but attendees of conventions at other venues, such as the Westmark Baranof Hotel, must compete for public spaces. The approach to managing the parking needs of convention-goers must therefore be similarly multi-disciplinary to meet the diverse needs of this group.

Education

As discussed in the Rental Car section above, parking regulations and resource availability maps should be made available to the public in a concise pamphlet that can be distributed by rental car companies, hotels, convention venues, and other first-contact agencies. These pamphlets are discussed under the Recommended Actions: Education section of this plan.

Pre-Paid Parking

When convention attendees park at Centennial Hall, they can register their vehicles by license plate number on a paper sign-in sheet at the main office and park for free in designated Centennial Hall spaces. Enforcement is conducted by Centennial Hall staff on an irregular basis. Centennial Hall is, at the time that this plan was drafted, between facility managers, so possible changes to this management technique could not be discussed with the facility manager. If Centennial Hall begins to use a private contractor for enforcement, or if they install multi-space meters at a future date, Centennial Hall could use the same third-party software to enter convention attendee license plate numbers into the larger parking management system with only minor changes to their current sign-in system. Using this software would allow convention attendees to pay for parking at remote locations, such as the DTC or on-street spaces, at the time of convention registration, making their visit to downtown Juneau a hassle-free experience.

Legislative Visitors

Regardless of how they arrive in Juneau, Legislative Visitors, including Legislators themselves, their aides and staffers, lobbyists, constituents, and all other visitors to the Capitol during session are a group of visiting parkers who deserve special attention. The Alaska Committee, whose mission statement reads: “Dedicated to making state government work better for all Alaskans by improving and enhancing Juneau as Alaska's Capital City,”[29] has expressed concern that this plan must provide accommodation for these visitors during the session or Juneau risks increased pro-Capital Move sentiment from Legislators.

The Alaska Committee has requested that adequate accommodation for hourly and daily parking be made in the DTC garage during the Legislative Session to provide for these visitors, who may be in Juneau for the entire session, a few weeks, or just a few days. As is discussed in the State Government section of this chapter, Legislators have designated parking spaces at the Capitol, as well as being provided with a single parking pass that exempts them from some on-street parking restrictions (such as hourly time limits).

[29] http://www.alaskacommittee.com/

Accordingly, the concern is that visitors to the Legislature, not Legislators themselves, will need parking while attending long meetings and hearings.

This group of parkers can be accommodated with both on- and off-street parking.

On-street:
With the installation of Pay-by-License multi-space parking meters in the downtown core, the existing one-hour time limits for most on-street parking spaces in that area can be extended to a longer period of time—and parkers can be given the opportunity to pay for additional time beyond any free parking allowed. Thus, a visitor to the Capitol could park on-street, registering their vehicle for a free period as well as paying for additional time. If additional time was needed, the parker could return to any multi-space meter and pay for additional time without needing to return to their vehicle. Furthermore, with an option to pay by phone, the parker could remotely add time for their vehicle, eliminating the need for visitors to leave meetings, hearings, or other events at the Capitol prematurely in order to move their vehicle or pay for additional time.

Off-street:
If the parker knows that they will be at the Capitol for an extended period of time, they can park their car in one of the CBJ's off-street facilities for what staff expects will be a lower rate than the on-street rate.[30] As with on-street spaces, however, the parker could visit any meter to add time for their vehicle, or could call to pay by phone.

Education will play a critical role in serving this group of parkers, and as with other groups discussed above, parking regulations and resource availability maps should be made available to the public in a concise pamphlet that can be distributed at the Capitol and at other venues. These pamphlets are discussed under the Recommended Actions: Education section of this plan.

Further discussion of addressing the needs of Legislative parkers appears in the State Government Stakeholder group.

Alaska Marine Highway

Visitors arriving in Juneau via the Alaska Marine Highway System (ferries) often drive off the ferry and into town without making contact with information sources. Accordingly, travelers arriving in Juneau by ferry often drive RVs and vehicles laden with bicycles, kayaks, trailers, and other gear into downtown before realizing that parking large vehicles or vehicles with poor visibility in the downtown area can be quite a challenge. Education is crucial in serving this group of visitors, as only education can prevent these drivers from entering the congested, narrow streets of downtown in the first place.

[30] In the recommended Variable Fee Scenario, rates would be higher for spaces that are in greater demand; given walking distances to destinations and other psychological and/or physical motivations, staff expects on-street parking to warrant a higher hourly rate than off-street parking.

Education for this group should include informative brochures with maps showing not just parking resources but parking resources for over-sized vehicles especially. Signs at the entrance to downtown could direct large vehicles to appropriate parking areas, such as at the SubPort, and discourage these vehicles from entering the downtown core. Making this information available on the internet will also help orient visitors to parking resources in Juneau before they have even arrived, and with the proliferation of smart phones and other wireless communications devices that are capable of browsing the internet, this information should also be made available in a format that is viewable by the majority of such devices.

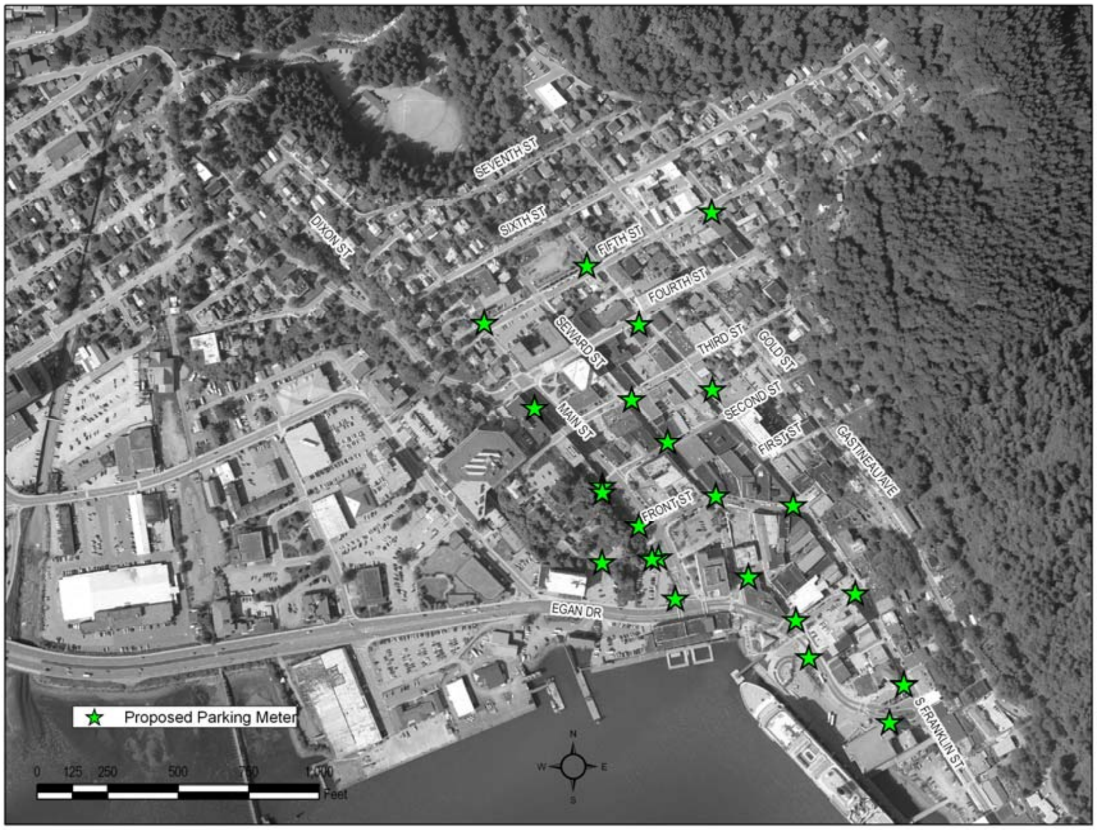
Recommended Actions

Implementing a successful parking management program will require a wide range of actions, from developing and distributing educational materials to re-allocating staffing resources within the CBJ. This Chapter discusses the various actions that staff recommends be taken in implementing changes to parking management, as well as delving into the ramifications of those actions.

Variable Fee Scenario

A parking management system that adjusts price and time limits to encourage long-term parkers to park off-street and to ensure turnover of short-term on-street spaces throughout the day is a critical component of this plan’s recommended actions. Parking use should be monitored through the Parking Use Survey prior to implementation of any changes to parking management, and should continue to be tracked through the Parking Use Survey and/or through reports generated from multi-space parking meter data. Management should adjust rates and time limits in order to ensure that public parking resources are used efficiently. An 80-90% occupancy rate during peak periods is considered ideal for any given block segment. Special parking needs, including handicap-accessible, motorcycle, loading, and very short-term (15 minute) spaces should be provided on an as-needed basis throughout the downtown area. Implementing this management style will require the installation of multi-space parking meters both for off-street facilities and for on-street parking in the downtown core.

The map below shows possible locations for multi-space parking meters. These locations were chosen based on proximity to parking facilities (both on- and off-street), expected travel patterns (meters between parking spaces and destinations), proximity to landmark destinations (e.g. the clock tower at the intersection of Front St. and Franklin St.), distance from neighboring meters, and available CBJ property on which to place the meters. Multi-space parking meters are typically attached to the ground with three to four bolts set in concrete, communicate wirelessly with the server, and run on solar power, so they are easy to re-locate if the initial location proves to be less than ideal. Accordingly, the meter locations shown below are only a starting recommendation, and should be adjusted as needed both before and after meter installation.



Education

Education will play a crucial role in the success of any parking management effort. Without education, drivers will continue to be frustrated by parking regulations, and enforcement will continue to be seen as a punitive measure with no real purpose. With education, drivers will know what parking resources are available at any given time, will know how much they will have to pay to park in any given space, and will be able to focus on doing their business instead of worrying about receiving a parking ticket or wasting time and fuel and adding to congestion cruising for a convenient parking space.

Education can come in a variety of forms, and in order to reach the maximum number of people in an information-inundated culture, parking managers will need to use all available resources to reach drivers and provide them with the information that they need.

Printed Materials

Pamphlets with maps showing parking resources and describing management, including time limits, tariffs, passes, etc. should be made widely available throughout the community, as well as being available on-line.

Maps

This plan contains many parking maps, from loading zones to every individual public parking space in the Phase 1 area. Additional parking resource maps, such as the locations of all handicapped-accessible public parking spaces, are already available on the CBJ web site, and should also be made available in printed form.

Web Site

Parking management should transition from a planning project web page under the CDD web site to a distinct web site of its own. The web site should have parking resource and regulation maps, a copy of this plan; contact information for parking management staff, a list of frequently asked questions (FAQ's) and their answers, parking rate schedules, and other relevant information. The web site could also have one or more videos showing how to use new multi-space meters.

Hot Line

A phone line should be established for parking-related questions. This hot line could have a menu with FAQ's that the caller can select by pushing a button, as well as having a voice mailbox for callers to leave questions or requests for a return phone call. During the first few weeks after the system "goes live," the caller should be able to reach a live person who can answer their questions in addition to the FAQ menu and option to leave a message.

Personal Assistance

Implementation Guides published by multi-space parking meter vendors typically recommend that staff be physically available to answer questions and provide assistance with meters during the first week or two after the system "goes live." Staff should also be available, by appointment, to provide personal assistance to parkers who find the new equipment or system confusing or difficult to use.

Real-Time Information

Parking occupancy rates in structures, lots, or metered on-street parking zones can be tracked and reported digitally in a variety of means. Occupancy maps can be updated on the web site with indicators showing how full a given area or facility is; RSS feeds can be sent to alert subscribers to changing occupancy rates; readerboards at gateways to downtown can display current occupancy rates. This information can help drivers avoid cruising for a parking space, as they know where parking is available and where it is unavailable before they have even started looking for a parking space.

Enforcement

Enforcement of parking regulations is currently carried out by a variety of agencies and companies. Enforcement of some private lots is carried out by Goldbelt Security, and enforcement of most CBJ, State, and some private lots is carried out under contract by Bootlegger Parking Enforcement. On-street parking is enforced by the Juneau Police Department. Enforcement of CBJ Docks & Harbors parking facilities is carried out by Docks & Harbors staff, and Centennial Hall staff enforces parking restrictions at that facility.

Off-Street CBJ Facilities

With the installation of multi-space parking meters at the DTC, Marine Park/Library garage, and at the 2nd & Franklin St. parking lot, the City's contractor for enforcement at those facilities will begin to use electronic hand-held enforcement devices—smart phones with enforcement software installed on them—to track vehicles parked in those facilities.

After parking their vehicle, the driver will locate a multi-space parking meter and enter their vehicle's license plate number and the amount of time desired to park, and will then deposit the appropriate fee (if any). A receipt will be printed for the parker's reference, and the vehicle's license plate number and valid parking time are uploaded wirelessly to the central parking management computer system.

Enforcement officers will enter license plate numbers of parked vehicles into their handheld enforcement devices, which will query the central system and indicate if that vehicle has registered and has remaining parking time, or if it is parked illegally. If the vehicle is parked illegally, the enforcement officer prints a ticket from the handheld enforcement device and places it on the offending vehicle.

Management of the 2nd and Franklin St. Lot should be modified in the immediate future to make this facility available to the public on an hourly basis. Permit parking should be moved from this facility to the DTC to the greatest extent possible. This change will require a modification of the agreement between the LAA and the CBJ for use of this facility.

Docks & Harbors Facilities

As is noted elsewhere in this plan, Docks & Harbors parking facilities are not regulated pursuant to CBJ Title 72. Instead, they are managed by the Docks & Harbors Board under CBJ Title 85. Enforcement is conducted by Docks & Harbors staff—the Port Director has estimated that as much as one-third of his staff's time is spent enforcing just loading zones adjacent to the cruise ship docks.[31] Enforcement of other Docks & Harbors parking facilities is in addition to loading zone enforcement.

On-Street Spaces

Enforcement of on-street parking restrictions is currently carried out by Community Service Officers (CSOs) with the Juneau Police Department, and by other JPD Officers as needed. Two CSOs enforce on-street parking restrictions throughout downtown, with more frequent enforcement in the downtown core and with a reduced presence in the residential neighborhoods in the downtown area. Where time limits are posted, CSOs note the time, the vehicle's license plate number, and the location of the front and rear tires' valve stems. On subsequent trips through the area, the CSO notes whether or not the vehicle has been moved as required or if it is in violation of the posted time limit.

As with off-street spaces that are enforced under contract, enforcement officers will enter license plate numbers of parked vehicles into their handheld enforcement devices, which

[31] Email from John Stone to Ben Lyman and Gary Gillette, December 21, 2009.

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will query the central system and indicate if that vehicle has registered and has remaining parking time, or if it is parked illegally. If the vehicle is parked illegally, the enforcement officer prints a ticket from the handheld enforcement device and places it on the offending vehicle.

Residential Parking Zones

A draft ordinance amending CBJ 72.18 to enable the creation of Residential Parking Zones (RPZs) is attached as Appendix A to this plan. This draft ordinance or a similar ordinance enabling the creation of RPZs should be adopted in conjunction with any ordinance enabling the installation of multi-space meters downtown, and would be beneficial to many neighborhoods even if multi-space meters are never installed on-street. RPZs have been discussed as a viable tool for dealing with downtown residential neighborhood parking issues for decades, and do not appear to have lost any merit in the years since they were discussed in the Transpo Study.

Loading Zones

Loading zone locations, sizes, and restrictions should be actively monitored and amended to address changes in land use. Loading zones should be kept to a minimum so as to ensure that the maximum number of spaces is available for public use on an as-needed basis; but it is critical that enough loading zones and restricted short-term parking spaces (15-30 minutes) are available so that deliveries can be made and that short errands can be run conveniently. If Pay-by-License meters are used to manage on-street parking, consideration should be given to allowing use of 15-minute parking spaces without vehicle registration, since registering a vehicle could take a substantial portion of a limited period of time. The CBJ should work with the Downtown Business Association, the Chamber of Commerce, and individual business owners to ensure that as many deliveries as possible are made during off-peak hours, and that adequate loading zones are provided where they are needed, but that they revert to regular parking spaces after the delivery period is over.

Ongoing Management

Continuous refinement and adaptation of the parking management program will be required, regardless of the management program pursued by the CBJ following this plan. The scenarios described in this memorandum account for the downtown core only, and the myriad parking issues of the SubPort/Willoughby Ave. area, the Casey-Shattuck Addition (Federal Flats), and the Highlands/JDHS neighborhoods remain to be addressed in future phases of parking management revision. Any of the scenarios listed in this memorandum other than the “no action” scenario will be untested until they are implemented, and it is certain that changes to time limits, pass or meter rates, zone boundaries, and other features of any parking management plan will require revision in order to adapt to changes in use resulting from the implementation of the plan.

There are essentially two alternatives for ongoing management of any parking plan.

1. Assembly control of management authority. Parking management area boundaries, hourly restrictions, rates, and all details of ongoing management are

reviewed and approved by the Assembly. Although this alternative ensures a transparent public process in any deliberations over changes to parking management, it is uncommon for this level of detail to be under the direct purview of elected officials. The existing code regulating parking, especially CBJ 72.14 Parking Payment Boxes, is an example of codified management that requires Assembly approval to modify. Any scenario other than the no-action scenario will require major amendments to this section, and even the no-action scenario will require minor modification to CBJ 72.14, as the use of Parking Payment Boxes will be discontinued when they are replaced with multi-space meters in the existing parking payment box areas (CBJ 72.14.010).

2. Delegation of management authority. The Assembly could set parameters for management, such as defining a geographic area for parking management, a range of acceptable rates, and quantifiable goals for management (such as 80-90% occupancy of all spaces), and then delegate management authority within those parameters to the Manager or a parking management board. This is a common management style, as it is much more flexible and responsive than direct management by the Assembly while it ensures that the overall parameters of parking management are vetted through a public process. The Planning Commission recommended that the Assembly adopt this management style during their January 26, 2010 meeting.

Staffing & Personnel Requirements

The essentially static parking management system that has been used in Downtown Juneau for decades is, for all of its other weaknesses, fairly light in its demand for CBJ staff resources. Docks & Harbors and Centennial Hall Staff enforce parking restrictions at their own facilities on an as-needed basis, and although enforcement at the CBJ's other off-street parking facilities require an enforcement agency working under contract. JPD uses two full-time Community Service Officers (CSOs) to enforce on-street parking, but CSOs are also used as backup dispatchers and for other assignments as needed, so they do not enforce parking full-time.

In order for parking management to become more responsive to the needs of the community, staff will need to monitor usage statistics and be much more involved in parking management on a day-to-day basis than ever before. Education, community outreach, evaluation of Residential Parking Zone (RPZ) petitions, and day-to-day management of a multi-space parking meter system are likely to be a full-time job if they are combined into a single staff position. Even if these tasks are spread among several staff positions in one or more departments, the amount of staff time required to manage a parking system that responds to community needs will be greater than that currently dedicated to parking. Maintenance of multi-space meters, coin collection from meters, accounting for a new revenue stream, and other supportive services that will be required to make the system work will all take additional staff time in both the Parks & Recreation – Building Maintenance Division and in the Treasury Department.

In order to reduce potential impacts to JPD staffing levels, the Draft Ordinance enabling the creation of RPZs[32] was created to fit with the current enforcement style in residential areas. JPD enforcement officers currently look for illegally parked vehicles or vehicles with other issues (such as expired tags), but they do not mark license plate numbers, valve stem locations, or other such identifying features as they do within the downtown core. Use of RPZ stickers as passes, with the stickers in a consistent location where enforcement officers can see them as they approach the vehicle from the rear, will allow JPD staff to quickly determine if a given vehicle is permitted to park in that area. Since CSOs do not usually pay very close attention to which vehicles are parked where in residential areas as long as they are parked legally (not blocking an intersection, fire hydrant, or other area where parking is prohibited), they will likely not note the presence of non-RPZ vehicles within an RPZ automatically, as RPZs are very likely to include some provision for short-term or guest use. Only if a vehicle is a chronic offender, or if residents complain about a given vehicle parked within the RPZ, will CSOs then begin to enforce against that vehicle for violating the regulations of the RPZ. The Draft Ordinance calls for a higher fine schedule for RPZ violations than for normal parking tickets in order to help pay for the special trips that CSOs will need to make into residential neighborhoods in order to enforce RPZ restrictions.

Regardless of which staff members of which CBJ Departments are assigned which tasks in parking management, a system that is responsive to the needs of the community will require additional staffing resources over those currently available. The following sections describe the changes to staffing needs that will need to be funded in order for implementation of this plan to be accomplished without changing who is responsible for each component of the parking management program.

Projected Staffing Needs

Although potential staffing needs for a new, responsive parking management system will largely depend on the types of changes to parking management that are adopted, certain job duties that currently exist can be extrapolated to a new system in order to gain a rough estimate of how systemic changes to management could affect staffing needs. This section makes certain assumptions about parking management that may not be borne out, but should be useful in setting a base line for potential changes in staffing requirements within CBJ Departments that have parking management functions.

The Parks and Recreation Department houses the position that manages most of the CBJ's off-street facilities, including handling the contract for private enforcement of off-street parking facilities. Parks & Recreation staff currently bill 0.42 Full Time Employees (FTE) to the Parking Fund—if Parks & Recreation staff retain the same duties and take on comparable duties related to managing multi-space meters and permits in the DTC, that number could easily be doubled to 0.84 FTE. If the position at Parks & Recreation that manages the meters for off-street parking also takes on the management of the on-street meters, the parking-related workload in that department alone could

[32] Appendix A

double again to over 1.5 FTE in the short term, although this demand on staff time will likely decline over time as the public becomes more familiar with the new parking management system.

As all proposed changes to parking management have been designed so as to require the minimal amount of change in terms of enforcement officer behavior or work load, staff does not anticipate a need to increase the number of CSO's conducting on-street parking enforcement under this plan. If Residential Parking Zones are created in a large are of Downtown Juneau, additional enforcement staff could be needed; similarly, if multi-space parking meters are installed outside the downtown core, additional enforcement staff would likely be required at that time.

No changes to management or enforcement of Docks & Harbors parking facilities are proposed in this plan, aside from establishing the need for the Docks & Harbors Board to work closely with other CBJ Agencies to ensure that downtown parking is managed in a coordinated and efficient manner. The Port Director reports that approximately one-third of his staff's time is spent enforcing loading zone restrictions at the two CBJ cruise ship docks; no change to this staffing need is anticipated to follow adoption or implementation of this plan. Coordinated management of all CBJ parking facilities could realize savings through efficiencies of scale, and the eventual management integration of Docks & Harbors facilities with other CBJ parking facilities should be revisited as Downtown parking management matures.

The Treasury Department currently provides one staff member to accompany a Parks & Recreation staff member when collecting cash from the existing parking payment box at the Marine Park/Library garage. This employee would continue to assist in cash collection from multi-space parking meters; given that multi-space parking meters accept credit cards, staff anticipates the need for collecting coin boxes from meters to be reduced compared to the cash-only system currently used at the Marine Park/Library garage, as meter coin boxes are likely to only require changing once every several weeks. However, since there will be many more meters than there are pay boxes, it may be that Treasury staff will still need to make weekly trips to collect cash from meters. Since meters send a signal to the system administrator(s) when coin boxes approach their capacity, staff will be able to prioritize coin box collection to ensure that they are only spending time collecting cash from meters that are nearly full. The full impact of utilizing multi-space meters on Treasury Department staff will depend in part upon the method of payment chosen by parkers—more coin payments will require more coin box removal visits; more credit card payments will require fewer coin box removal visits.

Appendix A – Draft Ordinance for Adoption

Presented by: The Manager
Introduced:
Drafted by: J.W. Hartle

ORDINANCE OF THE CITY AND BOROUGH OF JUNEAU, ALASKA

Serial No. 2010-21

An Ordinance Amending the Traffic Code Relating to Parking, Adopting the 2010 Downtown Parking Management Plan, Providing for the Establishment of Residential Parking Zones, and Providing for a Penalty.

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

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

Section 2. Amendment of Section. CBJ 03.30.051 Traffic fine schedule, is amended to read:

03.30.051 Traffic fine schedule.

Pursuant to sections 03.30.010--03.30.015 of this chapter, those of the following traffic offenses which are amenable to disposition without court appearance may be disposed of upon payment of the fines listed to the municipal clerk of the court. If a person charged with one of these offenses appears in court and is found guilty, the penalty imposed for the offense may not exceed the fine amount for that offense listed in the following schedule:

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TRAFFIC FINE SCHEDULE

CBJ	Offense	Fine
Chapter 72.17:	Street Closure Permits	
72.17.010	Unlawful street closure	100.00
Chapter 72.18	*Special Permits*	
72.18.035	*Parking in violation of a residential parking zone regulation*	*50.00*
Chapter 72.24:	Snow Removal	
...	...	...

Section 3. Amendment of Section. CBJ 49.05.200 (b)(1) Comprehensive plan is amended to read

49.05.200 Comprehensive plan.

...

(b) The comprehensive plan adopted by the assembly by ordinance contains the policies that guide and direct public and private land use activities in the City and Borough. The implementation of such policies includes the adoption of ordinances in this title. Where there is a conflict between the comprehensive plan and any ordinance adopted under or pursuant to this title, such ordinance shall take precedence over the comprehensive plan.

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T49 8.19.2020 C

(1) Plan adopted. There is adopted as the comprehensive plan of the City and Borough of Juneau, that publication titled "The Comprehensive Plan of the City and Borough of Juneau, Alaska, 2008 Update," including the following additions:

(A) The Juneau Coastal Management Plan, dated 1986, as amended through December 1990;

(B) The Downtown Historic District Development Plan, dated December 1981; provided that the proposed district boundaries shall be those established by the assembly under a separate ordinance;

(C) The Long Range Waterfront Plan for the City and Borough of Juneau, dated January 22, 2004, as amended;

(D) The Last Chance Basin Land Management Plan, dated May 1978, updated November 1994;

(E) Watershed Control Program - Salmon Creek Source, dated April 1992;

(F) Watershed Control and Wellhead Protection Program - Gold Creek Source, dated November 1994;

(G) Chapter 6 and Plate 1 of the West Douglas Conceptual Plan, dated May 1997; and

(H) Juneau Non-Motorized Transportation Plan, dated November 2009.

(I) 2010 Downtown Parking Management Plan

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Section 4. Amendment of Section. CBJ 72.01.125 Parking zones, is amended to read:

72.01.125 Parking zones.

~~(a)~~ All curbing painted yellow shall mean “no parking at any time~~.~~” *unless designated as a restricted parking zone by a sign or other appropriate marking that indicates the restriction or limitation on parking.*

~~(b) All curbing painted yellow shall indicate a restricted parking zone. The restriction shall be designated by a sign or other appropriate marking which indicates the restriction or limitation on parking.~~

Section 5. Amendment of Chapter. CBJ 72.14 Parking Payment Boxes, is amended to read:

72.14.010 Authority to establish parking payment ~~box~~ areas.
72.14.015 Installation of parking payment ~~boxes~~ *equipment*.
72.14.020 Parking payment ~~box spaces~~.
72.14.025 Deposit of money.
72.14.030 Rate.
72.14.035 Tampering with parking payment ~~box~~ *equipment*.
72.14.040 Application of proceeds.
72.14.045 Parking Management Advisory Committee authorized.
72.14.050 Penalties.

72.14.010 Authority to establish parking payment ~~box~~ areas.

The manager ~~or the manager's designee~~ is authorized to *regulate and charge fees for parking pursuant to a parking plan adopted by ordinance as an addendum to the CBJ Comprehensive Plan.* ~~establish parking payment box areas on any City and Borough-owned property. Areas *boundaries* shall be established or changed pursuant to a plan approved by the assembly by motion.~~

72.14.015 Installation of parking payment ~~boxes~~ *equipment*.

(a) The manager or the manager's designee shall install parking payment ~~boxes~~ *equipment* in the areas established by the parking ~~payment box~~ plan.

(b) Each entrance to each *off-street parking* area shall be posted by a sign indicating the days and hours when parking payment is required and the amount thereof per hour of parking~~, to a maximum of four hours~~.

(c) On-street parking areas shall be posted by signs indicating the days and hours when payment for parking is required, and any other limitations to parking.

72.14.020 Parking payment ~~box spaces~~.

(a) The parking payment ~~box~~ plan shall specify the number and arrangement of the parking spaces in each parking payment ~~box~~ area. Spaces *and areas* shall be designated by pavement markings *and/or signs as appropriate.*

(b) No person shall park a vehicle in a parking payment ~~box~~ area ~~so that any part of the vehicle occupies more than one *designated* space or protrudes beyond the pavement markings designating the space~~ *without registering, and paying if required, for the use of all spaces occupied or partially occupied by their vehicle.*

(c) No person shall park a vehicle other than a motor vehicle in a parking payment ~~box~~ area *without depositing a payment for the use of all spaces occupied or partially occupied.*

72.14.025 Deposit of money.

(a) No person shall park or leave a vehicle in a parking payment ~~box~~ area except as authorized by adequate payment ~~in coin or currency~~ deposited in the parking payment ~~box~~ *equipment*.

(b) No person shall park a vehicle in a parking payment ~~box~~ area parking space in excess of ~~four consecutive hours~~ *the time limit posted by sign*.

72.14.030 Rate.

Parking in a parking payment ~~box~~ area shall be at ~~the~~ *a* rate ~~of $0.50 per hour with a maximum of four consecutive hours in any one space~~ *determined by the manager to be appropriate for the area based on demand. Rates shall be set with the goal that all parking spaces within that rate area be occupied at 80-90% during typical peak hours.*

72.14.035 Tampering with parking payment ~~box~~ *signs or equipment*.

No person shall deface, damage, tamper with, or open any parking payment *sign or* ~~box~~ *equipment*.

72.14.040 Application of proceeds.

The monies deposited in parking payment ~~boxes~~ *equipment* shall be collected by duly authorized agents of the City and Borough treasurer and shall be deposited in ~~a~~ designated parking revenue fund*s as follows:*~~.~~

(a) 50% shall be deposited in a designated parking revenue fund, the intent of which is to fund the operations, maintenance, enforcement, and expansion of public parking facilities; and

(b) 50% shall be deposited in a designated neighborhood improvement fund, the intent of which is to fund improvements, maintenance, security, and beautification of the neighborhood in which the funds are collected.

72.14.45 Parking Management Advisory Committee authorized.

(a) The manager is authorized to establish a Parking Management Advisory Committee for the City and Borough to advise CBJ departments, the Planning Commission, manager, and assembly on matters related to parking.

(b) The Parking Management Advisory Committee shall be appointed by the manager and composed of CBJ department or division directors, or their designee, from the Lands and Resources Office, Parks and Recreation Department, Community Development Department, Juneau Police Department, Docks & Harbors Department, and four members of the public, one of whom shall be the owner of a business whose physical location is within that area formerly known as Service Area 1, and one of whom shall be a resident of a dwelling within that area formerly known as Service Area 1.

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72.14.050 Penalties.

Violation of section 72.14.020 or section 72.14.025 is an infraction. Violation of section 72.14.035 is a ~~c~~*Class* B misdemeanor.

Section 6. Amendment of Chapter. CBJ 72.18 Special permits, is amended by the addition of a new section, to read:

...

72.18.035 Residential Parking Zone permits.

(a) A neighborhood may petition the CBJ to create a Residential Parking Zone (RPZ) for areas where on-street parking is allowed. The petition shall include:

(1) A map showing the proposed boundaries of the RPZ clearly showing which parcels are within the RPZ;

(2) A description of the parking issue(s) that affect the RPZ and how residents propose to address them;

(3) A list of all residential addresses within the RPZ, provided by the Community Development Department; and

(4) A petition with the printed name, signature, and residential address of each signatory. At least 50% of the residential addresses within the RPZ must be represented by residents on the petition as certified by the municipal clerk.

(b) After receiving a petition to create an RPZ, the manager, or his or her designee, shall review the petition to ensure that it is complete and accurate. If the petition is complete and accurate, the manager shall work with the neighborhood to determine the details of an RPZ.

(1) An RPZ plan may modify the following parking management within the proposed RPZ;

(A) Time limits. Time limits for on-street parking may be waived for residents of the RPZ; and

(B) Fees. If fees are charged for parking within the RPZ, residents may be exempted from some or all of those fees;

(2) No RPZ exception shall be granted to allow residents to park:

(A) In a dedicated handicapped-accessible parking space, unless a handicapped-accessible parking permit is displayed as required by law;

(B) Blocking a fire hydrant; or

(C) In a location where parking is otherwise prohibited;

(3) An RPZ plan may require residents to pay for some or all RPZ plan benefits;

(4) An RPZ plan may allow non-residents to purchase passes for parking within the RPZ; and

(5) An RPZ plan may utilize parking payment equipment to collect fees.

(c) RPZ plans shall be adopted by the manager by regulation pursuant to CBJ 01.60.

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Section 7. Effective Date. This ordinance shall be effective 30 days after its adoption.

Adopted this day of 2010.

Bruce Botelho, Mayor

Attest:

Laurie J. Sica, Clerk

MEMORANDUM

CITY/BOROUGH OF JUNEAU
155 South Seward Street, Juneau, Alaska 99801

Appendix B – Draft Memorandum of Agreement between CBJ Manager's Office and Docks & Harbors Board

DATE: June 8, 2010

TO: File

FROM: Docks & Harbors Board

FILE NO: CSP2009-00015 & AME20100004

SUBJECT: Memorandum of Agreement between CBJ Manager's Office and Docks & Harbors Board

This memorandum describes the parking management agreement between the City and Borough of Juneau Manager's Office and the Docks & Harbors Board. Notwithstanding the provisions of CBJ 85.10.050(k), the Docks & Harbors Board recognizes that management of neighboring parking facilities must be coordinated in order to ensure that management efforts are not counter-productive between facilities.

The Docks & Harbors Board requests and agrees to the following delegation of parking management authority:

1) The Marine Park deck-over at the Steamship Wharf will be managed by Docks & Harbors during the cruise season; if it is opened for use as public parking in the off-season, it will be managed by the CBJ Manager's Office.

2) Modifications to the Admiral Way parking area, planned for the fall of 2011, will eliminate all public parking in this facility during the cruise season in favor of increased "B" Zone loading spaces managed by Docks & Harbors. In the off-season, these "B" Zone spaces will revert to public parking and will be managed in accordance with the recommendations of the CBJ Manager's Office.

3) Modifications to the People's Wharf parking lot, Cruise Ship Terminal, and Columbia lot, planned for the fall of 2011 and 2012, will reconfigure the entire parking and staging area surrounding the Cruise Ship Terminal. Once final design is completed, Docks and Harbors and the CBJ Manager's Office will determine who will manage the public parking.

4) Changes to parking time limits and/or rates at either CBJ-managed or Docks & Harbors-managed public parking facilities will be discussed by the CBJ Manager's Office and the Docks & Harbors Board whenever such changes are proposed for facilities within a ½ mile radius of public parking facilities managed by the other agency. This discussion will not be binding, and either agency may make changes as they see fit within their own facilities; the purpose of this discussion is to ensure that parking management styles do not have unintended consequences to other facilities.

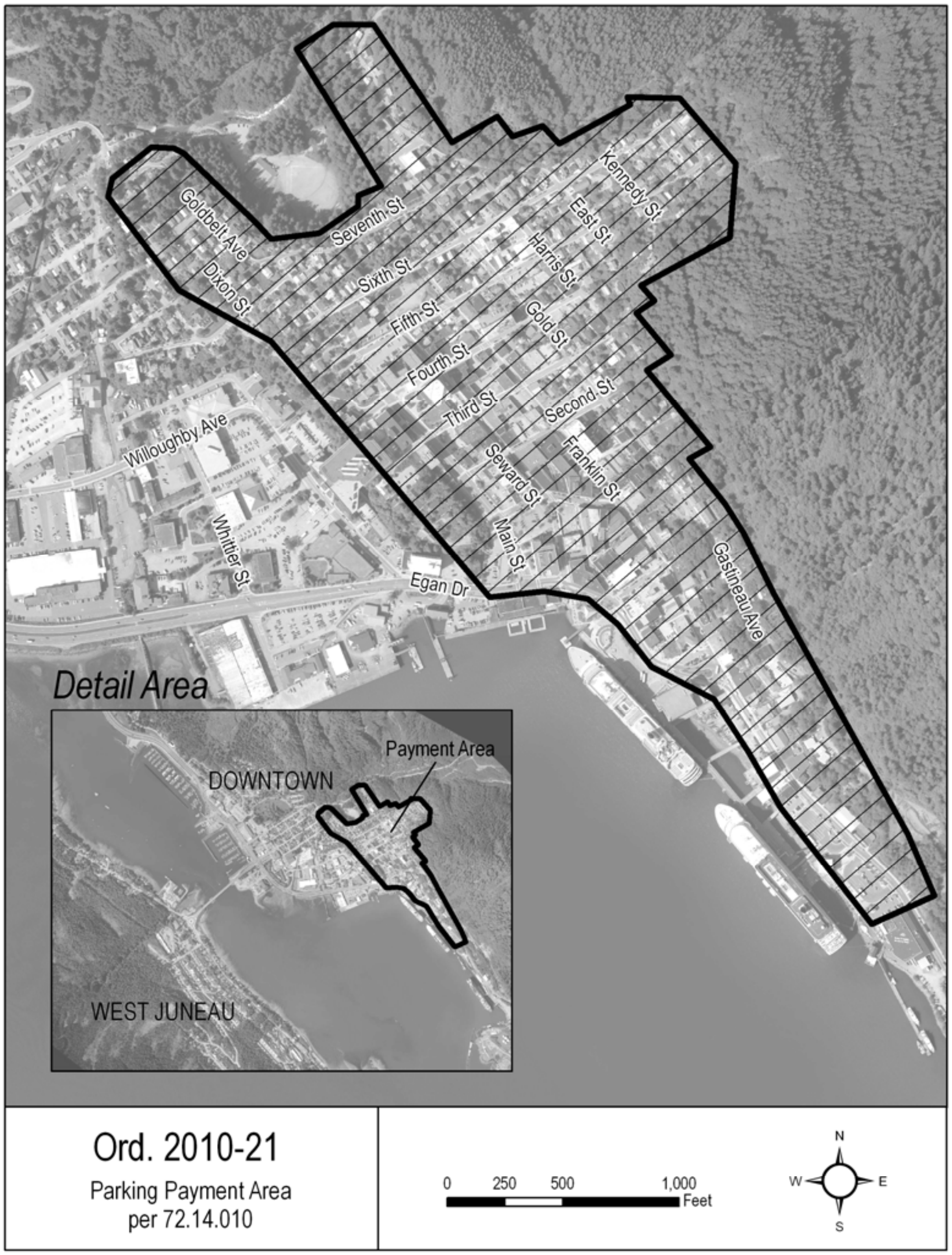
____
Jim Preston, Chair
Docks & Harbors Board

____
Kim Kiefer, Deputy City Manager

Appendix C – Phase 1 Parking Payment Area Map

Pursuant to Draft CBJ 72.14.010 in Appendix A:

The manager is authorized to regulate and charge fees for parking within the Phase 1 Parking Management Area.



Map created June 22nd, 2010

Agenda
Planning Commission
Regular Meeting
CITY AND BOROUGH OF JUNEAU
Michael LeVine, Chairman
January 28, 2019

I. ROLL CALL

Michael LeVine, Chairman, called the Regular Meeting of the City and Borough of Juneau (CBJ) Planning Commission (PC), held in the Assembly Chambers of the Municipal Building, to order at 7:02 p.m.

Commissioners present: Michael LeVine, Chairman (by phone); Nathaniel Dye, Vice Chairman; Paul Voelckers, Clerk; Travis Arndt, Assistant Clerk; Ken Alper, Shannon Crossley, Dan Hickok, Weston Eiler, Josh Winchell

Commissioners absent:

Staff present: Jill Maclean, CDD Director; Emily Wright, Municipal Attorney; Alexandra Pierce, Planning Manager; Teri Camery, Senior Planner; Irene Gallion, Senior Planner; Laurel Christian, Planner; John Bohan, CBJ Engineering and Public Works

Assembly members: Greg Smith

II. REQUEST FOR AGENDA CHANGES AND APPROVAL OF AGENDA - None

III. APPROVAL OF MINUTES

IV. PUBLIC PARTICIPATION ON NON-AGENDA ITEMS

V. ITEMS FOR RECONSIDERATION

VI. CONSENT AGENDA

Due to a potential conflict of interest, the items on the Consent Agenda were introduced and considered separately.

Case CSP2020 0002 was moved to the Regular Agenda as item A at the request of Mr. Winchell for a full hearing of the case.

~~**CSP2020 0002:**~~	~~Disposal of 8 City-owned lots at Vintage Business Park to Torrey Pines Development for fair market value for purpose of developing 80 unites of senior housing, assisted living, and memory care.~~
~~**Applicant:**~~	~~City & Borough of Juneau~~
~~**Location:**~~	~~Vintage Business Park near 3041 Clinton Drive~~

~~**Staff Recommendation**~~
~~Staff recommends that the Planning Commission forward the proposal to the Assembly with a recommendation of APPROVAL to dispose of the CBJ-owned property located on Clinton Drive to Torrey Pines Development for senior housing, assisted living and memory care.~~

Ms. Crossley declared she has a potential conflict of interest as she works for Northwind Architects. She was allowed to step down.

CSP2019 0013:	Roadway resurfacing maintenance, drainage improvements, and underground utility repairs and replacements as necessary on Aspen Ave (Mendenhall Blvd to Taku Blvd)
Applicant:	City & Borough of Juneau
Location:	Aspen Ave

Staff Recommendation
Staff recommends APPROVAL of this project.

MOTION: *by Mr. Voelckers to accept staff's findings, analysis and recommendations and approve CSP2019 0013.*

The motion passed with no objection.

Case CSP2019 0014 was moved to the Regular Agenda as item B at the request of a member of the public for a full hearing of the case.

~~**CSP2019 0014:**~~	~~Roadway resurfacing maintenance, and underground utility repairs and replacements as necessary on Hospital Drive. Continuous sidewalk proposed from Glacier Hwy to hospital campus.~~
~~**Applicant:**~~	~~City & Borough of Juneau~~
~~**Location:**~~	~~Hospital Drive~~

~~**Staff Recommendation**~~
~~Staff recommends APPROVAL of this project.~~

Case CSP2019 0015 was WITHDRAWN prior to the start of the meeting.

~~**CSP2019 0015:**~~	~~Roadway resurfacing maintenance, and underground utility repairs and replacements as necessary on River Road – including adjacent streets (Tamarack Ct, Whitewater Ct, Kelly Ct, Sawa Ct, Riverbend Ct) Sidewalk proposed along River Rd.~~
~~**Applicant:**~~	~~City & Borough of Juneau~~
~~**Location:**~~	~~River Rd~~

~~**Staff Recommendation**~~
~~Staff recommends APPROVAL of this project.~~

VII. UNFINISHED BUSINESS

VIII. REGULAR AGENDA

Ms. Crossley declared she has a potential conflict of interest as she works for Northwind Architects. She was allowed to step down.

CSP2020 0002:	Disposal of 8 City-owned lots at Vintage Business Park to Torrey Pines Development for fair market value for purpose of developing 80 unites of senior housing, assisted living, and memory care.
Applicant:	City & Borough of Juneau
Location:	Vintage Business Park near 3041 Clinton Drive

Staff Recommendation
Staff recommends that the Planning Commission forward the proposal to the Assembly with a recommendation of APPROVAL to dispose of the CBJ-owned property located on Clinton Drive to Torrey Pines Development for senior housing, assisted living and memory care.

Staff Presentation
Ms. Maclean explained in her presentation that this is a request for the disposal of eight City-owned parcels to Torrey Pines Development for senior housing, assisted living, and memory care. The presentation included a vicinity map, noting that the site is currently vacant and Trillium Senior Housing is the neighboring property.

In 1984, the land was sold to Mr. William Bauer and was designed as a business park. In January 2016, a zoning change from Light Commercial to Mixed Use was adopted. After the CBJ Assembly Lands Committee and Committee of the Whole discussed the development, a funding request for the property was moved to the Assembly Finance Committee, who then approved $1,512,000 of the Fiscal Year 20 Budget for purchase of the property. Negotiations were held with Mr. Bauer for the property, and ended on August 19, 2019. From there, the CBJ organized a sealed competitive bid process for disposal of the land for development and operation of senior assisted living. This process took place from September 19 – November 21, 2019.

This request for land disposal does comply with the CBJ Comprehensive Plan, the Juneau Economic Development Plan, and the Housing Action Plan. No comments were received from the public regarding the sale of the lots, and no concerns were expressed from any CBJ departments.

Staff finds the sale of the subject property to be consistent with Title 49 and all relevant, adopted plans, and recommends a recommendation of approval be forwarded to the Assembly for the disposal of the CBJ-owned property.

Questions from Commissioners
Mr. Winchell asked if there was anything negotiated within the terms that allowed for preference of either local or State of Alaska residents, pending all other requirements.

Ms. Maclean deferred this question to the Chief Housing Officer.

Scott Ciambor – CBJ Chief Housing Officer

Mr. Ciambor stated that the CBJ Assembly has been working on this process for about a year now, and there are many working parts to the process. During the sealed competitive bid process that went from September through November, there was an open solicitation for assisted living developers who could own, operate, and utilize the property to its maximum potential to meet the senior housing goal. Part of those ranking criteria included a Juneau preference, so the review committee did consider that. Torrey Pines was the highest-ranking proposal and they included the Juneau preference.

Mr. Alper asked for a financial figure that the CBJ would be looking for when selling the property.

Mr. Ciambor stated that the final sale terms for the property, as well as the decision on the grant that was solicited for in the bid proposal, had not been determined by the CBJ Assembly at that time. These items were scheduled on the CBJ Assembly's agenda for their meeting on February 3, 2020.

MOTION: *by Mr. Winchell to accept staff's findings, analysis, and recommendations and forward a recommendation to the CBJ Assembly for approval of CSP2020 0002.*

The motion passed with no objection.

CSP2019 0014:	Roadway resurfacing maintenance, and underground utility repairs and replacements as necessary on Hospital Drive. Continuous sidewalk proposed from Glacier Hwy to hospital campus.
Applicant:	City & Borough of Juneau
Location:	Hospital Drive

Staff Recommendation
Staff recommends APPROVAL of this project.

Staff Presentation
Ms. Gallion presented and explained the scope of the project, noting that two phases of construction was being proposed, due to Bartlett being in the middle of their master plan; the timing is slightly off with the City schedules. The first phase would go from Glacier Highway just past the Johnson Youth Center; the second phase would go from there, down the driveway to Salmon Creek Lane. This would allow more time for Bartlett to discuss the best options for their properties and make sure that what happens with the road project fits with what they want to do. Ms. Gallion showed examples of road areas that need repair, where the proposed sidewalks would be put in, and gave details on the financial aspects of this project. This Comprehensive Plan does not speak specifically to Hospital Drive, but it does recognize that this is the only access for emergency and medical services in the community. There is some discussion in the Hospital Master Plan about a second access to this area, but that is still pending. For agency review, Capital Transit gave a reminder that any proposed delays or closures need to be noticed at least a week in advance, so notices can be sent out accordingly. Staff is recommending approval for this project, as it improves intersection safety, provides continuous pedestrian access from Glacier Highway, it upgrades the water system, it is a good balance of safety amenities and costs and it accommodates the hospitals planning.

Questions from Commissioners
None

Public Testimony
Roger Calloway – 10835 Glacier Highway
Mr. Calloway owns the property at 3241 Hospital Drive. There is a culvert on his property, which runs under Hospital Drive, that he feels should be lowered. He feels this way, because his property continuously floods, even when the system is flushed out in the springtime. He has pointed this culvert out to the engineers that did the assessment for this property, as well. He believes this project provides the perfect opportunity to fix this drainage issue, so he would like consideration for this.

The Commission then asked Mr. Bohan to comment on the culvert and drainage issues on this area.

John Bohan – Chief CIP Engineer
Mr. Bohan stated that all of the underground drainage and improvements in this project scope are being addressed. If the project manager has not previously reached out to Mr. Calloway, the design engineers have been noticed, and the department will be addressing the issues Mr. Calloway discussed. The department is still in the early stages of the project. They will also be sending out notices of a public meeting where the public can participate in an open discussion on the design and concepts of the plan.

Mr. Voelckers asked about the financing and repair the drainage issue Mr. Calloway spoke of, and if there is a simple solution to it.

Mr. Bohan replied that the culvert Mr. Calloway spoke of is a fairly significant culvert that collects drainage from the far side of Hospital Drive and conveys it down to the highway. It does not actually run underneath the Juneau Bone and Joint Center, but it runs uphill from there. It is deeper than the Juneau Bone and Joint Center, and it runs down to the drainage collection system Egan Drive. It has been identified by the Streets and Fleets Department as something they would like to see repaired, as well, because it is outdated in metal and starting to corrode.

MOTION: *by Mr. Voelckers to accept staff's findings, analysis and recommendations and forward a recommendation to the CBJ Assembly for approval of CSP2019 0014.*

The motion passed with no objection.

AME2019 0005: Private Shared Access Ordinance
Applicant: City & Borough of Juneau
Location: Borough-wide

Staff Recommendation
Staff recommends that the Planning Commission forward a recommendation of approval to the assembly for the proposed amendments to Title 49 relating to Private Shared Access standards.

Staff Presentation
Ms. Christian gave a brief background on the Private Shared Access Ordinance, stating that a major subdivision rewrite was done in 2015. This section of Code was not specifically addressed in that rewrite, but it was address later in 2016. One of the goals was to provide flexibility with development options, but also provide for well-designed neighborhoods that link to other properties, providing a network of safe accesses and places to live. An additional goal was to provide additional development options for parcels that may not be able to be subdivided otherwise. These are still the primary goals of this amendment.

Staff has worked with the CBJ Law Department to draft the ordinance that was included in the meeting packet. At this time, Staff is recommending that the Commission clarify language regarding access, drainage, and utility easements and agreements. This recommendation came at request from the General Engineering Department. Staff is also recommending that the Commission address pavement requirements concerning length and materials. The first amendment to ordinance would clarify that utilities are not always included in the shared access easement. Sometimes they are located in different parts of the property, and not always under the driveway, so there may be an additional easement or agreement that would be required. Regarding the amendment concerned with paving, Ms. Christian stated that the current Code regulations require a property owner to pave the portion of the shared access that is in the right-of-way (ROW) or the first 20 feet, whichever length is greater. At this time, staff is proposing that the length of the portion of the shared access in the ROW is improved to a minimum of two feet, and the property owner use materials consistent with the ROW. Juneau has some ROWs that are not constructed to full City-street standards, so this would allow an applicant to possibly attach to a gravel ROW, instead of installing pavement. Ms. Christian then showed examples of what the current requirements look like compared to the proposed requirements. The proposed amendments are found to be consistent with the Comprehensive Plan and the purpose and intent of Title 49. Based on staff's analysis discussed in the staff report, staff recommends the Planning Commission forward a recommendation of approval to the CBJ Assembly for the proposed amendments.

Questions from Commissioners
Mr. Arndt asked why staff felt more work was needed in order to include the setback and access regulations to the ordinance, rather than forwarding them all at this time.

Ms. Maclean stated that staff had discussions and gave greater analysis to these items with the Law Department. Through these discussions, they found that there were still some questions that needed to be given more discussion to be sure they are given the best answer before moving forward, and ensure that unintended consequences aren't being missed. This will take more time, and instead of waiting to forward everything together, it was decided it would be best to forward these new proposals and forward the rest later.

Mr. Arndt agreed it was important to forward the new items and give the others more discussion, but thought that they all needed to be forwarded together in order to make all of the regulations work accordingly. He then gave an example of an access issue that he believed could be a problem.

Ms. Maclean agreed that everything is important, but the other items still needed more time for analysis.

Mr. LeVine asked if there was any reasoning for the Planning Commission to discourage paving, if for some reason the property owner wanted to pave the attaching area, even though the ROW was not paved.

Ms. Christian stated that paving should not be discouraged. Ms. Christian suggested that the language be adjusted to say "shall be surfaced with materials consistent with the public right-of-way or better" may help with this.

Mr. LeVine suggested using the language "shall be paved or surfaced with materials consistent with the adjacent public right-of-way" to allow the applicant to pave if they would like to, unless there was a reason to preclude the paving.

Mr. Bohan stated that his department is in support of property owners paving or improving the surface to at least, or greater than, the current road surfacing. They do not want to preclude anyone from doing that; they are just trying to protect the roadway on surfaced roadways from potholes or raveling from a gravel surface.

Public Testimony

Ron Heintz – 19922 Cohen Drive

Mr. Heintz spoke in favor of the amendments to the ordinance, especially with respect to the paving. He also urged the Planning Commission to make sure that there is a timely effort made to look at the access issue that Mr. Arndt had described. He stated that he and his neighbor are attempting to consolidate three lots on Cohen Drive, and are unable to do so, because the access issue would mean that he would have to abandon his driveway that he has been using for 39 years. His house and whole property is oriented toward the driveway, so reorienting and building a driveway across another lot is preventing him from wanting to pursue a small subdivision and fixing this situation. He looks forward to the Planning Commission's future action on this.

Questions from Commissioners

Per his earlier comments, Mr. LeVine noted that with the way the language is phrased now requires a property owner to surface with materials that are consistent with the adjacent public ROW, which could be read to preclude paving, if the adjacent public ROW is not paved. This is not consistent with what the General Engineering Department would want and doesn't seem like good policy. Mr. LeVine directed attention to line 11 on page 129 in the packet and suggested adjusting the language to read: "The portion of the shared access in the right-of-way shall be paved or surfaced with materials consistent with the adjacent public right-of-way."

Ms. Wright asked Mr. LeVine to clarify on the materials he believed "paved" would consist of and if the materials would be consistent or better than those used in the adjacent ROW.

Mr. LeVine stated he had used the term "paved" because that had already been used in the language, so he assumed there was already an understood definition for "paved." He would defer for better language that could leave room for a property owner to develop something better than the current ROW they are working with.

Ms. Maclean stated that "paving" does have a specific definition with the CBJ and it means either asphalt or concrete. Therefore, with Mr. LeVine's revision, it is clear what it would mean at a staff level.

For the record, Mr. LeVine noted that the Planning Commission's discussion and the public comment reflected a desire to have the other portions of this ordinance reviewed and updated, as well.

MOTION: *by Mr. LeVine to accept staff's findings, analysis and recommendations and forward a recommendation to the CBJ Assembly for approval of AME2019 0005 as amended.*

The motion passed with no objection.

USE2019 0021:	A Conditional Use Permit for two (2) two-story, mixed-use commercial developments
Applicant:	Tiland-Schmidt Architects P.C.
Location:	365 S. Franklin St.

Staff Recommendation

Staff recommends that the Planning Commission adopt the Director's analysis and findings and grant the requested Conditional Use Permit for two (2) two-story commercial mixed-use buildings. The approval is subject to the following conditions:

1. The development shall utilize horizontal siding on the first floor of both buildings.

2. Prior to issuance of a building permit, the applicant shall submit a lighting plan illustrating the location and type of exterior lighting proposed for the development. All exterior lighting fixtures shall be of a "full cutoff" design, and exterior lighting shall be designed and located to minimize offsite glare. Approval of the plan shall be at the discretion of the Community Development Department, according to the requirements at CBJ 49.40.230(d).

3. Exterior lighting shall not be used in a manner that produces glare on public highways or neighboring property.

Mr. Hickok declared that he has a potential conflict of interest, as his parents own the building directly across from this proposed development. He does not have any financial investments in the building himself, though. He has reviewed the information, and feels that he can make an unbiased decision.

Seeing no objections from the Commission or the public, Mr. Hickok was allowed to stay and hear the case.

Ms. Crossley declared that she has a potential conflict of interest, as her employer is involved with an ongoing project adjacent to the proposed development. She feels that she can remain impartial and hear the case appropriately.

Seeing no objections from the Commission or the public, Ms. Crossley was allowed to stay and hear the case.

Mr. Arndt declared that he has a potential conflict of interest, as he is partners with the contractor that is doing the City work on the dock project, and possibly some work on the land where the proposed development will be. He has not taken part in any of that work, though, and he does not have any financial interest with it. He feels that he can make an unbiased decision.

Seeing no objections from the Commission or the public, Mr. Arndt was allowed to stay and hear the case.

Mr. Dye declared that he has a potential conflict of interest, as he manages the Senate Building in downtown Juneau. He does not have any ownership or financial interest in it, though. He feels he can make an unbiased decision.

Seeing no objections from the Commission or the public, Mr. Dye was allowed to stay and hear the case.

Staff Presentation
Ms. Camery presented information on the proposed development, showing site plans, color renderings, and some information on land ownership and previous reviews. Ms. Camery discussed details on proposed project design, and recommendations given from the Historic Resources Advisory Committee (HRAC) based on the Historic District Guidelines. She noted that ideally, the Table of Dimensional Standards should include a note that cross-references section 49.70.5500, the Historic District, to clarify that Historic District setbacks are preferred, but not required. This is similar to other developments, such as Wireless Communication Facilities and Bungalow Standards. She also answered questions that some Planning Commissioners had sent to her before the meeting took place. Ms. Camery stated that the applicant has complied with recommendations where practicable, including canopies, kick plates, one recessed entryway, a combination of single and double-hung windows, and a zero-foot setback for Building B. Staff recommends that the development shall utilize horizontal siding on the first floor of both buildings. Ms. Camery stated that the applicant has also requested a parking variance to reduce the off-street parking requirement, which is concurrently under review and would be discussed after the Commission finished hearing this case.

Mr. Dye clarified that this proposed development is within the PD-2 district, and not the PD-1 district that she had referenced in her presentation.

Ms. Camery referenced a map and stated that Mr. Dye was correct and this proposed development would be in the PD-2 district. She then went on to discuss some of the leasing plans the applicant was proposing and other requirements. No concerns were raised when other agencies were asked for comments, and no public comments were submitted prior to the start of this meeting. This proposed development complies with the Comprehensive Plan, the Long Range Waterfront Development Plan, the Juneau Economic Development Plan, and the Downtown Historic District Design Standards and Guidelines. Staff recommends approval of this proposed development with conditions.

Questions from Commissioners
Regarding the condition that the development utilizes horizontal siding on the first floor of both buildings, Ms. Crossley stated she was part of the HRAC meeting where this condition was discussed, and she was under the impression that they recommended all the siding be horizontal. She asked for reasoning behind the condition requiring only the first floor needing horizontal siding.

Ms. Camery replied that the condition comes from the HRAC liaison, Allison Eddins, and she had explained that HRAC prefers horizontal siding. However, the applicant had indicated that they wanted to use vertical siding, as well. The recommendation was, if the applicant didn't want to give up vertical siding entirely, then they would be encouraged to use horizontal siding on at least the first floors.

Ms. Crossley referenced the letter from Zane Jones, HRAC Chair, noting that the letter specifically stated the siding should be horizontal, instead of vertical, because it is in the Historic District Guidelines. This guideline is in place to ensure that there is harmony in the Historic District with materials used for developments. She spoke in favor of amending the condition to require all siding have horizontal orientation.

Mr. Dye offered a point of clarification to guide the conversation. He referenced 49.75.30 – Standards for Historic District Design Review, and asked if the Planning Commission acts as a historic review agency besides the recommendations made by HRAC.

Ms. Maclean stated that this situation was similar to when the Wetland Review Board makes recommendations to the Commission, and then the Commission has the discretion to take those recommendations, or not. The Planning Commission has the final approval on the conditions that are placed on the Conditional Use Permit.

Mr. Dye asked if there was a heavier weight to the Historic District Guidelines that the Commission can take into account via this Conditional Use Permit process, which includes Historic review that the Commission can accomplish through 49.75.30.

Ms. Maclean said he was correct.

Mr. Arndt noted that the Walter Soboleff Center was located within the Historic District, but has vertical siding. He asked how this could happen, if the Historic District Guidelines require horizontal siding.

Ms. Maclean stated that the Historic District Map boundaries were amended in 2013. The Soboleff Center does not fall within the Historic District.

Mr. Dye clarified that the boundary was adjusted prior to the construction of the building.

Mr. Winchell asked if the Commission was to only consider recommendations from the HRAC, or if the Commission could request, or make, additional commentary on their jurisdiction.

Mr. Dye suggested a short at ease at 8:09 P.M. The Commission resumed at 8:10 P.M.

Ms. Maclean stated that the Commission's purview for this case was through the Conditional Use Permit process. The Historic District Guidelines are reviewed by the HRAC. The Commission should tread lightly here, because there is no design review board, and the Commission is not a design review board to review things such as architectural features. Those features are reviewed at the HRAC level and then presented to the Commission. She also noted that the Historic District Guidelines are there to be practicable where they can be followed. After discussing the recommendations with staff, Ms. Maclean found that the applicant has worked carefully with the HRAC and the Historic Preservation Planner, Allison Eddins, to reach amenable conditions. A lot of work has gone into this project through the HRAC and the Guidelines have been reviewed thoroughly at that level.

Mr. LeVine noted that the HRAC is empowered as the experts in this regard. He takes that the Commission could disagree with them, or add additional conditions, but would have to have very compelling reasons for doing so.

Mr. Eiler asked if applicants were bound to the design as presented for the permits to be approved.

Ms. Maclean stated that the applicants had offered two separate leasing options, meaning uses may change, so staff focused the parking analysis on the option with more parking required. There is some leeway with the Conditional Use Permits, where if some things on site need to be adjusted, but the Commission is looking at the scale, square footage, lot coverage, the vegetative cover, and other items that fall under the Conditional Use Permit purview.

Mr. Voelckers asked staff to remind the Planning Commission of their task in relation to conformance with the Comprehensive Plan.

Ms. Maclean replied that the Comprehensive Plan gives guides for creating zoning. Then, the Title 49 Land Use Code is based off the Comprehensive Plan. Staff has verified that this development does meet the policies and guidelines of the Comprehensive Plan, as well as the Land Use Code. The Land Use Code supersedes the Comprehensive Plan.

Mr. Voelckers noted that there is some specific language in the Comprehensive Plan that he feels isn't necessarily addressed by the zoning requirements.

Ms. Maclean asked if Mr. Voelckers felt some area of this development did not meet the policies of the Comprehensive Plan.

Mr. Voelckers replied that he did not feel something didn't meet the policies, but wanted to clarify on how the Commission should use the Comprehensive Plan in regard to these types of permits.

For conformity with the Comprehensive Plan, and other adopted plans, Ms. Pierce stated that recognizing Title 49 is legal, granular, and prescriptive. The adopted plans cover many areas and provide policy direction, but don't necessarily belong within Title 49. It is an opportunity to ensure consistency with the broader adopted planning documents. When staff are pulling these sections from the adopted plans, they are looking to make sure that the application is in line with, or supported by, the plans, recognizing that changes may be made in the future. The Commission's review also falls along those lines.

Applicant Presentation
Robert Kuhar – Morris Communications aka Archipelago Properties – & Frank Schmidt – Tidland/Schmidt Architects PC
Mr. Kuhar thanked Ms. Camery and staff for working on this development and appreciated their efforts in moving this application forward. The Morris Communications company has had a presence in Juneau since acquisition of the Juneau Empire Newspaper in the early 1970s. In 1987, they relocated their entire newspaper operation to a brand new Juneau Empire building. The newspaper continues to operate at this facility today. The Archipelago property was acquired by the Morris family in the mid-1990s, with the idea of it being used as a potential commercial development and/or as possibly a museum. In 2008, as a result of the downturn in the economy, the reluctant decision was made to market the Archipelago property for sale. The property was marketed for 5 years, but received limited interest. In May of 2017, Morris Communications arranged a meeting with Carl Uchytil at Docks & Harbors to see if there was interest in exploring common development opportunities on the Archipelago property. The plans and renderings presented at this meeting represent countless hours of close cooperation between Docks & Harbors, CBJ, and the Archipelago Properties. The project started off as a joint development, but has since been divided into two separate projects. Docks & Harbors' and CBJ's interest in this project centered around providing more opportunity for waterfront visitors and residents, more open-space experience, and additional tour passenger vehicular staging areas. Archipelago Properties' interest focuses on the development of the Uplands in a unique, world-class, commercial experience befitting Southeast Alaska. He believes these goals have been successfully accomplished here. They believe this to be an excellent example of what can be accomplished with this kind of cooperation between the public and private sector.

As for the condition regarding siding, his understanding was that this was only an issue for the second floor, and the first floor was preferred as designed in the proposals. A lot of time and effort has gone into studying the plans and deciding on what to do with in the project. He noted that the Pier 49 building has a first floor very similar in character to what the applicants are proposing.

Mr. Schmidt stated that he has been working on retail developments of this nature for over 40 years. Bringing this project forward, there were a number of meetings, conversations had with staff, and that work is greatly appreciated. Regarding the horizontal siding condition, Mr. Schmidt stated that the applicants would prefer to use vertical siding on the first floor. They have designed something complementary to Pier 49, which is directly next to the proposed development. Vertical siding was selected, while noting that there are cases within the Historic District that have vertical siding. They are proposing very durable materials that would not have to be painted on the first floor, could withstand the weather with as limited maintenance as possible, and would look new year after year. The applicants are aware that many cruise ship passengers pass through this area and they want to make sure that the passengers feel like they are in a very special place. Years of work have been put into this project, and a number of ideas have been discarded to get to this point. In working with HRAC, it is very clear that horizontal siding is recommended in the guidelines, but the applicants are taking that information as guidelines. The applicants wanted to bring forward a proposal they thought would look better for this area, knowing that this is the last piece of property along Franklin Street of this nature. They want to create a landmark for this area and believe vertical siding is something that would help them do that. They have certainly heard all of the comments, and understand that the final decision is up to the Planning Commission, but this is something the applicants feel very strongly about. They hope the Planning Commission considers their side of things, but will understand if they require the siding to be oriented horizontally. They are willing and able to work with all of the other recommendations, as well.

Questions from Commissioners
Mr. Voelckers asked Mr. Schmidt for more details on the leasing options the applicants were proposing.

Mr. Schmidt stated that the general idea for leasing the second floor of Building A was for restaurants. There is a deck on the waterside, so there is hope for outdoor dining there. At one point, there was discussion of the entire second floor of Building A being dedicated to restaurants. For Building B, there were discussions of leasing for housing and office space. The topic of leasing for storage kept coming up, as well. There are some possibilities that the tenants renting the first floor may want to rent some of the second floor in Building B for storage. They have the buildings set up to be extremely flexible and be able to suit the needs of whoever may come in.

Mr. Voelckers noted that the main focus seemed to be mainly on summer tenants and business. He asked if any work had been done to ensure potential tenancy year-round.

Mr. Kuhar stated that the applicants are very, very interested in getting the correct mix of tenants in the project. From the beginning of the project, there two concerns heard from Docks &

Harbors: what can you do for vendors that were displaced from the site, and what can you do for year-round use. There is no special formula for determining what to do, but the applicants want to get the right mix of tenants to provide an excellent, community-oriented space the local population can enjoy year-round. Offering space to some of the local vendors that were displaced from the site is a high priority. A number of positions will be provided on site that will range from 40-100 square feet and have power and electricity options. The applicants will try to control their look, to maintain a more harmonious look, though. Docks & Harbors have expressed their support in this. Mr. Kuhar also noted that none of the vendors would be on the public portion of the dock; they will all be located on the property, in and amongst this development.

Mr. Eiler asked the applicants if there was fluidity in their planning that could allow for upstairs residential leasing, rather than just restaurants and such.

Mr. Kuhar stated that that could be a possibility, but it was not the preferential option at this time. Offices in Building B would be preferred. They are not sure if this would be the best location for that, but a number of vendor tenants have also expressed this interest, as well. The applicants are very interested in getting the best mix of tenants to create a quality development though, so they are open to any suggestions.

Pending the approval of the necessary building permits, Mr. Eiler asked if the design standards are seen as the final depictions of the development, in the applicants' eyes.

Mr. Kuhar stated that the design depictions presented at this time are close to finalized, with some small details to decide on.

Ms. Crossley noted that the applicants are proposing leasing for office spaces and requesting a parking waiver for no parking, but downtown Juneau has a number of vacant office spaces already. She asked if the applicants were envisioning office spaces for the tenants leasing space on the first floor, or for the greater public in general.

Mr. Kuhar replied that they would be looking at leasing office space for both, hopefully. He noted that this property is a very unique and special site. Circulation is key, with how it resolves Franklin Street and how it ties the Seawalk with Franklin Street. The style of the property allows pockets to get visitors to slow down and circulate, rather than a shotgun approach right along Franklin Street. The plans, as presented, have been very well received and promoted. Not at one time have they heard someone express that they would rather see a parking lot on this property. The applicants question if that would be the highest and best use at this location.

Mr. Voelckers stated that his main apprehension is that the measure of success will come by the extent the applicants are able to capture some kind of year-round sense of community. He believes that hinges almost directly on housing and other reasons to bring people to the area to have activity.

Mr. Kuhar stated that year-round prosperity has been the applicant's concern from the very beginning and it will continue to be. They are providing every opportunity they can think of to try to promote that. They are also planning to give first-rights to local establishments for tenancy and are hoping for potential monthly events.

Ms. Crossley clarified with the applicants that they took the Historic District Guidelines as just guidelines, rather than Code requirements.

Mr. Schmidt stated this was correct.

Ms. Crossley noted that, while there aren't many new developments occurring within the Historic District, the guidelines were created specifically because of development on Franklin Street that concerned the community. The guidelines were put forward to show what a historic neighborhood looks like. Pertaining to the letter written by Zane Jones, it seems that there are 6 recommendations that the applicants are not being followed, 3 were incorporated into the design, and 3 are questionable. She has concerns that the elevations pertaining to metal and stone siding were not brought to HRAC, but only eluded to at the meeting. She would like the applicants to speak to the 6 recommendations that were not being followed.

Mr. Schmidt replied they could go through them one by one, and asked her to list the first one.

Ms. Crossley stated that the first item is that the building should be built to the front lot line to engage with the street pertaining to the courtyard.

Mr. Kuhar stated that one of the things the applicants did not want to do on this property was shotgun a bunch of buildings and create something that is the same all the way up and down Franklin Street. They considered dividing the property into separate lots and lining them up along Franklin Street, but they did not see that as the best way to develop the property. They want to do something that resonates with visitors and locals. They want to provide some loiter space for the visitors, which HRAC also speaks to, rather than continue to march them up and down the street. At all the public hearings, the comments they heard the most was that everyone loved how different this development was from the surrounding properties.

Mr. Dye noted that the Commission will have time to debate the merit of everything later in the discussion and asked Ms. Crossley if she was referring to the items on packet page 165 and 166, items 1-7, which is the applicants' response to the letter from HRAC.

Ms. Crossley clarified that she was referring to packet page 158, the specific letter that Zane Jones wrote. She understands that staff has been working with the design team on these points, but she wants the Commission to understand that she does not believe some of them have been addressed to the best ability.

Ms. Maclean directed the Commission's attention to packet page 137, at the very top, where it speaks specifically to Building B and why it is not practicable to be built to the zero-foot setback, due to drainage and such.

Mr. Schmidt referenced a drawing of the proposed development and described how the drainage system, and other aspects, prevents developing to the zero-foot setback.

Ms. Crossley felt the drainage system was an important point to note for Building B. She asked if there was a similar drainage system that interfered with developing Building A.

Mr. Schmidt stated that they wanted to make the site easy to read overall for all visitors. As they were designing this, the overall parking changed size a number of times, but the property line was eventually set. Their designs allow a plaza area where people can gather. It is known that the area along Franklin Street is congested, and the sidewalk is very narrow, so the pockets in the proposed design could help relieve that congestion.

Ms. Crossley stated that they did not need to go through the items line by line, but she wanted to make it known to the Commission that she had concerns. The rooflines and the canopies were noted to not be consistent with the surrounding developments. Second story windows should be double hung, and some of them are in the designs, but most of them are not. The building materials should consist of wood and concrete, or similar durable materials. Stone and material that replicate the stone are not appropriate. She noted that stone on a bottom floor of historic building has been seen in downtown Juneau, and is consistent with other buildings, but they are not within the Historic District. She also noted that with the truck traffic splashing water from the roadway, stone is consistent for the top floor, but she maintains that the upper floors should have horizontal siding. Another important design feature is the building entryways. She sees that the applicants have recessed one entryway, but maintains that recessed entryways are a very important design feature of the Historic District.

Mr. Winchell spoke in favor of Ms. Crossley's argument and found these items important from a historical perspective. He understands why the applicants have proposed the designs they have, though. He asked if the applicants recognize the importance and need of the Historic District Guidelines.

The applicants replied that they understood.

Mr. Eiler asked if there was anything within staff's findings that the applicants disagree with.

Mr. Kuhar replied that the only item they disagree with is the horizontal siding, as they would prefer to use vertical siding. They took that item as guideline, rather than a Code requirement, but they have used materials that represent the historical significance and have used them in ways that follow the guidelines. He felt the idea is not to replicate exactly what is there, but to provide something unique and interesting that is based off historical precedence.

Mr. Arndt noted that the siding orientation is only in regard to the first floors, not the second.

Mr. Schmidt stated this was correct and he had spoken with staff to clarify this.

Public Testimony
Kirby Day – 1302 Tarn Court
Mr. Day works for Princess Cruises and is a part of the Tourism Best Management Practices group. He stated that year-round business would be great downtown, but he has seen that it is not an easy task to keep a business open year-round. Concerning the site plan and not building per the guidelines all the way along Franklin Street, Mr. Day spoke in favor of the applicants' proposed design and having the developments built farther back from the street. He believes this will help relieve the congestion from pedestrian traffic.

Mr. Voelckers asked for Mr. Day's opinion on year-round housing utilized in the development, and what he thinks the community would like to see.

Mr. Day stated that the community would love to see more housing options downtown. Whether or not this would be the right spot, or if the applicant has the ability to make it happen here, is unsure, though. It is clear that more downtown housing would be supported by the community.

Last Statements from the Applicants
Mr. Kuhar noted that the option of residential housing on the second floors of the buildings has not been ruled out. It just needs to be discussed more.

Ms. Crossley asked if the fire separation and other aspects required for residential housing were being taken into account at this time.

Mr. Schmidt replied that they are.

Mr. Alper asked if the applicants would decide to adjust their designs for parking, if residential housing becomes the top use for the second floors.

Mr. Kuhar replied that if parking would be required for the site, then they might need to start over with the design process.

Discussion
Mr. Voelckers reiterated that the big decisions the Commission needed to decide on was the orientation of the siding, and if this is going to be a successful development for the community. Does this development achieve the things that the Comprehensive Plan asks for, in terms of strengthening downtown Juneau, adding vibrancy, adding multiple reasons to be downtown. It makes sense for summertime use, but is this going to be successful year-round. Juneau has offered opinions on what is wrong and right with the city, and there have been concerns that parts of downtown have been developed, leaving no room for viability and have no winter life at all. This is a significant area and needs to be considered in depth.

Ms. Maclean noted that the Comprehensive Plan policies and guidelines dictate the Comprehensive Plan Land Use Map Designations. This site is Marine Commercial and the Land Use Designation then further lends itself to what zoning would be appropriate for the site, which is how it gets to Waterfront Commercial zoning. She recommends that the Commission look at

49.15 in the Conditional Use Permit and the conditions that the Commission can apply to an application. While she understands Commissioner Crossley's point on the Historic District Guidelines, Ms. Maclean noted that staff has taken the time to hear HRAC's comments and considered them. She reiterated, though, that the guidelines are just guidelines and they are to be applied where practicable. She believes the applicants have made a solid attempt to be compatible with the district. The materials and palates they are proposing are complementary and compatible, and they are not trying to create a replica building and fake out tourists either. There is a balance when it comes to historic preservation where we want to celebrate the historic buildings that have been preserved through the years, while making sure that new construction or redevelopment is complementary to those existing structures. They don't want to trick someone into believing that a building that was built in 2020, or 2021, was built in 1890. She believes this would do a disservice to the true historic buildings that have lasted through the centuries. She reiterates that the guidelines are guidelines and are only to be applied where practicable.

Since the leasing options have not been decided on yet, Mr. Arndt asked if the number of units allowed in this mixed-use development need to be determined for this case.

Ms. Maclean replied that this property is in the Waterfront Commercial zone, not Mixed Use. Residential housing is not proposed at this time, and the parking requirements are based on the building's square footage, because it is not residential. If something were to occur where more parking would be required, an amendment to the Conditional Use Permit or the Variance Permit may be needed, depending on what the Commission decides at this meeting.

Mr. Arndt noted that he was more concerned with the number of residences.

Mr. Dye noted that ties with a question Mr. Eiler asked earlier, where deviations to the proposals in the application would require an amendment to the Conditional Use Permit.

Ms. Maclean noted that Title 49 gives the Director a little discretion here. If the modification is so minor that none of the Commission's conditions and intent of decision changes, then the Director can make those minor amendments. If the changes change the conditions on which the Commission has based their approval, then it requires an amendment to the Conditional Use Permit and a new application will be required, which will need to be heard at a new hearing by the Planning Commission.

Mr. Winchell asked if the Commission was to move this forward, based upon the recommendations given by HRAC, if that would be sufficient to warrant a new meeting, or if they would be minor enough to move along with.

Ms. Maclean stated those recommendations could be heard at this meeting, but the Commission would have to make new findings, different from staff's findings.

Ms. Crossley spoke to Mr. Voelckers comments and reiterated that the Historic District Guidelines are important to consider and they exist for a reason. They are to maintain the cohesion of a historic neighborhood. She can see that they applicants are not trying to recreate a historic building. She proposes that the Commission think about accepting the guidelines and require that the second floors of the building use horizontal siding. With the proposed façade of the first floors, it does not make sense to require it.

Mr. Hickok spoke in favor of this proposed development. He believes it to be a beautiful project and applauds the applicant for thinking outside the box. He has seen how difficult it can be to maintain the historical buildings. New modern art has been put out on the docks, as well. They are not trying to recreate the historical portion. It has been difficult to maintain year-round tenants, but he believes the community will love to see this development built.

MOTION: *by Mr. Hickok to accept staff's findings, analysis and recommendations and approve USE2019 0021 with conditions.*

Mr. LeVine commented that there are two big considerations that need to be taken into account. The first consideration is related to the issues raised by Ms. Crossley concerning the Historic District Guidelines. The second is related to the issues raised by Mr. Voelckers where the items of the Comprehensive Plan need to be discussed. Mr. LeVine shares Mr. Voelckers' concerns. He suggests looking at them individually, possibly with proposed amendments to the motion.

The Commission agreed with Mr. LeVine.

Mr. Voelckers proposed a condition that suggests that the applicant consider the viability of housing as another positive mixed-use element. Not obligating, but considering.

Mr. Arndt agreed with Mr. Voelckers' condition.

Mr. Dye spoke against Mr. Voelckers' condition, as it is a soft condition, rather than a full obligating condition. He believes the questions and concerns raised by the Commission, staff, and the public have been heard by the applicants. He believes this to be just as valuable as an advisory, soft condition.

Mr. LeVine asked Mr. Voelckers to give more detail on what he meant by "consider" housing. He believes encouraging housing would make this project more viable year-round, but would like Mr. Voelckers to explain more.

Mr. Voelckers explained that, while he knows the Commission cannot direct an applicant on what to do, but what he means by "consider" housing is perform a rudimentary analysis that it looks at the economics and the community impact of steady housing. He has seen a number of examples of very successful mixed-use projects downtown that succeeded expressly because of housing.

Ms. Crossley asked if a list of possible deliverables be something to quantify this, such as a floor plan diagram showing units.

Mr. Voelckers felt it is a slippery slope and doesn't think the Commission should try to parse that too far of what a good faith means. He doesn't disagree with Mr. Dye, but knows that this is language that will resonate with the community. This is a critical issue that has not been brought to the floor enough, so he believes it would be good to get it on the record.

Ms. Wright noted that Mr. Voelckers had made a proposed motion, not an actual amendment, so that needed to be made clearer. She also noted that if the Commission is going to condition the uses, there are findings required by Title 49 that need to be made prior to conditioning. She referenced 49.15.330(f) and (g).

Mr. Voelckers stated that he was offering a specific amendment to add a condition that housing is considered. In terms of findings, on packet page 10 and 11, there are several references to Comprehensive Plan items the Commission is to consider. He suggests that the findings and records should show that Comprehensive Plan section 5.5, 5.6, and 5.11 are specifically relevant.

Mr. LeVine concurs with the findings Mr. Voelckers has identified about ensuring that the project is consistent with the Comprehensive Plan. He proposes an amendment to Mr. Voelckers proposed amendment to broaden the purview. He suggests the amendment be replaced in full with "the applicant shall consider all possible tools and avenues to ensure year-round occupancy of the structures, including but not limited to housing."

Mr. Dye suggested that Mr. Voelckers' amendment be finalized, and then Mr. LeVine could propose another amendment to replace it.

Ms. Wright stated that the Commission could do that, or Mr. Voelckers could also withdraw his amendment and accept Mr. LeVine's, if that is acceptable to him.

Mr. Voelckers asked Mr. LeVine to restate his amendment.

Mr. LeVine stated that his suggested language to broaden the purview is "the applicant shall consider all possible tools and avenues available to ensure year-round occupancy of the structures, including, but not limited to, housing."

Mr. Voelckers withdrew his amendment and endorsed Mr. LeVine's alternate amendment.

Mr. Hickok expressed concerns with dictating who the applicants' tenants should be and telling them what they should be doing with their building.

Mr. Eiler pointed out that at this time of year, there is active housing taking place on S. Franklin Street for legislative and other seasonal employees. Yet, that is not the game changer in catalyzing a new renaissance of S. Franklin Street that everyone is grasping for. He believes this a very well-founded and researched project. It originated with the Docks & Harbors public process, went through open meetings with the public, and architectural design consultants. He believes the Commission should accept the application as brought forward. While he admires the sentiment, he feels the method, by which the Commission is trying to amend this here, may not be the most effective and opposes the amendment.

Mr. Alper spoke in favor of the amendment.

Mr. Arndt asked if there was a deliverable that the City would have to sign off on, if the amendment is delivered.

Mr. LeVine felt that it would be difficult to prepare a product for this. He believes that there is not a lot of work required with this amendment, and the applicants are thinking about these things. He perceives this as a statement from the Commission that they recognize more work is needed to be done to ensure a more vibrant downtown with year-round occupancy.

With that in mind, Mr. Arndt spoke against the amendment, because he believes the applicants have heard the discussion and sentiments to consider housing. He believes that without having a deliverable for the City, it should not be added to the permit.

Roll Call Vote
The amendment to the motion passed 5-4.

Mr. Alper asked Ms. Camery to show the recommended conditions once more.

Ms. Camery presented the recommended conditions.

With condition #4 concerning parking requirements, Mr. Alper asked what would happen if the Conditional Use Permit was approved, but the Variance Permit for the parking waiver was not.

Mr. Dye stated that the intent behind condition #4 was to allow the Commission to make a decision on the Conditional Use Permit, without having to discuss the parking requirement until they discussed the Variance Permit.

Ms. Crossley proposed an amendment to staff's recommended condition #1, and suggested that the Commission require horizontal siding be utilized on the second floor of both buildings. She does not believe horizontal siding should be adhered to on the first floor.

Mr. Eiler stated that he appreciated the sentiment and Ms. Crossley's passion for historical preservation. However, he respectfully opposed the amendment, because he does not see the need for homogeneity amongst the structures. He believes that what has been proposed fits quite well within the fabric of the district in downtown.

Mr. LeVine asked Ms. Crossley to explain why she felt horizontal siding should only be required on the second floor.

Ms. Crossley stated that when you look at the building façades, the first floor is mainly glass. She believes that recommending first floor horizontal siding is not pertinent. She argues that horizontal be used on the second floor, because that is what is in tune to what the community has said for the past 30 years.

Roll Call Vote
The amendment to the motion failed 4-5.

Mr. Arndt pointed out that 49.15.330(f)(3) gives strength to striking condition #1. Ms. Maclean mentioned that the Comprehensive Plan determines this to be a guideline. He is not in support of enforcing design requirements on a private property. He believes it should be encouraged, but not enforced. Mr. Arndt proposed an amendment to strike condition #1.

Ms. Crossley, Mr. Arndt, and Mr. LeVine spoke in favor of Mr. Arndt's amendment.

Roll Call Vote
The amendment to the motion passed 9-0.

MOTION: *by Mr. Hickok to accept staff's findings, analysis and recommendations and approve USE2019 0021 with conditions, as amended.*

The motion passed with no objection.

IX. BOARD OF ADJUSTMENT

VAR2019 0005:	A Variance Permit to reduce the parking requirement to zero
Applicant:	Tiland-Schmidt Architects P.C.
Location:	365 S. Franklin St.

Staff Recommendation
Staff recommends that the Board of Adjustment adopt the Director's analysis and findings and deny the requested variance, VAR2019 0005. If the Board elects to amend the findings and approve the requested variance, the variance would allow a reduction of the off-street parking requirement to zero in association with USE2019 0021, a proposed two (2) two-story commercial mixed-use development.

The Planning Convened as the Board of Adjustment to hear case VAR2019 0005.

Staff Presentation
Ms. Camery presented information on the criteria for non-administrative variances, the project description, the parking requirements for this development, and how staff determined the parking requirements. She noted that the applicant has provided a second option listed on the leasing options as Option A that has a lower parking requirement. The Variance application is based on the higher parking requirement, since the final leases have not been signed. She stated that fee-in-lieu of parking is an option for this development and the current fee-in-lieu rate is $10,805 for a commercial parking space. These rates are set by the CBJ Finance Department and reflects changes to the Consumer Price Index for Anchorage as set by the State of Alaska (CBJ

49.40.210(d)(5)). Ms. Camery also discussed neighboring properties and the parking requirements for these properties.

Mr. Arndt asked if this development was within the PD-2 district.

Mr. Camery stated this was correct.

Mr. Arndt noted that the reductions are automatic. He asked if the initial number of spaces required is 80.

Ms. Camery clarified that the initial requirement is 114 spaces, and the reduction brings it down to 80 spaces. She noted that the PD-1 numbers she was showing were offered as a point of comparison.

Mr. Winchell asked if the fee-in-lieu of parking fee was an annual fee, or a one-time fee.

Ms. Camery replied that it is a one-time fee.

Mr. Alper asked if a separate Variance Permit would be required to adjust the property to a PD-1 requirement.

Ms. Camery stated that the PD-1 numbers were brought up, because it is a topic that previous Variance applications looked at, and it is something the applicant has discussed. It is just a number put out for consideration.

Ms. Maclean added that the Board of Adjustment has the discretion to accept staff's findings and recommendations, or change the findings and make new ones with a new decision. Part of that would give them the flexibility to change to PD-1, if the Board found that it was warranted.

Mr. Dye clarified that the Board of Adjustment can narrowly tailor conditions where it finds appropriate findings.

Mr. Maclean stated that the criteria for the applicant to provide are that it is narrowly tailored. The Board does have authority to condition the Variance approval, regarding location, character, and other features of the proposed structures or uses, as it finds necessary.

Ms. Camery went on to review the applicants' claims of financial hardship. She noted that the applicant has not reviewed options for reducing the size of the buildings, or reconfiguring the shape of buildings, to allow for any number of off-street parking spaces to accommodate the parking requirement. Nor has the applicant defined the threshold of what constitutes a financial hardship for the development. At this time, the applicant is requesting that the parking requirement be reduced to zero spaces and no fee-in-lieu payment of any amount has been suggested as reasonable. The Variance does not meet criteria sections 2a, 2b, 2c, or 2d. Therefore, staff recommends that the Board of Adjustment adopt the Director's analysis and findings and deny the requested Variance.

Mr. Voelckers asked if an applicant was to go through the fee-in-lie process and it is above a minimum number of spots, if that application would come back to the Planning Commission.

Staff stated this was correct.

Mr. Voelckers also asked if there was language that directs what the Planning Commission uses to evaluate this type of application.

Ms. Maclean replied that the fee-in-lieu information is found is in 49.40 – Parking. If the application is for fee-in-lieu of 5 or fewer, the application goes to the Director, 6 or more spaces go to the Board of Adjustment. There is also a series of requirements that need to be adhered to for approval.

Mr. Voelckers asked if the decision of the Planning Commission is appealable.

Ms. Maclean clarified that the Board of Adjustment is hearing the Variance case. The Board's decisions are appealable just as any Commission decision would be. It would be appealable to the CBJ Assembly, if anyone chooses to appeal within 20 days of when the decision is made.

Mr. Arndt asked Ms. Camery to go back to the slide on PD-1 and PD-2 parking districts. He asked her to show the Board the previous variances that had been approved for a reduction from PD-2 to PD-1.

Ms. Camery stated she did not have that information on hand. However, Ms. Maclean was able to give an approximation of the previous variance locations.

Mr. Dye asked if staff knew approximately how many of the variances were granted prior to fee-in-lieu being adopted as a relief mechanism.

Ms. Maclean stated that staff had not found any variances that were granted after the fee-in-lieu mechanism was established. All of the variances occurred before fee-in-lieu was an option.

Mr. Arndt asked for reasoning behind the layout of the Pd-1 and PD-2 districts.

Ms. Camery stated that the PD-1 district was originally created in 1979 and the PD-2 district expanded that area as the waterfront developed.

Mr. Dye noted that the last big area for Willoughby was the last major map amendment change, which occurred in 2011.

Mr. Arndt asked what the difference was between the areas in PD-1 and the Waterfront Commercial section of PD-2 and why the map was created this way.

Ms. Maclean replied that, while she is unsure, she sees that much of the PD-2 district is owned by CBJ, so it may have been anticipated that it wouldn't be developed. Whereas the PD-1 district is the Mixed Use zoning district, for the most part. The PD-2 district on the uphill side is almost all residential, single-family and duplex.

Mr. LeVine asked if the two criteria used for determining approval of this application are independent of each other and finding "no" for any subpart of the second criteria would result in denial of the variance.

Ms. Wright referenced 49.22.50, stating that all 4 subparts to the second criteria have to be met to recommend approval.

Mr. LeVine also asked if a fee-in-lieu payment is used to fund the construction of parking in another area, or if that was simply a payment to the City.

Ms. Maclean replied that the fee-in-lieu funds go into the City's general fund with the understanding that they would be used for the purposes of transportation, or parking and such.

Mr. Alper asked if the number of parking spaces determined could be broken down into how many spaces would be attributable to the customers vs. the employees. As there will be a number of customers coming from the cruise ships that won't need parking.

Ms. Camery stated that CBJ parking code does not distinguish between customers vs. employee parking. The parking requirements are all based on square footage.

Mr. Winchell asked if the knowledge of customers coming from cruise ships and not needing parking could be used a factor of determination in the analysis of the findings.

Ms. Maclean stated the Board has the discretion given through the criteria used to determine approval or denial. If the Board finds that that information meets that criteria and can be supported, then they can use it.

Mr. Alper asked if the handicap parking spaces were subject to variance process and if the Board has the authority to wave handicap parking.

Ms. Maclean stated that she is unsure the Board could make that waiver. However, some discretion in 49.40 speaks specifically to ADA spaces. If there are enough ADA spaces within a certain vicinity, then those spaces could be counted for the property. She gave some examples of where this has been used previously.

Mr. Dye noted that ADA spaces are calculated on the total number of spaces required, so they are automatically reduced if the space count is reduced.

Ms. Crossley noted that at least one ADA space may be required by Federal Code, though.

Mr. Eiler asked if there is a requirement for providing year-round parking.

Ms. Pierce stated that Code does not distinguish time of year.

Ms. Crossley noted that Code does distinguish for joint-use parking, though.

Ms. Maclean stated that there are specific requirements for joint-use parking, as well, and they are required to be off-hours of one another.

Mr. Alper asked if this proposal has any covered secure bicycle storage on site.

Ms. Camery stated that it did not.

Ms. Crossley stated that she felt a precedent was being set here that she finds to be a little dangerous. She asked if staff was aware of any projects that fell through, because the applicant couldn't afford the fee-in-lieu fees.

Ms. Maclean stated that the Second Street and Franklin Street project had fallen through, but she does not know if the fee-in-lieu fees were the only factor for the failure.

Applicant Presentation
Bob Kuhar – Morris Communications aka Archipelago Properties – & Murray Walsh – 2974 Foster Avenue
Mr. Kuhar stated that a lot of work had been put into this project, as he stated before. The very unique size and location of this site, with its proximity to the cruise ships and access to existing parking garage is what makes this site so special. It is truly one of a kind and is the last private piece of commercial property in the area available for private development. This proposed development as designed provides new commercial options for tourists and residents, while preserving water views, public access to the shoreline, and public gathering space. The applicants feel that surface parking in such a prominent area would significantly deter from the unique Southeast Alaska coastal town and experience for both the visitors and the residents. The applicants ask to be treated in a manner consistent with prior development in the area.

Mr. Walsh stated that the word "hardship" needed to be given some great thought. The Code for the variance criteria have changed, but the one that counts the most is the first one. If you think about the location of this property, the difficulty of providing on-site parking, and meeting all the other CBJ requirements, then you will see that it just doesn't make sense. This is the last piece of property like this. In the last 40 years, every substantial redevelopment has been able to be executed without creating any new parking on site. Several of them were allowed to be created with parking off site at the Rock Dump and shuttle their customers. They no longer follow through with this. The customers and employees are arriving on foot and finding different ways to get to the establishments. Reducing the parking to zero sounds like a big ask, but City policy for the last 40 years, whether intended or not, has essentially build your building and you don't need to provide any parking. The only thing that is significantly different now is the fee-in-lieu opportunity. Maybe that works out well for some, but these are big numbers that represent a financial and practical hardship. Staff notes that this property is rather large, compared to its neighbors, but that presents opportunities that some of the smaller places didn't have. Rather than use that size for parking, the applicants propose using it for public spaces. They have been praised for that by the community. If there is no parking needed for customers or employees, then why require it at all? The result of the last 40 years of development management in this area is several new buildings and no new parking. The applicants are asking for the same privilege that has been given to the others.

Mr. LeVine asked if there was information to support Mr. Walsh's claim that the companies that were required to provide shuttling have stopped doing so.

Mr. Walsh stated he had conducted a study of his own on this subject. He had looked at the files for all of the relevant variances granted and looked for compliance indicators. There were 4 variances that were given to reduce the parking requirement from PD-2 to PD-1 and allowed parking at the Rock Dump. In order to get their building permits, they would have to produce documents showing agreements, leases, and where to park. They produced these documents, and maybe ran the operation accordingly for some time. One or two were required to submit annual reports of the activity, but there are no annual reports on file. Mr. Walsh went to visit the sites where the parking was and found that it is covered with shipping containers that are off wheels. The shuttling is not taking place anymore.

Ms. Crossley asked if parking had been considered at the beginning of the project development, or not at all.

Mr. Kuhar stated that while parking was not presented as part of this package, the applicants assessed many ideations on how the site should be used. The applicants found that trying to accommodate parking on this site would result in a building with a footprint of about 3,500 – 4,000 square feet, with the rest of the site taken up by parking. Early on in the project development, the applicants had tried to work out a bus-staging set up. However, DOT will only allow one entrance to the site. Many hours were spent debating with DOT, but there would not allow more than one site and their requirements to allow the one entrance would reverse the traffic patterns on entering and exiting the site.

Ms. Crossley asked if the curb cut could be used for the CBJ parking lot, and then utilize some of the site for parking.

Mr. Kuhar stated they could not do this, due to the restrictions set by DOT.

Ms. Crossley asked about consideration in using the curb cut for the loading dock and Building A.

Mr. Kuhar stated that that would be utilizing the City's alley.

Ms. Crossley asked if parking along that strip was considered.

Mr. Kuhar stated that had been considered, but it gets very cramped. You might get one or two cars in there, but that would sacrifice the landscaping.

Ms. Crossley asked if parking on the first floor of the buildings was considered.

Mr. Kuhar stated that many different parking situations had been discussed. It is a very tight site dictated primarily the Docks & Harbors requirements. Early on, the proposed development was a 3-building scheme, but one building was removed, because Docks & Harbors required greater width in the access, as a requirement from DOT.

Ms. Crossley asked if one of the buildings could be downsized and parking could be placed in the open area.

Mr. Kuhar stated that it gets back to the economics. You could reduce the development to one building and build a parking lot, but the applicants are trying to maximize the opportunities. They are also trying to utilize the alley as much as possible for the loading area.

MOTION: *by Mr. LeVine to extend the meeting time to 11:15 P.M.*

Mr. Dye thought it may be better to extend the meeting to 11:30 P.M.

Mr. LeVine stated he withdrew his motion, if someone would like to make a new motion.

MOTION: *by Mr. Eiler to extend the meeting time to 11:30 P.M.*

The motion passed with no objection.

Ms. Crossley asked if there were a number of parking spaces that the parking could be reduced to, rather than reducing straight to zero, where the fee-in-lieu option would be feasible for the applicants.

Mr. Kuhar stated that, at this point, the applicants could not make any fee-in-lieu option work. He feels that the project, as designed, meets all of the criteria and is something the community supports. Short of starting over again, he does not see how they could make any parking work. Mr. Kuhar believes this type of situation is why variances were created. No matter what is done on the site, they will not be able to solve downtown Juneau's parking problem. If the development would have to be limited to one building at 4,000 square feet to allow for parking, it wouldn't conform to all the plans from a community and economic perspective. Is creating all this parking really the best and highest use for this property?

Mr. Eiler asked if requiring any parking at all would make the project unviable.

Mr. Kuhar said it was possible. More studies would have to be done, though. In all of the discussion that have been had in the last two and a half years, no one has stood up and said anything about creating parking. There has always been an assumption that a variance would be needed and could be given.

Mr. Arndt noted that all of Mr. Walsh's examples showed reductions from PD-2 to PD-1, and in no case did the reduction go from PD-2 to zero parking required. He asked what made this situation different from the ones that were only reduced to PD-1 and why this development should be granted a variance for zero parking.

Mr. Walsh stated that while some parking was required, the other developers did not follow through with their requirements of providing shuttling. The City never followed up on these cases and required them to follow through with their shuttling requirements, so in a way, they have essentially been reduced to zero parking. There are many ways to look at this, project viability being one of them, but it should also be looked at by being treated as fairly as the neighbors are. One establishment was even able to have their parking waived by providing bus passes for the employees. There is a tendency in urban areas to discourage the use of automobiles, by visitor and resident alike. This a way to recognize the past 40 years of development management in this area, as well as say this means employers can encourage their employees to find other means of traveling to work.

Public Testimony
Kathrin McCarthy – 414 3rd Street
Ms. McCarthy is a member of the Uptown Neighborhood Association. She is opposed to the variance request and finds it galling that this situation was never dealt with before. Planning and zoning is very important in the city, so to allow a developer to proceed with a project of this magnitude without addressing the issues and requirements of the present Code is galling. From her perspective, adding more cars to downtown Juneau, whether it be for employees or someone site seeing, is adding to the problems the downtown residents already have to deal with. She sees that her street is completely full most of the time and is a serious issue that effects the quality of life for downtown residents. The area this project is being planned for is extremely congested. Ms. McCarthy feels there are safety concerns with the amount of congestion and traffic, both pedestrian and vehicle. The fee-in-lieu funds may be good for the City, but it does not help the residents of downtown and the issues they have to deal with.

Serene Hutchinson – 4021 Mendenhall Loop Road
Ms. Hutchinson runs the tour company, Juneau Tours and Whale Watch, and was a tenant of the property where the development is proposed. She has participated in as much of the planning process as she could be and has loved all of the input the community has been able to put into it. She was very excited about the vision of creating a lovely development at this location. Even though her business operates seasonally, she does work downtown, as the Juneau Tours office is located downtown. She requests that the variance be approved for zero parking, because there has been no discussion on creating parking spaces in the most beautiful parts of Juneau. She does not believe adding more parking on S. Franklin Street would be beneficial, but would create more trouble and congestion. She stated that she operates many sales locations downtown, and all of the staff either live downtown and walk to work, or they are shuttled in from the Rock Dump area where the company's buses are stored. She feels that a hardship would be put onto the people utilizing downtown, if more cars and buses are added onto S. Franklin Street.

Ms. Crossley asked if Ms. Hutchinson stated that her employees park at the Rock Dump.

Ms. Hutchinson clarified that her company's buses are parked at the Rock Dump, so the bus drivers will drive other employees to the sales booths and locations downtown and employees will commute into downtown together.

Mr. Alper asked if he could still ask Ms. McCarthy any questions.

Ms. Wright stated that since public testimony is still open, they could bring Ms. McCarthy back up for questions.

Mr. Alper asked Ms. McCarthy if she was representing the Uptown Neighborhood Association at this meeting, representing some of her neighbors, or speaking just for herself.

Ms. McCarthy stated that she was representing some of her neighbors. She is not speaking in any kind of formal capacity for the Uptown Neighborhood Association, because they have not had a meeting yet this month. This issue would be coming up before the Uptown Neighborhood Association as a topic of discussion, though.

Kirby Day – 1302 Tarn Court
Mr. Day stated he feels this is a special and unique site, as it is one of the last pieces in downtown, is on the waterfront, and borders the Seawalk. Whatever happens tonight will not solve Juneau's parking problem. He believes that the Commission should look at what makes sense in this situation. He is concerned that the fee-in-lieu fees proposed here do not make sense for this project, since most of the customers coming to this development will not need parking. We haven't had any projects of this magnitude in the recent past, but what happens when the Ocean Center starts moving forward up the street, what will have to be added to their project. What about the museum that the City wants to develop, will the City exempt themselves from those fees? How do you take into effect storage area? There has to be something logical that makes sense here. Other developments have not taken place in this area in a long time. He believes that a company like Morris Communications has many other needs for capital monies around the country and world that they invest in. At some point, someone is going to say adding this amount of money to this project doesn't make it feasible. The project has already been delayed by two years. Mr. Day is in favor of the variance. He noted that shuttles from the Rock Dump never did work and the other establishments were never held to that. He asks that the Commission seriously consider reducing the parking to zero, because that is what makes sense here and this is not going to solve Juneau's parking problems.

Erica Simpson – 113 5th Street, Douglas
Ms. Simpson has worked with Morris Communications for some time, managing their property in Juneau and sourcing and retaining the vendor tenants that have used the property in the summertime. At any given time, they have had 14-18 small businesses operating on the property. This was an opportunity the Morris Communications group gave to the businesses of Juneau; they were not making any money, not even for the property taxes, yet they did this for 15 years. This allowed some small businesses to grow and expand into bigger businesses. Ms. Simpson believes Morris Communications has given back to the community. She spoke in favor of Mr. Day's comments as well, noting that the proposed development is on a unique property. She does not know how 80 parking spaces could fit on this lot. When she was managing the property as a parking lot, they were unable to fit more than 45 parking spaces. She believes the main thing to acknowledge here, is that this needs to be economically viable for Morris Communications to

continue offering the spaces to the small businesses. If they are required to pay the fee-in-lieu costs, then it could become unviable for the small businesses to continue to working with them.

Mr. Alper asked if Ms. Simpson's understanding that the proposed kiosk areas on the development were going to be food vendors and similar operators as to what was on the property previously.

Ms. Simpson believed that there will be different types of businesses operating out of the kiosks. She thinks the intent is to make them a little more aesthetically consistent with the development and to offer opportunity to small businesses and kiosks.

Ms. Crossley asked where Ms. Simpson and the business employees park when using the property.

Ms. Simpson stated that when the property was being used for vendor space, there were about 45 parking spots along the waterfront. About 20 of those 45 parking spaces were used by the businesses themselves, and the rest were rented by people who wanted to use them for bus staging and similar operation. The people who rented the spaces paid a lot of money for them. Ms. Simpson has had conversations with multiple businesses who are in support of offering the variance, because they want to see the property develop the plan that has been put forth. 95% of the customers coming to the businesses are via foot traffic. The majority of employees come in the summer time, and most of them don't have vehicles, so they will walk to work or carpool. That has how it has always been during the summer season in Juneau.

Following up to Ms. Simpson's statement that about 20 parking spaces were used by the businesses, Mr. Arndt noted that a similar number of spaces would be needed for this proposed development. He asked where Ms. Simpson envisioned those 20 cars going.

Ms. Simpson believed that the priority for the businesses is to be able to open their doors, and not be able to park right behind their business. That is what the business owners want, they are not concerned about where they are going to park or if they're going to be able to stage to unload supplies. They just want to be able to open their doors for business.

Discussion
Mr. Dye noted the time and stated that under the new rules, the Commission could extend past 11:30 P.M., but it would require a super majority vote and need consent of the Chair. He asked if anyone wished to motion to extend the meeting past 11:30 P.M.

MOTION: *by Mr. Eiler to extend the meeting time to 11:45 P.M.*

Mr. LeVine requested a roll call vote on this motion.

Mr. Alper asked what would happen procedurally if this the Commission didn't finish hearing the case at this meeting.

Mr. Dye stated it would be continued to another meeting date. He noted that the next Regular Planning Commission meeting was scheduled for February 25, 2020.

Roll Call Vote
The motion passed with no objection.

Ms. Maclean felt that some new information regarding the DOT requirements had been provided at the meeting that staff was not able to fully analyze before the meeting. While she was not sure that this would change her decision, she didn't think the Commission could fully consider the point without more analysis. She does not know if DOT can actually deny an access, so she would like to look into this more. She asked if the Board and the applicant would be amenable to continuing the meeting to February 25, so more analysis could be given.

Mr. Dye pointed that Ms. Camery had highlighted multiple options of paths forward that didn't include on-site parking, so he did not believe the new information would change matters.

Mr. LeVine concurred with Mr. Dye and preferred the Board continue at this time.

Questions from Commissioners
Mr. Kuhar read from the Marine Park to Taku Dock Urban Design Plan, which studied this area at length with public input. Docks & Harbors conducted this study for the subject area. One of the primary focuses is on the best and highest use for the Archipelago project. He highlighted that the proposed concept shows retail on the private property portion of the Archipelago property site, with the design balancing retail space, vendor areas, waterfront attractions, public space for community, visitor kiosks, canopies, transit parking, and public amenities. This is vital to meet the expected growth of the visitor industry and the desire that the downtown waterfront be the main attraction to the local community. The applicants plan to accommodate the same types of vendors that were previously on the site. One concept discussed is to create a marketplace style of mixed retail development. The proposed addition of retail space is sized to complement the expected market growth, balance need with insurance that other retail property values in the neighborhood are preserved, and introduce new construction in the area of downtown. For two and a half years, the applicants were under the impression that the variance would be given, so they were very surprised to hear the recommendation for denial. At no point in the project process were they told to scale the development back and provide on-site parking. Mr. Kuhar does not believe it would make sense economically to scale the project down to a smaller development.

Mr. Eiler believed the broader view of the property is where the Board should look. He asked if the fee-in-lieu fees were very disruptive to the business planning for the magnitude of this project and the public money that has gone into it. This is probably the size of about a 23 million dollar public private partnership where there are cost shares with the City, the cited plan funded by the City, and engineers doing initial design on some of the projects. He believes portions of land were purchased by the City at upwards of $900,000 to fully encompass its parking lot there. The City is doing the deck over and you did the excavation. He understands looking after the business needs of this project, but he wonders where the ask of a variance reduction to zero fits in the context of the planning. He hopes that the applicants would concede that they City and Morris Communications have done very well by each other through this process, given the amount of public money that has gone into, as well.

Mr. Kuhar stated that there has been no joint sharing of any of the costs for this project. Morris Communications has developed all of their plans and prints on their side and Docks & Harbors has done their prints on their side. He is not sure he follows Mr. Eiler's statement. They have not shared costs of any particular designs.

Mr. Eiler noted that there is so much that has fueled and made this progress possible, that it has been a joint project. For instance, construction of the retaining wall that delineates the properties, some of the surveying and engineering work that went into make all of this possible, the work with DOT on traffic patterns. The City has partner with Morris Communications quite closely in bringing these proposals to where they are. He questions if the variance reduction really needs to be zero in the scope of a 23 million dollar project.

Mr. Kuhar stated that because of the economic impact in the future and where this project goes, yes a variance reduction to zero is needed. Also considering, originally the applicants had planned to have this operation up and running by the summer of 2020, which turned into 2021, and now due to construction delays it has now become 2022. If this project isn't started fairly soon, 2022 is questionable. There was a tremendous amount of collaboration, but each party basically paid for what they needed to have researched and accommodated on the site for their needs. There was no joint cost share.

Mr. Arndt recalled that Ms. Simpson had stated the vendor carts had needed 20 parking spaces when they were on the site. If the applicants planned to bring all the same vendors back, he asked where their cars would be parked.

Mr. Kuhar stated that it goes back to what Mr. Murray had said. In the past, the City had granted the Rock Dump to accommodate employee parking. They found that the CBJ Assembly had allowed that, but in actuality, this had not commenced. The employees are finding other places to park, or are finding different ways to get to work. The interpretation is that it is not a requirement.

Noting the south side of the property, Mr. Alper asked if this area was to accommodate the kiosks or if the open area was to accommodate a setback requirement.

Mr. Kuhar stated this area was intentionally left open to specifically accommodate vendor kiosks.

Mr. Winchell asked what the driving policy behind the fee-in-lieu requirements is.

Ms. Maclean replied that the intent of the fee-in-lieu ordinance was to accommodate for a need in affordable housing and retail downtown. The fee-in-lieu requirement was another tool that developers could use to offset the parking requirements. The thought was that the fees would go into the general fund, with the intent that they be used for some sort of transportation, parking, or other related use or mitigation.

For the record, Mr. Winchell noted that there have been no variances given since the fee-in-lieu requirements were set.

Ms. Maclean stated that she is not aware of any variances that have been given since the fee-in-lieu ordinance was adopted. She is also not aware of many new building developments downtown. Building expansion requires it as well, so the Commission did see a fee-in-lieu application last winter for an expansion on S. Franklin Street, but she is not aware of any variances that have been granted since.

Noting the time, Mr. Voelckers asked if there was opportunity for scheduling a Special meeting, because more time would be needed to give this case the valuable debate it deserved.

Ms. Maclean suggested a motion to extend for an extra 10-15 minutes, to determine a Special meeting date.

MOTION: *by Mr. Eiler to extend the meeting time to 11:50 P.M.*

Roll Call Vote
The motion passed with no objection.

Mr. Dye recalled that the first Regular Planning Commission for February had been previously canceled. He asked if this meeting could be rescheduled for a Special meeting.

Ms. Maclean stated that that meeting had been canceled because some of the Commissioners, Planners, and Attorney Wright would be traveling as that time. She noted that 48 hours would be needed to schedule a public hearing. Ms. Maclean asked for clarification on if public testimony would be taken at the Special meeting.

Mr. Dye stated that since the public testimony portion of the meeting had been closed, it would take a vote of 6 Planning Commissioners to reopen, including for the applicant to speak again, as well. Ms. Wright agreed with Mr. Dye.

Ms. Maclean asked how the meeting should be publicly noticed.

Ms. Wright stated that the Special meeting would be a continuation of this meeting, so 48 hours-notice would be required, but that would not require a reopening of public testimony, because it is a continuation of this meeting.

Mr. Eiler suggested a meeting date of February 4, 2020.

After some deliberation, the Commission agreed this meeting date would work.

MOTION: *by Mr. Eiler to table this matter to a Special meeting to be scheduled for February 4, 2020 at 6:00 P.M.*

The motion passed with no objection.

X. **ADJOURNMENT** – 11:48 P.M.

Agenda
Planning Commission
Special Meeting
CITY AND BOROUGH OF JUNEAU
Michael LeVine, Chairman
February 4, 2020

I. <u>ROLL CALL</u>

Michael LeVine, Chairman, called the Regular Meeting of the City and Borough of Juneau (CBJ) Planning Commission (PC), held in the Assembly Chambers of the Municipal Building, to order at 6:09 p.m.

Commissioners present: Michael LeVine, Chairman; Nathaniel Dye, Vice Chairman; Paul Voelckers, Clerk; Travis Arndt, Assistant Clerk; Ken Alper, Shannon Crossley, Josh Winchell

Commissioners absent: Dan Hickok, Weston Eiler

Staff present: Jill Maclean, CDD Director; Emily Wright, Law; Teri Camery, CDD Senior Planner

Assembly members: Greg Smith

Prior to continuing the meeting, Mr. Levine explained Mr. Eiler had incorrectly obtained information regarding the archipelago project. In accordance with advisement of the Department of Law, because he had communications and information not before the Commission, he must be removed from any further participation on the variance request.

II. <u>REQUEST FOR AGENDA CHANGES AND APPROVAL OF AGENDA</u> - None

III. <u>APPROVAL OF MINUTES</u>- None

IV. <u>PUBLIC PARTICIPATION ON NON-AGENDA ITEMS</u>- None

V. <u>ITEMS FOR RECONSIDERATION</u>- None

VI. <u>CONSENT AGENDA</u>- None

VII. <u>UNFINISHED BUSINESS</u>- None

VIII. <u>REGULAR AGENDA</u>

VAR2019 0005: A Variance Permit to reduce the parking requirement to zero
Applicant: Tiland-Schmidt Architects P.C.
Location: 365 S. Franklin St.

Staff Recommendation

Staff recommends that the Board of Adjustment adopt the Director's analysis and findings and **DENY** the requested variance, VAR2019 0005. If the Board elects to amend the findings and approve the requested variance, the variance would allow a reduction of the off-street parking requirement to zero in association with USE2019 0021, a proposed two-story commercial mixed-use development

IX. BOARD OF ADJUSTMENT –

At 6:11 p.m., the Commission stood down and reconvened as Board of Adjustment to address VAR2019 0005.

Ms. Wright reminded the Commission of where they had ended the last meeting. Ms. Wright mentioned there were some members of the public who were unaware that public comment had closed and with a vote of six members, public testimony could be reopened if they chose to do so. She explained that although Mr. Eiler and Mr. Hickok were not in attendance, the required vote of six was unchanged.

Mr. Alper asked for clarification of the options available to the Board to confirm whether they are required to provide a strict yes or no vote or whether they can impose conditions for approval. Ms. Wright explained the Board has the option to approve, conditionally approve, modify, or deny the Variance request and explained the process they were to follow.

Ms. Camery briefly presented a recap of VAR2019-0005 to refresh Board members' memory.

MOTION: *by Ms. Crossley to open Public Testimony.*

Ms. Crossley spoke to her motion stating that there were people in attendance who might have something to add and she would like to hear from them. Mr. Dye objected stating that it would be unfair to the applicant to open public testimony as they may not be adequately prepared. Mr. Dye added the original meeting was properly noticed and testimony was taken then. Mr. Alper echoed Ms. Crossley's comment in support of public testimony. Mr. Voelckers agreed with Mr. Dye's objection.

Ms. Crossley withdrew her motion stating she had been unaware the applicant did not have representation at the current meeting.

Board and Staff Discussion

Mr. Voelckers asked for clarification on the references to financial hardship in the staff report. Ms. Camery referred to the staff report stating the criteria refers to unusual and special conditions associated with a property and does not directly refer to financial hardship. Ms. Maclean explained 'hardship' refers to features of the property that would make it significantly more expensive to develop the property as compared to adjacent properties and not to the personal finances of the applicant.

Mr. Arndt asked why the staff report talks about going from PD2 to PD1. Ms. Camery explained it was included because the applicant had used it in their application for the variance and it was a process that had been used in the past.

Ms. Crossley asked if any property has been granted a 100% parking variance in the downtown area. Ms. Camery and Ms. MacLean did not know of any. Ms. Maclean added they had focused on South Franklin and the waterfront and not the rest of the downtown mixed-use area.

Mr. Winchell wanted to know if the twelve Docks and Harbors parking lots were ceded as part of the conditions to bringing the plan to the commission? Ms. Camery did not know the answer.

Ms. Crossley spoke for property owners paying a fee in lieu of parking and questioned why there was only an all or nothing option without even a few spaces for staff. Mr. Levine commented that if the variance is not approved, it may come back at a later date with options for a number of parking spaces with or without a fee in lieu of meeting the full parking requirement. Mr. Winchell felt that it could set a bad precedent to go right to zero spaces when CBJ has the option of a fee in lieu.

Mr. Alper stated for the record that, in general, he supports reduced parking requirements downtown and he feels the current codes are too stringent. However, the option put forth by the applicant goes too far. In this case, he supports a reduction but not a reduction to zero.

There was some discussion regarding what could be discussed from the last meeting. Ms. Maclean told the Board that they cannot discuss the Conditional Use Permit as it is currently in the appeal period. Mr. Alper explained he was referring to it only as a way to illustrate his point. Ms. Wright explained the information in the packet could be discussed broadly but the Commission decision could not be discussed and Board members cannot discuss their personal positions on the Conditional Use Permit.

Mr. Levine asked hypothetically if they reduced the requirement from 80 spaces to 50, would that be allowable with a fee in lieu application. Mr. Dye added if the Board approved a reduction of spaces, would they be required to be onsite spaces or would the applicant have the discretion to locate the parking onsite, offsite, or pay a fee in lieu of parking? Ms. Maclean said the Board could specify that. Mr. Dye asked since this is in the downtown parking district would conditions need to be supported by findings explaining why required spaces were allowed to be on site or off site and if they granted a variance, could the Planning Commission override the variance at a later date? Ms. Maclean explained that once the variance is issued, it runs with the land. Therefore, the Commission could not repeal it.

Mr. Levine reminded the Board that there is no fee in lieu application before the commission so that is not up for debate at the moment.

Ms. Crossley asked if a reduction to zero would be legal and in accordance with ADA requirements. Ms. Wright said that a reduction to zero would not meet ADA requirements. The minimum requirement is one to four accessible spaces.

Mr. Voelckers spoke in support of reducing the number of required spaces to PD1 standards but was unsure how to write the findings to reach that goal. Mr. Alper wondered if the Board could discuss what is the consensus outcome and then work to meet that. Mr. Levine said that while he agrees in theory with this goal, he does not think the Board can make it work with the criteria before them.

Following some discussion, Ms. Crossley suggested she was thinking about denying the variance and leaving it to the applicant and CDD to come up with a solution. Mr. Alper was not comfortable with simply denying the application but agreed that it may be the best decision in this circumstance and would leave the option for the applicant to propose a solution.

Ms. Crossley pointed out that if they were to vote NO, then the applicant could come before the Commission again and that would give the Commission the opportunity to clarify their questions directly with the applicant.

MOTION: *by Mr. Voelckers to adopt director's analysis and findings and DENY the requested variance VAR2019 0005.*

Mr. Dye and Mr. Alper spoke in favor of the motion.

MOTION: *by Mr. Levine to amend the motion on the floor to change the verbiage of Finding 2C to read, "Based on the preceding analysis, a grant of the variance for a zero parking requirement may be detrimental to the public health, safety, or welfare by pushing employees or customers of the development to park in surrounding neighborhoods. The CBJ has separate process for fee in lieu to address situations like this."*

Mr. Alper spoke in favor of the amendment to the motion. Mr. Arndt agreed but suggested deleting the fee in lieu portion as the application does not mention fee in lieu.

Mr. Levine withdrew his motion and suggested a new motion.

MOTION: *by Mr. Levine to amend the motion on the floor to change the verbiage of Finding 2C to read, "Based on the preceding analysis, a grant of the variance for a zero parking requirement may be detrimental to the public health, safety, or welfare by pushing employees or customers of the development to park in surrounding neighborhoods."*

The amendment passed without objection.

Mr. Levine asked for roll call vote on Mr. Voelckers' motion to accept staff findings to DENY VAR2019 0005 as amended. The motion passed unanimously.

At 6:59 p.m. the Board of Adjustment stood down and reconvened as the Planning Commission

X. OTHER BUSINESS

Mr. Levine announced the following committee assignments:

- Title 49 Committee – Mr. Dye, Chair; Mr. Arndt, Mr. Winchell, Mr. Eiler, Ms. Crossley
- Governance Committee – Mr. Voelckers, Chair; Mr. Hickok, Mr. Alper
- Subdivision Review Committee – Mr. Arndt, Chair; Mr. Dye, Mr. Voelckers
- Lands Committee Liaison – Mr. Hickok
- Public Works & Facilities Liaison – Mr. Voelckers
- Juneau Commission on Sustainability Liaison – Ms. Crossley
- Wetlands Review Board – Mr. Hickok, Mr. Alper
- Blueprint Downtown Liaison – Mr. Dye
- Auke Bay Steering Committee – Mr. Dye, Ms. Crossley, Mr. Voelckers, Mr. Hickok
- Douglas/West Juneau Planning Committee Liaison – Mr. Winchell
- Ad Hoc Committee – Mr. Arndt, Mr. Alper, Mr. Eiler

XI. STAFF REPORTS

Ms. Maclean reported the following upcoming meetings:

- Blueprint Committee – February 20, 6:00 p.m.
- Auke Bay Ad Hoc Committee – Thursday, February 6, 6:00 p.m., UAS Rec Center
- APA is next week
- CDD is presenting its Housing Forum – February 28, all day
- Public Works & Facilities Committee, March 2, Noon
- Lands Committee, March 2, 5:00 p.m.
- At the February 25 Planning Commission meeting, the Planning Commission will be appointing South Douglas/West Juneau Area Plan Steering Committee members. There are currently nine applicants.

Mr. Dye asked about the status of Title 49 draft ordinance and asked when the Commission could have a copy of the draft. Ms. Maclean said she would try to get them a copy by Wednesday.

Mr. Voelckers asked about the joint Planning Commission-Assembly meeting. Ms. Maclean said it could be as early as the second week of March.

XII. COMMITTEE REPORTS

- Mr. Dye reported Blueprint Committee met and has finished the transportation chapter and is starting another chapter. Economic development and business vitality will be the next chapter.

Mr. Arndt asked Ms. Maclean when she expected to see the Auke Bay Plan being finalized and going before the Committee of the Whole and the Planning Commission before going to Assembly. Ms. Maclean hopes that once the Ad Hoc committee meets, it will go from there to the Committee of the Whole.

- Mr. Voelckers reported he attended the Public Works Committee meeting and learned the City is exploring nontraditional bid methods. Additionally, DOT presented a study underway regarding the Fred Meyer intersection.

- Ms. Maclean added the Public Works and Lands Committees are meeting February 10 and there will be an Upstairs Downtown Presentation to the Lands Committee on March 2.

Mr. Dye invited Planning Commission members to attend the upcoming Auke Bay subcommittee meeting and see what the subcommittee has been up to.

XIII. LIAISON REPORTS

Greg Smith reported on recent Assembly activities since the last Planning Commission meeting.

- The Assembly has met recently with the Bartlett Hospital board and with the Docks & Harbors Board
- The owners of Gastineau Apartments have completed their financial obligations to CBJ. ($1.5 million plus interest)
- At the Regular Assembly meeting last night, they adopted the nuisance property ordinance, authorized a land sale for an assisted living facility, and approved a $2 million grant for that facility.

XIV. CONTINUATION OF PUBLIC PARTICIPATION ON NON-AGENDA ITEMS

- Dorene Lorenz – 8385 Marsha

Ms. Lorenz is a private citizen and a member on the Historic Preservation Committee and she asked that the commission reconsider their decision on the historic district.

Mr. Levine interrupted Ms. Lorenz and it was determined that because this meeting is a continuation of the last meeting, Ms. Lorenz cannot speak to this as it would constitute a conflict and she would be excluded from participating in further meetings. Ms. Lorenz stepped down.

Mr. Dye clarified with Ms. Maclean that Commission members cannot discuss any decision until the 20-day appeal period expires.

XV. **PLANNING COMMISSION COMMENTS AND QUESTIONS** - None

XVI. **EXECUTIVE SESSION** - None

XVII. **ADJOURNMENT** - 7:22 pm

THE CITY AND BOROUGH OF JUNEAU, ALASKA

Meeting Minutes - February 24, 2020

MEETING NO. 2020-07: The Regular Meeting of the City and Borough of Juneau Assembly held in the Assembly Chambers of the Municipal Building, was called to order at 7:00 p.m. by Mayor Beth Weldon.

I. FLAG SALUTE

II. ROLL CALL

Assemblymembers Present: Mayor Beth Weldon, Loren Jones, Maria Gladziszewski, Carole Triem, Wade Bryson, Alicia Hughes-Skandijs, and Greg Smith

Assemblymembers Absent: Michelle Hale, Rob Edwardson

Staff Present: City Manager Rorie Watt, City Attorney Robert Palmer, Deputy City Manager Mila Cosgrove, Municipal Clerk Beth McEwen, Finance Director Jeff Rogers, CDD Director Jill Maclean, Interim Engineering/Public Works Director Robert Barr, Port Director Carl Uchytil, Emergency Programs Manager Tom Mattice, Bartlett Hospital Administrator Chuck Bill, Parks and Recreation Director George Schaaf, Assistant City Attorney Teresa Bowen, Assistant City Attorney Emily Wright, Litigation & Support Assistant Jesse Peterson

III. SPECIAL ORDER OF BUSINESS

A. Staff Update on Coronavirus (COVID-19)

Public Health Nurse Christina Schulte-Pereyra spoke about the Novel Corona virus being referred to as COVID-19. So far there are -0- cases in Alaska. She explained that the transmission of the virus occurs via respiratory droplets that can be spread by close contact with those infected. She talked about quarantine and isolation protocols. She then answered questions from Assemblymembers on a variety of issues related to the virus.

Emergency Programs Manager Tom Mattice also spoke about what BRH and the US Coast Guard are doing to revisit their plans and resources in anticipation of the virus coming to AK and Juneau.

IV. APPROVAL OF MINUTES

MOTION by Ms. Triem to approve the minutes of the December 16, 2019 and January 13, 2020 meetings with minor corrections and asked for unanimous consent. *Hearing no objection, the minutes were approved with correction.*

<u>MOTION</u> by Mayor Weldon to approve the minutes of the January 15 and 30, 2020 meetings and asked for unanimous consent. *Hearing no objection, the minutes were approved with correction.*

A. December 16, 2019 Regular Assembly Meeting #2019-38 DRAFT Minutes

B. January 13, 2020 Regular Assembly Meeting #2020-01 DRAFT Minutes

C. January 15, 2020 Special Assembly Meeting #2020-02 DRAFT Minutes

D. January 30, 2020 Special Assembly Meeting #2020-04 DRAFT Minutes

V. MANAGER'S REQUEST FOR AGENDA CHANGES

None.

VI. PUBLIC PARTICIPATION ON NON-AGENDA ITEMS

None.

VII. CONSENT AGENDA

A. Public Requests for Consent Agenda Changes, Other Than Ordinances for Introduction

None.

B. Assembly Requests for Consent Agenda Changes

None.

C. Assembly Action

<u>MOTION</u> by Ms. Gladziszewski to adopt the Consent Agenda and asked for unanimous consent. *Hearing no objection, the motion carried.*

1. Ordinances for Introduction

   a. Ordinance 2019-37 An Ordinance Amending the Land Use Code to Repeal and Replace the Nonconforming Development Code.

      A nonconforming situation occurs, for example, when a house is lawfully constructed but due to an amendment to Title 49, the house could not be rebuilt today. A designation of nonconforming has caused some lenders in Juneau to require higher down payment amounts and other terms, which makes buying and selling certain property extremely difficult.

This ordinance would repeal the existing Title 49 nonconforming code and replace it with regulatory provisions that better reflect our community values. Unlike the current nonconforming code, this ordinance would emphasize that most nonconforming housing situations could be rebuilt if the residential structure was accidentally destroyed, like by a fire or avalanche. See 49.30.215(d)(1). This ordinance also codifies the current practice of Community Development to determine if a development is conforming, nonconforming, or noncompliant. See 49.30.310. This ordinance should make buying and selling most nonconforming residential developments easier while protecting the community from harmful nonconforming developments.

The Planning Commission recommended amending the nonconforming provisions of Title 49 after holding multiple public meetings including: August 27, 2019; September 17, 2019; and October 15, 2019. The Assembly Committee of the Whole reviewed this topic on December 9, 2019.

Since December, the City Attorney conducted a final legal review, which reorganized and condensed the ordinance from 24 pages to 16 pages. Notably, all of the Planning Commission's recommended policies remain except a proposed new review process that would have allowed the Planning Commission to approve a change from a nonconforming development to a prohibited development. That review process was located at 49.30.320 (pages 16-20 of the 12/9/2019 Committee of the Whole packet). If that new review process is desired, more policy and legal work is needed.

The City Manager recommends the Assembly introduce this ordinance and set it for public hearing at the next regular Assembly meeting.

b. Ordinance 2020-06 An Ordinance Amending the Land Use Code Repealing the Subdivision Review Committee.

The Subdivision Review Committee is a four-member advisory committee of the Planning Commission created to review and comment on subdivisions. However, the Subdivision Review Committee has not convened in a long time as most subdivisions are now reviewed and approved by the Community Development Department director and because the minor subdivision limit of four lots increased to 13 lots in 2015.

By repealing the requirement for the Subdivision Review Committee, this ordinance would eliminate authority conflicts between the Subdivision Review Committee and the director, and it would maintain the impartiality

of Planning Commissioners to review major subdivisions and appeals of minor subdivisions.
When the Planning Commission updated its Rules of Order on December 10, 2019, it recommended the Assembly repeal the requirement to have a Subdivision Review Committee.

The City Manager recommends the Assembly introduce this ordinance and set it for public hearing at the next regular Assembly meeting.

c. Ordinance 2020-07 An Ordinance Amending the Comprehensive Plan Related to Historic and Cultural Preservation.

This ordinance would repeal the 1981 Downtown Historic District Development Plan and replace it with a new Historic and Cultural Preservation Plan. The new plan provides greater access to grants, greater acknowledgment of Juneau’s cultural history, and greater preservation of Juneau’s historical buildings and properties.

The Planning Commission reviewed this ordinance on November 12 and 26, 2019, and recommended the Assembly adopt it as part of the Comprehensive Plan. The Assembly Committee of the Whole reviewed this ordinance on February 10, 2020, and referred it to the Assembly for introduction.

The Plan is available at
https://3tb2gc2mxpvu3uwt0l20tbhq-wpengine.netdna-ssl.com/wp-content/uploads/2020/02/Historic-Preservation-and-Cultural-Plan-FINAL-VERSION-2020.02.19.pdf

Hardcopy versions of the Plan are also available at the Municipal Clerk's Office and at Community Development.

The City Manager recommends the Assembly introduce this ordinance and set it for public hearing at the next regular Assembly meeting.

d. Ordinance 2020-12 An Ordinance Authorizing the Manager to Convey City and Borough Property Located in Lemon Creek to the Alaska Department of Transportation and Public Facilities.

The State of Alaska Department of Transportation & Public Facilities (ADOT/PF) has requested to purchase four small fractions of lots totaling 2,368 square feet along the Glacier Highway right-of-way in the vicinity of Renninger Street in Lemon Creek. The ADOT/PF intends to improve Glacier Highway from Vanderbilt Road towards the old Walmart property.

The Parks & Recreation Advisory Committee provided a positive recommendation for this proposal at its meeting on November 2, 2019. On January 8, 2020, the Planning Commission found the project consistent with CBJ adopted plans. The Lands Committee reviewed the request on February 10, 2020, and provided a motion of support to the Assembly. This ordinance would allow the CBJ to dispose of this property to the ADOT/PF for fair market value.

The City Manager recommends the Assembly introduce this ordinance and set it for public hearing at the next regular Assembly meeting.

e. Ordinance 2020-13 An Ordinance Authorizing the Manager to Convey City and Borough Property Located in the Mendenhall Valley to the Alaska Department of Transportation and Public Facilities.

The State of Alaska Department of Transportation & Public Facilities (ADOT/PF) has requested to purchase 25,050 square feet of City and Borough property for Mendenhall Loop Road improvements for traffic flow, safety, and to meet current standards.

The Planning Commission reviewed this project on June 11, 2019 and found it consistent with CBJ adopted plans. On January 10, 2020, the Parks & Recreation Advisory Committee provided a positive recommendation with conditions. The Lands Committee reviewed this on February 10, 2020 and provided a motion of support to the Assembly. This ordinance would allow the CBJ to dispose of this property to the ADOT/PF for fair market value.

The City Manager recommends the Assembly introduce this ordinance and set it for public hearing at the next regular Assembly meeting.

2. Resolutions

a. Resolution 2878 A Resolution in Support of the City and Borough of Juneau's Application to Acquire Tide and Submerged Land from the State of Alaska between the Franklin Dock and the AJ Dock.

This resolution would support the CBJ's request to the Alaska Department of Natural Resources for the conveyance of approximately ten acres of tide and submerged lands along the downtown waterfront between the Franklin Dock and the AJ Dock. Consistent with the Long Range Waterfront Plan, CBJ acquisition of these lands (1) would enable the CBJ to extend the Seawalk from the Franklin Dock to the AJ Dock, and (2) would provide the Assembly options for further waterdependent development like construction of a floating berth at the Franklin Dock. This resolution does not bind the Assembly into a course of conduct, but it would give the Assembly options for waterfront development.

Lease of tidelands to the Franklin Dock and negotiation for land rights for the Seawalk extension would require subsequent Assembly process and approvals, including an ordinance authorizing the lease of municipal tidelands to the Franklin Dock and appropriation of funding for a Seawalk project or projects. Acquisition of these lands would put these issues before the Assembly. Acquisition of the lands does not cause or require any specific subsequent action by the Assembly.

This matter was considered at the Joint Docks and Harbors/Assembly meeting on January 30, 2020, and by the Assembly Committee of the Whole on February 10, 2020. The Assembly Committee of the Whole recommended CBJ staff pursue a lease from the State to satisfy AS 38.05.825(a)(6)(B) or (C). However, on February 11, staff at DNR indicated reference to the CBJ Long Range Waterfront Plan likely provided sufficient authority to satisfy AS 38.05.825(a)(6)(A).

The City Manager recommends the Assembly adopt this resolution.

3. Liquor License

   a. Multiple Liquor License Renewals & One Transfer of Ownership for License 2533

   These liquor license actions are before the Assembly to either protest or wave its right to protest the license action.

   <u>Transfer of Ownership for Liquor License #2533</u>
   License Type: Beverage Dispensary, License #2533
   Transfer From: Jack D & Arlene D Tripp, d/b/a Viking Restaurant & Lounge
   Transfer To: The Viking Lounge LLC, d/b/a The Viking Lounge
   Location: 216 Front Street, Juneau

   <u>2020-2021 Renewal of Liquor Licenses</u>
   License Type: Beverage Dispensary-Tourism, License #175
   CHN Holding LLC, d/b/a Breakwater Inn Restaurant & Lounge
   Location: 1711 Glacier Ave., Juneau

   License Type: Beverage Dispensary-Tourism, License #5430
   Mac Ventures, LLC, d/b/a McGivney's Sports Bar and Grill
   Location: 51 Egan Drive, Juneau

License Type: Beverage Dispensary, License #728
JD Entertainment, Inc., d/b/a The Island Pub
Location: 1102 2nd Street, Douglas

License Type: Beverage Dispensary, License #1166
Triangle Club Inc., d/b/a Triangle Club
Location: 251 Front Street, Juneau

License Type: Brewery, License #2534
Alaskan Brewing LLC, d/b/a Alaskan Brewing Co.
Location: 5429 Shaune Drive, Juneau

License Type: Restaurant/Eating Place, License #4192
Jeong Hee Kim d/b/a Seong's Sushi Bar
Location: 740 W 9th Street, Juneau

License Type: Restaurant/Eating Place, License #4405
Tides Complex, Inc., d/b/a Dragon Inn
Location: 5000 Glacier Hwy., Juneau

License Type: Restaurant/Eating Place, License #5153
Midnight Ninja Ventures Inc., d/b/a The Rookery Cafe
Location: 111 Seward Street, Juneau

License Type: Restaurant/Eating Place, License #5278
Abigail May LaForce Roha d/b/a Zerelda's Bistro
Location: 9351 Glacier Hwy., Juneau

License Type: Wholesale-General, License #4943
Specialty Imports, Inc., d/b/a Specialty Imports
Location: 540 W 8th Street, Juneau

Staff from the Police, Finance, Fire, Public Works (Utilities), and Community Development departments have reviewed the above licenses and recommend the Assembly waive its right to protest the applications. Copies of the documents associated with this license are in the Assembly's e-packet or available in hardcopy upon request to the Clerk's office.

The City Manager recommends the Assembly waive its right to protest the above-listed liquor license transfer and liquor license renewals.

4. Other Items for consent

a. City Project Review: Aspen Avenue Reconstruction

Aspen Avenue Reconstruction rebuilds and resurfaces Aspen Avenue between Mendenhall Boulevard and Taku Boulevard. Valley curb and gutter will route surface drainage to ground-infiltration outfalls on Mendenhall Boulevard, mitigating urban impacts to Duck Creek water quality. The sewer system, in place since development of the neighborhood, will be replaced. The north 20 feet of the water system will be replaced – the rest was replaced in 1996 and is functioning well. The project is funded through $1.1 million from the Areawide Street Sales Tax and $150 thousand from the Wastewater Enterprise Fund.
The Planning Commission's Notice of Recommendation is included in your agenda packet.

b. City Project Review: Hospital Drive Reconstruction

Hospital Drive Reconstruction rebuilds and resurfaces Hospital Drive from Old Glacier Highway past the Johnson Youth Center, then to the north end of the hospital driveway. A sidewalk will be constructed between the Salmon Creek Lane bus stop and Old Glacier Highway. Existing sidewalk along the rest of the route will be replaced. The driveway from the surgery center on the corner of Old Glacier Highway and Hospital Drive will be relocated further up the street to mitigate traffic conflicts. The water system is of an undetermined age and will be replaced. The sewer system does not need replacement at this time. This project is currently funded with $800 thousand from Areawide Street Sales Tax and $150 thousand from the Water Enterprise Fund. Design and construction will be broken into two phases to accommodate the results of the ongoing Bartlett Master Planning effort.

The Planning Commission's Notice of Recommendation is included in your agenda packet.

VIIIPUBLIC HEARING

A. Ordinance 2019-06(S) An Ordinance Appropriating to the Manager the Sum of $200,000 as Funding for the Centennial Hall Renovation Phase II Capital Improvement Project; Funding Provided by the Hotel Tax Fund's Fund Balance.

This ordinance would appropriate $200,000 from the Hotel Tax Fund to begin design work on Centennial Hall renovations and upgrades. These funds will allow design work to begin ahead of anticipated construction in the summer or fall of 2021. The scope of work will include items 1-4 as discussed at the December 9, 2019 Public Works and Facilities Committee meeting, which specifically includes upgrades to mechanical and electrical systems, renovation of ballrooms, and renovation and expansion of the building foyer. The source of the funds is the additional 2% hotel tax enacted on January 1, 2020 for the purpose of improvements to Centennial Hall, which is expected to generate new revenue of $210,000 in FY2020.

The City Manager recommends the Assembly adopt this ordinance.

Public Comment:
None.

Assembly Action:

MOTION by Ms. Gladziszewski to adopt Ordinance 2019-06(S) and asked for unanimous consent. *Hearing no objection, the motion passed.*

Ms. Gladzisewski asked for the City Manager to report back to the Public Works and Facilities Committee as these plans progress.

B. Ordinance 2019-06(T) An Ordinance Appropriating to the Manager the Sum of $4,000,000 as Funding for Douglas Highway – David to I Street Water System Replacement Capital Improvement Project; Loan Funding Provided by the State of Alaska Department of Environmental Conservation, Alaska Drinking Water Fund State Revolving Fund.

This appropriating ordinance provides $4 million for the replacement of the water system in Douglas Highway between David Street and I Street, including a segment down Capital View Avenue to 2nd Street Douglas. The water system was constructed in the early 1980's, is past its useful life and prone to leaks and failures. This work is scheduled to occur during the 2020 construction season, prior to the Alaska Department of Transportation rehabilitating Douglas Highway during the next couple of years.

The Public Works and Facilities Committee moved the appropriation forward at its meeting of September 23, 2019.

The City Manager recommends the Assembly adopt this ordinance.

Public Comment:
None.

Assembly Action:

MOTION by Mr. Jones to adopt Ordinance 2019-06(T) and asked for unanimous consent. *Hearing no objection, the motion passed.*

Mr. Jones had a question about the second phase of the project and Mr. Watt explained the timelines and contract approval process.

C. Ordinance 2020-02(b) An Ordinance Regulating Commercial Rental, Provision, and Use of Shared Micromobility Devices.

Ordinance 2020-03 extended the moratorium for certain micromobility devices through July 9, 2020.

This ordinance would prohibit commercial rental or use of micromobility devices on the docks, seawalk, streets, and sidewalks of downtown Juneau. Micromobility devices include bikes, e-bikes, scooters, segways, and e-scooters. This ordinance would not regulate private use of bikes or use of micromobility devices on private property.

The Assembly Committee of the Whole discussed this ordinance on December 2, 2019. After public hearing on January 13, 2020, the Assembly referred this ordinance back to the Committee of the Whole. On February 10, 2020, the Assembly Committee of the Whole reduced the size of the prohibition area and explicitly clarified that segways are considered micromobility devices. Version (b) of the ordinance reflects those amendments.

The City Manager recommends the Assembly adopt this ordinance.

Mr. Bryson recused himself due to a conflict of interest. [7:20]

Public Comment:

Mr. Reuben Willis is the owner of Segway Alaska. He thanked the Assembly for the meeting of the Committee of the Whole and making amendments to the ordinance as a result of that meeting. He described the timelines and actions that he took over the past year thinking that the Assembly was only going to be banning dockless scooters based on the April 2019 ordinance. He strives to be a good neighbor in the community with both his personal and business dealings. He encouraged the Assembly to take a wait and see approach and give this ordinance a 1 year sunset date. He met with the Juneau Commission on Sustainability and said that segways were built with the JCOS purpose in mind. He asked the Assembly to allow JCOS to research the issue further and advise the Assembly on opportunities for this and other possible opportunities to work for the best interest of the community into the future.

Ms. Erin Willis is co-owner of Segway Alaska and echoed Mr. Willis' testimony. She said their business would be operating on an approved route with 1-2 guides at all times. She also said that as new small business owners, it has been nerve wracking to come to the city and find out after quite a bit of investment that their business model may not be allowed after all. This is their retirement plan and has low impact on fellow Juneauites.

Ms. Gladziszewski said she understood that their tour was not intending on going downtown and asked if that was accurate.

Ms. Willis said that was the initial plan but they were looking at potentially expanding. They had hoped that part of one of the tours would be going up to the Capitol Building and on Calhoun Ave. She said that depending on whether there was neighborhood backlash, the back up plan was to take their tour past McGivney's along Egan Drive and to go up to the Capitol Building via Main Street.

Mayor Weldon asked Ms. Willis if they planned to have their segways use the road or the sidewalks.

Ms. Willis said it is their intention to use the sidewalks. For their historical tour, it would be integral to see the Capitol Building and the William H. Seward statute and that it would not be much of a historical tour if they can't go up there.

Mr. John McConnichie thanked the Assembly for changing the boundaries of the map with the ordinance. He also asked that the Assembly add a one year sunset date to this ordinance if it is passed. He said that alternative transportation methods should be encouraged and that this would be the first mile for getting people out of downtown. He suggested that if there are good ideas that come forward during the next year, like the ideas from Mr. Willis, that it could be brought to the Assembly for consideration so when they revisit this ordinance at the end of a sunset date, they will have those ideas in mind.

Assembly Action:

MOTION by Ms. Triem to adopt Ordinance 2020-02(b) and asked for unanimous consent.

Objection by Mr. Smith for purposes of amendment.

AMENDMENT #1:
By Mr. Smith to insert the following language just before Section 3, on ordinance page 5, line 11 that would read:

20.20.060 Sunset Provision
(a) In general. Except as provided in subsection (b), Chapter 20.20 Micromobility Devices shall cease to have effect on April 1, 2021, and is automatically repealed.

(b) Enforcement action exception. With respect to any conduct prohibited by Chapter 20.20 that occurred before the sunset date in subsection (a) and subject to an enforcement action, such provision(s) of Chapter 20.20 continues in effect until complete resolution of the particular enforcement action.

Ms. Gladziszewski asked Mr. Smith what is it about this ordinance that he feels can be done better generally to alleviate the downtown congestion.

Mr. Smith said that he looks at this not just from a geographic viewpoint but rather as a broader question on the numbers of individuals being served, their modes of transportation and he wants the Assembly to be open and creative and to hear what some of the business ideas might be before they say no to anything new in this area.

Members expressed their support or opposition to the amendment. Mr. Watt answered some questions regarding the anticipated timelines of the Egan Drive reconstruction project and what the eventual project outcomes with respect to bike lanes and pedestrian access are. They also discussed the role of JCOS in any future work if the sunset date was approved.

ROLL CALL VOTE ON AMENDMENT #1 from Mr. Smith
Yeas: Smith, Hughes-Skandijs, Triem
Nays: Gladziszewski, Jones, Weldon
Motion failed 3:3

The main motion to adopt Ordinance 2020-02(b) passed by unanimous consent.

Mr. Bryson rejoined the meeting.

IX. UNFINISHED BUSINESS

X. NEW BUSINESS

XI. STAFF REPORTS

A. Torrey Pines Grant Agreement

Mr. Watt answered Assemblymembers' questions related to banking aspects of this agreement.

MOTION by Ms. Hughes-Skandijs for the Assembly to support the Torrey Pines agreement and asked for unanimous consent. *Hearing no objection, the motion passed.*

XII. ASSEMBLY REPORTS

A. Mayor's Report

Mayor Weldon wished Ms. Gladziszewski Happy Birthday.

Mayor Weldon reported the following attendance or events that she was involved with:

- Southeast Conference where they talked about the AK Marine Hwy.;
- Swearing In JPD Officer Beckett Savage and CSO Cat Myers;
- She met Jacob Merculief the Mayor of St. Paul (an island off the Aluetian chain);
- Took a tour of the bio-solids dryer at the Mendenhall Wastewater Treatment plant;
- Met briefly with Sen. Lisa Murkowski and discussed the NOAA & NMFS docks downtown.
- Attended most of the AML Legislative session conference as did many members and some CBJ staff.

Upcoming events they have been invited to include the Innovation Summit 2/26-27 and on April 29, Hoonah has invited her and the City Manager to the grand opening of the new cruise ship dock and gondola system.

B. Committee Reports, Liaison Reports, Assembly Comments and Questions

<u>COMMITTEE REPORTS:</u>

Assembly Human Resources Committee (HRC)- Chair Bryson reported that the HRC met just prior to the Assembly and forwarded the following recommendations for board appointments. Appointments were to terms beginning immediately and expiring on the dates listed next to each name below:

<u>Personnel Board:</u>
Rodney Hesson - 1/31/2023
Cindy Spanyers - 1/31/2023

<u>Local Emergency Planning Committee (LEPC)</u>
To forward the slate of nominations as found in the HRC packet to the State Emergency Response Commission for approval.

Hearing no objection, the above appointments were made as recommended.

Mr. Bryson also reported that the HRC discussed the creation of a possible ad hoc committee that would be tasked with organizing the 50th Anniversary celebration of the unification of the three governments into the City and Borough of Juneau. Mr. Bryson said he will work with the Clerk's office staff to bring that suggestion forward to the Assembly for consideration.

Committee of the Whole (COW) - Chair Gladziszewski reported that they received a presentation at the February 10 meeting from Sealaska Heritage Institute on their new Arts Campus project which they referred to the Assembly Finance Committee to consider the monetary support SHI is requesting. The COW also took up the micromobility device ordinance and the ordinance adopting the Historic Preservation Plan. The next COW meeting will be on March 2.

Assembly Finance Committee (AFC) - Chair Jones reported that the AFC met on February 5 and took its first look at the Marine Passenger Fee (MPF) potential spending. He mentioned that the AFC meetings on the budget will begin on April 1 and the next AFC meeting is scheduled for March 11.

Joint Assembly/School Facilities, CIP & Maintenance Team - Chair Jones reported that they met on February 13 and discussed completed and ongoing school projects. They looked at the 2021 CIP list and that the Gastineau Elementary School roof is listed as #16 on the State Dept. of Education priority list and the Dzantik'i heeni Middle School roof was listed on the DOE priority list at #47. The committee talked about asking the AFC to possibly look at funding those projects through CBJ funds this next year.

Eaglecrest Summer Operations Task Force - Chair Gladziszewski reported that the next meeting will be March 5.

Visitor Industry Task Force (VITF) - Chair Triem reported that the VITF met on February 18. They gave guidance to staff on the draft report and they expect they will be reviewing the draft on March 4 at which time they will hold a longer worksession to try to finalize things. Mr. Jones noted that they will also be holding a meeting on Sunday, March 8 at 10a.m. Ms. Triem thanked Mr. Jones for the reminder and agreed that was the schedule that the task force chose to set.

LIAISON REPORTS & ASSEMBLY COMMENTS:

Mr. Bryson said he met with CHARR and also the Keep Juneau Green group re: plastic reduction strategies. He also met with Ricardo Worl and Lee Kadinger re: the SHI Arts Campus project. He said he recently attended the Juneau opera where his daughter performed as a tree.

Mr. Bryson read the letter from the Archipelago company and asked if that topic could be discussed at a future COW meeting.

Mr. Smith reported that at the Planning Commission meeting on February 5, the PC denied the parking variance of the Archipelago company. He said the next meeting of the Planning Commission is scheduled for February 25.

Mr. Smith said he met with the Sister Cities Committee which was fun and he encouraged anyone wanting to serve on the committee to submit an application.

Mr. Smith said he attended the following community events: Tlingit Haida elders Valentine Day event; a couple of Elizabeth Peratrovich Day events; the VITF meetings, the Blueprint Downtown meeting, Downtown Business Association reception, and

Southeast Conference. Upcoming events that he encouraged people to attend include the Auke Bay Elementary School wax museum on Thursday (2/27) at 6pm, the Innovation Summit and the Territorial Sportsman banquet coming up on the weekend.

Ms. Hughes-Skandijs reported that JCOS met on February 5 and installed new officers. They are working on plastics. This coming Wednesday JCOS will hold another worksession on waste strategies and they are working on sustainability awards as well as working on letters to try to get more grant funds for more electric buses.

Ms. Hughes-Skandijs reported that she wasn't able to attend the Docks & Harbors Board Ops Committee meeting but that Port Director Uchytil met with Goldbelt and they are in the early stages of discussing the possibility of Port staff scheduling the private Goldbelt dock.

Ms. Hughes-Skandijs said that as Mr. Smith mentioned, she also attended the Tlingit-Haida elders Valentines Dance and they had some of the folks from JPD join in and they enjoyed the dancing as well. She said she also attended several art events including the Wearable Arts event as well as attending the Girl Scout auction that was lots of fun.

Ms. Triem reported that the Aquatics board had not met since the last Assembly meeting but their next meeting is tomorrow (2/24) in the Chambers. She said the Parks and Recreation Director has promised a fun and lively meeting at which they will be talking about commercial use as well as receiving an update on the pool reconstruction.

Ms. Triem reported that the Chamber of Commerce met on February 12. Travel Juneau held a meeting but since they did not have a quorum, they will be discussing approval of their budget at the next meeting.

Ms. Triem said she also took a biosolids tour which had lots of smells but overall was a neat tour. She attended some of the AML conference sessions and also attended a rally in support of Alaska Marine Highway System on February 11.

Mr. Jones reported that he attended most of Southeast Conference and most of AML. He said that it was interesting to listen to the concerns from around the state at AML. The governor came to AML on Thursday morning at 8am and after he left, there was a lot of discussion among the members about the messages they heard or didn't hear. He said his perception was that the communities are pretty united on sticking together on the budget issues including support for the AMHS and there was a lot of concern about that from across the state. He said the AML board then met with the governor at the Capitol building. During that meeting they talked about community revenue sharing and school bond debt among other topics. Mr. Jones said the AML board then held a business meeting after the meeting with the governor. The AML board meeting in May has not yet been set and will depend on when the legislature ends session.

Mr. Jones reported that he attended the JSD board retreat on Saturday from 8:30a.m. - 12p.m. during which they looked at budget. He said the last 2 years they've put forward a zero based budget to cover just the basics. Since they were in a worksession they didn't take any action. The next meeting will be held on Tuesday at 5:30p.m. with the first reading of the budget to take place at the March 10 meeting. They are required to submit the budget to the Assembly prior to April 1 and it has to have its second reading before being forwarded to the Assembly.

Mr. Jones said he attended many community events recently but not the Valentines Day dance. He said he plans on attending the upcoming Innovation Summit. He mentioned that the South Douglas - West Juneau planning group is being formed and they have some meetings scheduled in the upcoming weeks, some of which conflict with Finance Committee meetings so he won't be able to attend them all. He said with the upcoming VITF and Eaglecrest Summer Operations Task Force meetings coming up, it should be a fun couple of weeks ahead.

Ms. Gladziszewski said that she left town the morning after the last Assembly meeting and returned to town just before this meeting so she missed everything everyone else talked about. She did attend some of the Southeast Conference meetings. She mentioned to Mr. Jones that since he missed out on the Valentines Dance, he has another opportunity coming up at the 75th Anniversary celebration of the signing of the Antidiscrimination Bill of 1945 at the Elizabeth Peratrovich Hall Saturday from 7-10p.m.

C. Presiding Officer Reports

None.

XIII. CONTINUATION OF PUBLIC PARTICIPATION ON NON-AGENDA ITEMS

None.

XIV. EXECUTIVE SESSION

MOTION by Ms. Triem to recess into Executive Session to discuss Adams v. CBJ, specifically to discuss litigation facts and strategies with the Municipal Attorney.

No one from the public asked to comment on the motion for Executive Session.

The meeting recessed into Executive Session at 8:18p.m. and returned from Executive Session at 8:43p.m.

A. Litigation Strategy re Adams v CBJ, 1JU-19-01014CI

XV. ADJOURNMENT

There being no further business to come before the Assembly, the meeting was adjourned at 8:44 p.m.

Signed: ____________________________ Signed:_________________________

Elizabeth J. McEwen
Municipal Clerk

Beth A. Weldon
Mayor

A. Coronavirus Flyer

This was a supplemental handout from Emergency Programs Manager Tom Mattice.

ASSEMBLY STANDING COMMITTEE
COMMITTEE OF THE WHOLE

March 2, 2020, 6:00 PM.
Assembly Chambers - Municipal Building

MINUTES

I. ROLL CALL

Deputy Mayor Maria Gladziszewski called the meeting to order at 6:02 p.m. in the Assembly Chambers.

Assemblymembers Present: Mayor Weldon (telephonic), Maria Gladziszewski, Loren Jones, Rob Edwardson, Wade Bryson, Carole Triem, Alicia Hughes-Skandijs, Michelle Hale and Greg Smith (telephonic)

Assemblymembers Absent: None.

Staff present: City Manager Rorie Watt, Deputy City Manager Mila Cosgrove, Municipal Clerk Beth McEwen, Chief Housing Officer Scott Ciambor, Finance Director Jeff Rogers, Public Works & Facilities Interim Director Robert Barr, Port Director Carl Uchytil, Community Development Director Jill Maclean, CDD Planner Beth McKibben, CDD Planner Irene Gallion, Museum Director Beth Weigel, Museum Public Programs Coordinator Elissa Borges

II. APPROVAL OF AGENDA

The agenda was approved as presented.

III. APPROVAL OF MINUTES

A. January 6, 2020 Assembly Committee of the Whole Draft Minutes

MOTION by Ms.Triem to approve the minutes of the January 6, 2020 Assembly Committee of the Whole meeting and asked for unanimous consent. *There being no objection, the minutes were approved.*

B. February 10, 2020 Assembly Committee of the Whole Draft Minutes

MOTION by Ms. Hale to approve the minutes of the January 6, 2020 Assembly Committee of the Whole meeting and asked for unanimous consent. *There being no objection, the minutes were approved.*

IV. AGENDA TOPICS

A. Affordable Housing Fund Process

Chief Housing Officer Scott Ciambor gave a presentation on the Affordable Housing Fund Program. The packet contained a memo from Mr. Ciambor setting out three decisions the Assembly should consider in order to fully implement the JAHF program.

1) Determine the funding amount available for the initial competitive round;
2) Confirm a timetable for Round One; and
3) Confirm a review committee structure.

Mr. Ciambor answered questions from Assemblymembers regarding various aspects of the program, terminology, and fund amounts and who would be eligible to receive the grants.

Mr. Jones said that the Assembly has not really had a chance to discuss the details and one of those details is the grant amount of $50,000.

Assemblymembers then discussed the JAHF program proposals, grant amounts, the competition, the use of funds and leveraging dollars, who was eligible to apply and what that might look like.

MOTION #1 by Mr. Jones to accept the $50,000 grant level provided the first year of the program was limited for downtown housing only.

ROLL CALL VOTE on Motion #1:
Ayes: Jones, Bryson
Nays: Edwardson, Hale, Hughes-Skandijs, Smith, Triem, Gladziszewski, Weldon
Motion failed 2 Ayes:7 Nays

Additional discussion took place on the program, and whether the downtown area should be prioritized over other areas of town.

MOTION #2 by Ms. Triem to add downtown housing to the list of priorities in the evaluation criteria as found on packet page 23 and add a new bullet item for Box #2 on the scoring sheet as downtown housing.

Ms. Hale objected and said she thought they should try to let the process work without micromanaging a piece of it and not incentivize some areas of town over others. Additional discussion took place about what that might look like in the evaluation criteria and how the scoring might be changed.

ROLL CALL VOTE on Motion #2:
Ayes: Jones, Bryson, Hughes-Skandijs, Smith, Triem, Gladziszewski
Nays: Edwardson, Hale, Weldon
Motion passed 6 Ayes:3 Nays

They then went through the three decisions requested as follows (and found on page one of Mr. Ciambor's memo - packet page #13).

1) Determine the funding amount available for the initial competitive round. As of July 1, 2020, the Juneau Affordable Housing Fund will have $1,325,400 available for use toward the creation of the affordable and workforce housing units in the City and Borough of Juneau. *This amount was affirmed by unanimous consent.*

2) Confirm a timetable for Round One. Staff recommended establishing an annual competition timeline similar to other CBJ processes for grant funding, like the CDD Block Grant process and would begin July 2020. Discussion took place regarding the reasoning behind the timing/calendar. They agreed that the consistency piece is the most important. *The timetable referenced in the memo passed by unanimous consent.*

3) Confirm a review committee structure. Ms. Gladziszewski noted that Mr. Ciambor's memo suggested the committee would include one member of the local housing development or banking community who is not associated with any potential JAHF applications to assist in ranking and review of applications.

MOTION #3 by Mayor Weldon that the review committee include staff plus two people - 1 representative from the local housing development community, 1 member of the banking community.

Objection by Ms. Hale who said that Mr. Ciambor ran the senior housing proposal through an internal staff review process.

Mr. Ciambor said there are a number of ways they could review this. It could be done through a staff review process similar to the Community Development Block Grant review process or it could be done with a small committee with members from the banking and housing development community on the committee.

The committee then discussed the terminology related to the types of bankers and/or those familiar with real estate. The committee asked the Mayor for clarification on the intent of her motion. Mayor Weldon clarified that she preferred one member to come from the local housing development community and one member from the banking community as they would have experience with local housing and local banking knowledge.

Mr. Edwardson said he didn't object but that there are a lot of different flavors of bankers and asked if it should be specified that it should be someone familiar with commercial and residential construction for banking. Mayor Weldon said that is what she was assuming and would include that in her motion. Mr. Bryson clarified that "commercial lenders" is the terminology the Mayor was searching for. *Hearing no objection, that motion, as clarified, passed by unanimous consent.*

MOTION #4 by Ms. Triem that the Committee of the Whole forward to the Assembly Finance Committee a recommendation of expending $525,400 in the first year of the Affordable Housing Fund grants. *Hearing no objection, that motion passed by unanimous consent.*

B. Franklin Dock

Mr. Watt gave a presentation regarding the Franklin Dock Proposed Floating Berth and Seawalk Negotiation. Ms. Gladziszewski asked the Manager to explain what action was needed from the committee at this time.

Mr. Watt explained that the following actions needed to occur:
1) An ordinance drafted allowing Mr. Stoops to lease the tidelands for the construction of the floating berth.
2) Assembly to pass a motion authorizing the Manager to negotiate with Mr. Stoops re: Seawalk.
3) Answer the question of whether the Assembly is interested in leasing or trading the National Guard dock facility to Mr. Stoops.

Mr. Watt explained that on the tidelands that we own, we are restricted from selling them but we can lease them. Mr. Stoops owns tidelands "fee simple" due to grandfathered rights prior to statehood. Mr. Watt then proceeded to answer many questions from the Assembly and Assemblymembers discussed the various aspects of the ordinance, motion, and negotiation requests above.

Mr. Uchytil then provided additional detailed information about the National Guard dock, its present uses, the status of the uplands and the opportunity to negotiate for the seawalk if new infrastructure and new access was added.

Additional discussion took place re: uplands needs as well as the action the Assembly is being asked to take. Members stated that they would favor splitting the questions (1-3 above) apart and taking them up as individual actions.

MOTION #1 by Mr. Edwardson to negotiate with the original proposer in their request to lease additional tidelands to the Franklin Dock to allow construction of a floating berth. *Hearing no* *objection, the motion passed by unanimous consent.*

MOTION #2 by Mr. Edwardson to forward to the Assembly the recommendation that the Assembly directs the manager to negotiate with the original applicant for negotiation of easements to allow the extension of the waterfreont seawalk.

AMENDMENT #1 by Ms. Triem that the negotiations would prohibit lightering from large cruise ships to the National Guard dock area.

Additional discussion then took place regarding the scope of what the negotiation might include and whether the National Guard Dock would be part of any negotiations.

The meeting took a brief at ease at 8:21 p.m.

Upon reconvening, Mr. Edwardson withdrew Motion #2 and reserved his right to bring it back up again after further discussion and clarification.

Ms. Gladziszewski invited Mr. Reed Stoops to come forward to provide information and answer questions of the Assembly. She then proceeded to ask Mr. Stoops if they have any specific plans for the National Guard Dock and/or the surrounding area. Mr. Stoops explained they don't have specific plans at this time. He said they are mainly looking to obtain it to allow for clear access to upland easements but also to allow for various possibilities in the future depending on the sizes of future ships and other future unknowns. Their priority issue at this time is the floating berth which was the first issue taken up by the committee. The other issue is related because it involved adjacent tidelands. The second issue isn't on the same timeline as the first issue.

Additional discussion took place regarding the process in CBJ Code and what the timelines would be involved as well as the public process involved and what the competitive process would be. They also discussed what the process and timelines would be for a lease from DNR. Mr. Watt said that he and Mr. Uchytil have asked DNR those questions but have not received that information from DNR.

Assemblymembers expressed their concern regarding the public process and if other proposers might want to also negotiate for this area. They also expressed their concerns with respect to giving up control of part of the waterfront.

MOTION #2 by Mr. Edwardson to forward to the Assembly the recommendation that the Assembly direct the manager to negotiate with the original applicant for easements to allow the extension of the waterfront seawalk.

Ms. Gladziszewski asked Mr. Edwardson to clarify if his motion includes the National Guard Dock or not. Mr. Edwardson said it could or couldn't include the dock depending on what is in the best interest of CBJ during the negotiations. He said he would prefer to leave his motion as is but if someone wanted to amend it, that would be fine too.

Additional discussion took place with Ms. Hale expressing her concerns about process and that this was the first time they are hearing about this or receiving any information on this request. Mr. Edwardson clarified that the process is in the code and that in past instances of this process, while the Assembly passed a motion allowing the manager to enter into negotiations there was nothing in that process that committed the Assembly to final action if they didn't agree to what was negotiated. Other members then discussed the process as provided in the code as well as in the Assembly Rules of Procedure.

When asked, Mr. Edwardson clarified that his motion is to forward a recommendation to the Assembly at its meeting on March 16 to direct the manager to negotiate with the original applicant for easements to allow the extension of the waterfront seawalk.

ROLL CALL VOTE ON MOTION #2

Ayes: Edwardson, Bryson, Triem, Smith, Jones, Hughes-Skandijs, Weldon, Gladziszewski
Nays: Hale
Motion carried 8:1.

C. Morris Letter/Parking

Mr. Watt recognized Planning Commissioner Arndt for his stamina in sticking through the meeting. Mr. Watt recommended the Assembly forward this matter to the Planning Commission to work on with at least items 1-3 in his memo as follows:

1. Forward consideration of parking code amendments to the Planning Commission.
2. Direct CDD and Planning Commission to only work on the issue globally, for all of downtown, not specifically for Archipelago development.
3. Ask the Planning Commission to invite code amendment comments from the public.

Mr. Watt said he didn't think the Assembly was wanting to take the time at the late hour to begin tackling #4 which was "Tonight, or at a later date, consider providing some guidance to CDD or the Planning Commission."

Members then asked questions of Mr. Watt and also discussed some of the particulars with respect to the Archipelago process that had been before the Assembly prior to it going to the Planning Commission.

Ms. Hale said that she wanted to add an item #5 that any discussions involved with parking in the downtown area that provides for considerations of public transportation to be a key element in those provisions.

MOTION by Mayor Weldon for the Planning Commission to consider global parking code amendments with the opportunity for the public comment and ask them to prioritize this issue due to the time constraints. (Memo recommendations 1, 2, 3 & B)

AMENDMENT by Ms. Hale that the Planning Commission include public transit in their consideration for example, fee in lieu of parking applied towards Capital Transit.

Ms. Hale then simplified her amendment as follows:
AMENDMENT by Ms. Hale that the Planning Commission include considering public transit.

Mayor Weldon objected to the amendment. Ms. Weldon said she appreciates Ms. Hale's reasoning but she doesn't want to tie the Planning Commission to any restrictions in their consideration of this matter.

Mr. Jones expressed his concern that Ms. Hale's amendment would fall under #4 and they had agreed that they would not be taking up #4 at this time and he too would have a number of questions and suggestions when they take up #4. Other members also provided their comments on the timelines and process for when and how #4 and Assembly discussion on this might take place.

Ms. Hale clarified that her amendment was to provide the Planning Commission with the instructions to include improving public transit in their considerations of the parking issue.

ROLL CALL VOTE on Amendment
Ayes: Hale, Edwardson, Triem, Smith
Nays: Bryson, Hughes-Skandijs, Jones, Gladziszewski, Weldon
Motion failed 4:5

Ms. Gladziszewski asked if there was any objection to the main motion. *Hearing none, the* ***MOTION*** *by Mayor Weldon for the Planning Commission to consider global parking code* *amendments with the opportunity for the public comment and ask them to prioritize this issue due to the time constraints. (Memo recommendations 1, 2, 3 & B) passed by unanimous consent.*

D. Museum Update

Mr. Watt said that the Assembly asked for an update on the Museum proposal. Mr. Watt provided two memos in the packet and explained the process on developing a campus plan similar to what was done at Dimond Park.

The committee had a lengthy discussion regarding the City Museum and the parking ramifications including the fee in lieu of process, the potential use of parking garages, public transit and all the interconnected pieces and challenges that might be faced if/when CBJ decides to develop any new structures in the downtown area such as the museum or a new City Hall.

MOTION by Mayor Weldon to forward the Museum Concept as a City Project Review to the Planning Commission for public comment and work down the funding steps as outlined in the Manager's memo.

Objection by Mr. Jones. Mr. Jones said that he is not in favor or spending any money on this project and there would not be anything to go to the Planning Commission unless there was funding provided to spend on a project that would be reviewed by the Planning Commission.

Additional discussion took place regarding funding needs for CBJ and Mr. Watt answered questions from the Assembly about process and potential funding sources and whether CBJ should be involved in this project at all.

Mayor Weldon said that while she appreciates the concerns members have raised, she was putting forward a motion to enable a process by which the public could weigh in on this concept and process.

Additional discussion took place on the public process of what may or may not go into that location.

ROLL CALL VOTE ON MOTION
Ayes: Weldon, Triem, Smith, Bryson
Nays: Edwardson, Hale, Hughes-Skandijs, Jones, Gladziszewski
Motion failed 4:5

Ms. Hale noted that the vote on this motion clearly demonstrates why they need to have the conversation regarding the second memo for the Assembly to meet with the Planning Commission to discuss the Downtown Infrastructure Plan Concept in April or when the Assembly receives an update from the Blueprint Downtown planning process.

MOTION by Mr. Smith that the Assembly direct staff to solicit ideas and public comment to determine the public's desire for development of CBJ's portion of the Archipelago Lot.

Mr. Jones objected for the same reasons he stated earlier.

Additional discussion took place about what giving direction or non-direction to staff would mean. Mr. Watt suggested the Assembly take his two memos and give them to the Blueprint Downtown and see what they come back to the Assembly with.

ROLL CALL VOTE ON MOTION
Ayes: Triem, Smith, Bryson, Hale, Hughes-Skandijs, Edwardson, Gladziszewsi
Nays: Jones, Weldon
Motion passed 7:2

ADDITIONAL AGENDA ITEM:
Mr. Watt said in response to the Coronavirus issue, he is suggesting they hold a Special Assembly Committee of the Whole public information session on Monday, March 9 at 6p.m. which would be broadcast on KTOO. They would be inviting representatives from the hospital and Mr. Tibbles from CLIAA, to speak as a panel to the COW. Mr. Edwardson asked if anyone representing the US Coast Guard would be present. Mr. Watt said they were invited to participate in the radio spot earlier that day and they declined to participate and he didn't think they would be wanting to participate in the COW meeting.

Additional discussion took place regarding what CBJ could be doing to help coordinate the questions from the public and the various things that will need to be considered when the first cruise ships arrive. Ms. Hale said that this is an ever evolving issue and what might be appropriate today may not be an appropriate response tomorrow or a week from now.

Ms. Gladziszewski noted that if anyone from the Assembly or public had questions that they wanted addressed at that meeting to please forward them to the City Manager's office.

OTHER BUSINESS:
Ms. Cosgrove noted that Ms. Maclean had asked that the Assembly be reminded that there would be a meeting on Tuesday, March 10 at 5p.m. at which there would be a full recap of the Auke Bay Vision Plan and what they did in terms of public process for the rezoning.

Mr. Bryson said that the Full Assembly sitting as the Human Resources Committee needs to set a date for interviewing applicants for the Planning Commission. They set the meeting for April 30 at 5:30p.m.

Ms. Cosgrove reminded members to wear their Census Counts pins.

Ms. McEwen reminded members that there was a joint Assembly and Planning Commission meeting set for March 31 with start time to be announced.

V. ADJOURNMENT

There being no further business to come before the committee, the meeting was adjourned at 9:47 p.m.

Respectfully submitted,
Beth McEwen, MMC
Municipal Clerk

CITY & BOROUGH OF JUNEAU PLANNING COMMISSION
ALASKA'S CAPITAL CITY
OFFICIAL SEAL
STATE OF ALASKA

Community Development

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

BOARD OF ADJUSTMENT
NOTICE OF DECISION

Date: February 6, 2020
File No.: VAR2019 0005

Tiland/Schmidt Architects, P.C.
3611 Southwest Hood Avenue, Suite 200
Portland, OR 97239

Proposal:	A Variance to reduce the parking requirement to zero in association with USE2019 0021, a proposed two (2) two-story commercial mixed-use development
Property Address:	365 S. Franklin St.
Legal Description:	Lot 1A Archipelago
Parcel Code No.:	1C070K830022
Hearing Date:	January 28, 2020 and February 4, 2020

The Board of Adjustment, at its regular public meeting, adopted the analysis and findings listed in the attached memorandum dated January 22, 2020, and denied the non-administrative variance to reduce the off-street parking requirement to zero in association with USE2019 0021, a proposed two (2) two-story commercial mixed-use development. The Board of Adjustment amended Finding 2C as follows:

c. The grant of the variance is not detrimental to public health, safety, or welfare…

No. Based on the preceding analysis, a grant of the variance for a zero parking requirement may be detrimental to the public health, safety, or welfare by pushing employees or customers of the development to park in surrounding neighborhoods.

Attachment: January 22, 2020 memorandum from Teri Camery, Community Development, to the CBJ

Board of Adjustment regarding VAR2019 0005.

This Notice of Decision does not authorize construction activity. Prior to starting any development project, it is the applicant's responsibility to obtain the required building permits.

This Notice of Decision constitutes a final decision of the CBJ Board of Adjustment. Appeals must be brought to the CBJ Assembly in accordance with CBJ 01.50.030. Appeals must be filed by 4:30 p.m. on the day twenty days from the date the decision is filed with the City Clerk, pursuant to CBJ 01.50.030 (c). Any action by the applicant in reliance on the decision of the Board of Adjustment shall be at the risk that the decision may be reversed on appeal (CBJ 49.20.120).

Project Planner: ______________________________
Teri Camery, Senior Planner
Community Development Department

____
Michael LeVine, Chair
Planning Commission

____
Filed With Municipal Clerk

2/11/2020
Date

cc: Plan Review

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

CITY AND BOROUGH OF
JUNEAU
ALASKA'S CAPITAL CITY

City and Borough of Juneau
City & Borough Manager's Office
155 South Seward Street
Juneau, Alaska 99801
Telephone: 586-5240| Facsimile: 586-5385

TO: Deputy Mayor Gladziszewski and Assembly COW February 26, 2020

FROM: Rorie Watt, City Manager

RE: Archipelago Development….Parking Variance….Parking Code

On February 18th, we received the attached letter from Mr. Kuhar of the Morris group regarding their rejected request for a parking variance. As noted in the letter, the applicant has stated that they do not intend to appeal the decision.

By considering this issue before the 20 day appeal period is over, if the applicant reverses course and appeals, and the Assembly takes up the issue now, the Assembly likely may not be able to hear an appeal at a later date. As a practical matter, the applicant greatly desires that the Assembly take the parking code up as a possible code amendment. In their letter, they note that the timing of appeals is not at all favorable or helpful. Moreover, there is little to no sense that the Commission ruled improperly. The applicant, staff and the Commission recognize that CBJ code likely needs adjustment.

The fundamental question that the Assembly is being asked to consider is whether or not the parking requirements are appropriate and equitable. If the Assembly desires to change those requirements, then in accordance with 49.10.170 (d), the Planning Commission must advise the Assembly.

Parking issues are never easy - parking is land intensive and usually costly. In considering parking policy, the following issues have to be weighed:

A. Appropriate requirements for new development.

Over time, Assemblies have found that lesser parking requirements are necessary and appropriate for downtown developments. The attached PD-1 and PD-2 Parking Districts are zoning overlays that allow for 60% and 30% parking reduction (as compared to the borough wide requirements) because the desired model of development downtown was determined to be different than that of a residential neighborhood, or a commercial shopping retailer (examples include Mendenhall Valley neighborhoods, or grocery stores).

Even with these overlay reductions in place, at a later date the Assembly still found in 2006 that downtown development was still too difficult and authorized the Fee-In-Lieu District overlay. The FIL allows a developer to pay cash as an alternate to providing parking. When the Assembly adopted this code section, they did so partly because developers could not realistically develop without creative "solutions" like the shuttles to the rock dump that Mr. Kuhar mentions.

Even with both of these parking relaxations, there has been limited new development over the past 20 years.

B. Lack of historical requirements.

Numerous properties were developed without parking. The existing City Hall and the Front Street businesses are good examples. Both City Hall and Front Street rely upon public on-street parking, and public garage parking. Neither City Hall, nor Front Street, provide parking or contributed through a FIL measure (which was implemented after the facilities were constructed).

Other properties have developed by claiming existing parking. The SHI Soboleff center is a good example. When it was constructed, it satisfied the parking code by allocating space across the street Sealaska Building parking lot. Because of the applicant's ownership circumstances, the code requirement was minimally satisfied in a manner that did not create or fund new parking.

C. Development Goals.

In making parking decisions, the Assembly can steer development patterns. If provision of parking is important, require it. If greater pedestrian orientation is desired, then we should incentivize it.

There is a valid argument that the most appreciated portions of downtown were developed before there were parking requirements and that imposition of parking requirements has dis-incentivized that type of investment. That argument has to be balanced against a secondary argument – that downtown property receives valuable commerce and those owners should contribute to the greater parking good. And again, a counter balancing argument that downtown properties are valuable, pay large property tax and are hard to operate (because they don't control their parking and have places for useful things like garbage cans, fuel tanks, dedicated customer parking…).

There is no one right answer, this is a difficult issue and the Assembly has to balance competing interests.

Recommendations:

Parking is a weedy and difficult issue. CDD staff and the Planning Commission are the best part of the CBJ to work on possible changes.

1. Forward consideration of parking code amendments to the Planning Commission.
2. Direct CDD and Planning Commission to only work on the issue globally, for all of downtown, not specifically for Archipelago development.
3. Ask the Planning Commission to invite code amendment comments from the public.
4. Tonight or at a later date, consider providing some guidance to CDD or the Planning Commission.

Advisory Notes:

A. When the Assembly considers means to incentivize housing downtown, please be advised that a very likely and obvious recommendation will be to greatly reduce the parking requirement for housing (new or renovated), perhaps to zero.
B. The Morris group is anxious and wants to proceed with their development. I have counseled patience, the Assembly could ask CDD and the Planning Commission to prioritize this issue.

****

Planning Commission
49.10.170 - Duties.

(d) Development code amendments. The commission shall make recommendations to the assembly on all proposed amendments to this title, zonings and rezonings, indicating compliance with the provisions of this title and the comprehensive plan.

Morris Communications Company, LLC

P.O. BOX 936, AUGUSTA, GEORGIA 30913
(706) 823-3556

Robert J. Kuhar, AIA
Vice President of Property & Facilities

February 18, 2020

City and Borough of Juneau
Department: Borough Assembly
Attn: Beth Weldon, Mayor
155 S. Seward Street
Juneau, Alaska 99801

Re: Archipelago Property – Parking Variance

Dear Mayor Weldon,

Thank you for all that you and the Assembly do for the citizens of Juneau. The scope of issues that you tackle is broad and the complexity is great.

Morris wants to meet the city's waterfront goals while creating a development that raises the bar for downtown and is economically viable. With no blame cast at all, it has been a very frustrating process. Let me frame the events in a way that the Assembly probably has not had time to appreciate.

We began developing our project in 2017 in concert with Docks & Harbors staff. We agreed on purpose and goals (pedestrian oriented development, support of the growing cruise ship industry, space for incubator businesses) and agreed to purchase and sell exactly the property that each party needed. In furtherance of those goals, we made a number of concessions when Docks and Harbors needed to purchase more land than originally calculated. This compelled us to redesign our development and reduce the number of commercial buildings from 3 to 2.

Both parties knew that the CBJ development code around parking was an obstacle to the development that the Assembly and public appeared to want, particularly after exhaustive public comment. In the public planning process, not once did anyone propose that automobile parking would be compatible with the proposed plan.

Early on, we rejected a development option that would have placed surface parking on the waterfront. As conceptualized, a single row of cheaply-constructed storefronts on South Franklin could have had surface parking in the rear. We rejected the idea as we attempted to reach a higher goal, which eventually became the project that we proposed to the Planning Commission.

In the interests of time and moving the project forward, and following counsel with the Assembly, the City Manager pushed forward the minimum legal agreement necessary. We agreed, with the clear expectation that the City would continue to negotiate the necessary details for both parties to bring both projects to fruition. For us, that meant a trip to the Planning Commission.

Unfortunately, our development application resulted in a calculated "need" of 114 parking spaces or a fee-in-lieu charge that is estimated at nearly nine hundred thousand dollars. That kind of a charge breaks the financial viability of our project. We must evaluate the profitability of our development options to decide whether or not to proceed.

We are aware that retail competitors to our project have not had to pay this cost. They solved their regulatory parking obligations with small in-lieu fees or "phantom" remote parking lot/shuttle systems that were approved by the Planning Commission, but never implemented. The City has not addressed this disparity. Accordingly, we sought a variance to reduce the regulatory parking requirement to zero, essentially in conformance to our competition and precedence (which I won't rehash here, but is included in our application for reference). Additionally, Fee In Lieu has not equitably been applied to applicants in our opinion. City Staff recommended denial and the Board of Adjustment did in fact deny the request. However, there were comments by the Board members during the process that showed considerable interest in resolving our situation. There was discussion over ideas to grant relief but there was frustration among Planning Commission members over the inability to generate new "findings" to justify a decision that was different from what City Staff provided.

Due to construction delays on the site as Docks and Harbors moves forward with their portion of the development, we have made the decision to slide our opening until the 2022 season. In order to make the 2022 season, however, we must complete all private horizontal improvements (piling, utilities, foundation, etc.) by the end of this year. We need to order construction material in the next 45 days in order to ensure we stay on schedule. We cannot order materials until we have a permit in hand, which necessitates resolution of this burdensome parking requirement. Similarly, we will not appeal the denial of our variance request because that process would take too long, and even if successful, would delay us yet another year.

For clarity, we are still fully committed to this project, as well as future partnerships with CBJ to include a new museum for the city. Unfortunately, we find ourselves staring at a brick wall and request your assistance. We believe only the Assembly, acting in the best interests of the entire community, can resolve the situation in a timely manner to preserve this project.

In the spirit of finding solutions, please evaluate the following questions:

- Does the CBJ parking code incentivize the pedestrian oriented development that the extensive CBJ master planning process envisions?

- Has the parking code been implemented in a manner that is fair and equitable?

- What CBJ code modification could solve these problems in the near term for us, and in the long term for the entire community? A new PD designation? Relaxing the requirements in existing PD 1 and 2? An offsite option?

We ask that the city simply recognize the reality of infill, urban redevelopment and reduce the parking requirement in this sub-area to zero or as close to zero as can be managed, just as untold municipalities have done across the country.

We would love to develop our project as proposed, but a parking fee of this magnitude makes it impossible. Please prioritize resolution to this issue. We look forward to being of assistance.

Sincerely,

Robert J Kuhar, AIA

RK/mac
CC: Rorie Watt
William S. Morris III

MEMORANDUM

CITY AND BOROUGH OF JUNEAU
ALASKA'S CAPITAL CITY
HOUSING PROGRAM
155 S. Seward St. Juneau, Alaska 99801
Scott.Ciambor@juneau.org
Voice (907) 586-0220
Fax (907) 586-5385

Date: August 10, 2020
TO: Lands Committee
CC: Public Works & Facilities Committee
FROM:

Jill Maclean, Director, Community Development Department, AICP
Scott Ciambor, Chief Housing Officer

Re: Upstairs Downtown Housing Inventory, Downtown Parking & Tax Abatement

Dear Lands Committee:

The goal of encouraging more development – both residential and commercial - in downtown has been a long-standing priority, most recently identified in the Juneau Economic Development Plan and the Housing Action Plan, and is currently under discussion in Blueprint Downtown Juneau.

Upstairs Downtown Housing Inventory
At the March 2, 2020 Lands Committee meeting, CBJ staff presented the Upstairs Downtown Housing Inventory Story Map to visualize the challenges to residential and commercial development in the downtown.

Key points from the Upstairs Downtown Housing Inventory Story Map exercise include:

- Only 181 housing units in the study area;
  - 37 short-term rentals currently registered on AirBNB/VRBO; total employee assisted housing (seasonal rentals for employees) is unknown;
- Study area has the characteristics of a business district: 100 business/government use building vs. 37 residential Creating a downtown mainly populated 9am to 5pm;
- Age demographics in downtown housing are 18-49 (2010 census).
- Zero housing units developed in the study area since 2017;
- Age and condition of the buildings are a pro and a con - expensive to rehabilitate or convert to housing, providing character and maybe Historic Tax Credit grant eligible;
- 79% of the properties are locally owned; and
- Significant barriers to development include hazard zones, parking regulations and management.

Municipal Tools to Bridge the Financing Gap and Promote Downtown Development
Municipalities have numerous tools to encourage development. Each of following are listed in either the Juneau Economic Development Plan or the Housing Action Plan.

- Parking
  - Lower / zero parking requirements
  - Eliminate fee-in-lieu payments
  - Cover costs of parking

- Downtown Tax Abatement
- Grant Programs
    - Juneau Affordable Housing Fund
    - Upstairs Downtown Grant Program (eligibility: units of new development, code compliance)
- Loans
- Provide Land for Development

Repeatedly, property owners and developers have expressed that it is cost prohibitive to develop downtown and create additional housing downtown or commercial developments, unless one of more of the previous incentives are implemented and, in the case of parking, eliminated.

A partial list of housing incentive requests was gathered for the August 9, 2018 COW meeting. (Attachment A: Housing Incentives request 2016-2018)

Downtown Parking Regulations

Although it may not be apparent at first glance, many of the 2020 Assembly Goals revolve around land use. Land use codes, including parking regulations, can either be tools for development—or challenges. Either way, they shape our community. In a place such as Juneau, where costs to development are high and construction is complicated due to climate and terrain, the CBJ should eliminate the obstacles that it has control of, while balancing the needs of surrounding neighborhoods, to revitalize and incentivize a seven-day a week, year-long vibrant downtown.

Many communities recognize that parking should be market driven with the belief that a developer will not intentionally set their development up for failure by not providing enough parking. If the necessary land is not available for their needs, they will choose another location. Developers opting for downtown development seek out opportunities that are supported by a walkable, vibrant, pedestrian-friendly areas that are not vehicle-centric.

Parking regulations in downtown are contrary to many adopted plans—yet it is one area that CBJ has complete control of. A majority of downtown was developed prior to the automobile, and the Parking 1 (PD1), Parking 2 (PD2) and Fee-in-Lieu Districts (FIL) were created to off-set the requirement of providing off-street parking recognizing that it was not possible without demolishing many buildings. Without relief, many buildings would sit vacant. As time as shown, the relief provided is not enough for infill development and expansions. Further, these districts are inequitable—changes in use are not required to pay FIL or provide parking; yet a new development and expansions are required to.

Since Fee-in-Lieu was adopted in October 2006, only 4 developments have been required to pay for a total of $175,904. Yet, how many changes of use or expansions within a building have occurred in these 14 years that have not provided parking for intensified uses?

CBJ has complete control of parking—and the ability to make change easily.

Downtown Housing Tax Abatement
A 2020 Assembly Goal is to "develop downtown housing incentives including tax abatement".

Since the passage of Alaska SB 100 that gave municipalities the option to provide tax exemption or deferral for economic development property in 2017, the Assembly has discussed utilizing this tool on numerous occasions as it pertains to housing development.

Initial research on the application of SB100 and Housing Tax Exemption program was provided to the Assembly Finance Committee on April 18, 2018. A table of examples from Washington State, Oregon ,and New York were included.

Property Tax Abatement for Senior Housing
At the April 29, 2019 , May 20, 2019, and June 10, 2019 COW meeting, essential terms for tax abatement that would meet a variety of housing needs was discussed. (Downtown, senior, and workforce housing) This led to the introduction and passage of Ordinance 2019-23, An Ordinance Providing for a Property Tax Abatement Program to Incentivize the Development of Assisted Living for Senior Citizens.

Anchorage Tax Incentives for Housing – January 2019
The municipality of Anchorage put into place Ord. No. 2019-12 to incentivize housing development for projects. A summary of the program including description of units created is included in a separate memo in this packet.

Draft language for a CBJ Downtown Housing Tax Abatement Program
The Lands Committee requested draft ordinance language for a Downtown Housing Tax Abatement program at the March 02, 2020 meeting. Terms in the draft ordinance are similar to the Anchorage program. (New units over four, time period of 12 years, tax exemption that applies to building/not the land).

Land Use Code Revisions…

Code Revision	Last Action	Status	Next Step
Floodplain	Law Reviewed ord.; Maps adopted, in effect 09/18/2020	CD reviewing	Assembly public hearings prior to 12/31/2020
Downtown Parking	CD staff drafted recommendation	On Hold / Ready	T49 committee meeting
Auke Bay Zoning	PC COW	On Hold	PC COW
ADOD	PC COW	On Hold	PC COW; Law review ord.
Accessory Apartments	T49	On Hold	PC COW
Common Walls (Res. & Mixed Use)	CD staff review	Law review	PC COW
Streamside Buffers	T49	CD staff drafting memo to Law	Law review; PC COW
Small Cell Wireless		CD staff review	Law review; T49
Landscape / Vegetative Cover	CD staff drafted recommendation	On Hold / Ready	T49 committee meeting
Signs	CD drafted ord.	On Hold	CD leadership review; T49
Urban Agriculture	PC COW; Law review	On Hold	Assign new planner
Mobile Homes / RVs	CD staff review	On Hold	CD leadership review; Law review
Private Shared Access	First revision adopted	On Hold	TBD
ROWs Phrasing Cleanup	CD staff review	On Hold	CD leadership review

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