

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

March 15, 2021, 6:00 PM.

Zoom Webinar & FB Live Stream

This is an Assembly COW Worksession and no public testimony will be taken. Webinar Link
<https://juneau.zoom.us/j/96683848483> or call 1-253-215-8782 or 1-346-248-7799 and enter
Webinar ID 966 8384 8483

AGENDA

- I. ROLL CALL**
- II. APPROVAL OF AGENDA**
- III. APPROVAL OF MINUTES**
 - A. December 7, 2020 Assembly Committee of the Whole Draft Minutes**
 - B. January 11, 2021 Assembly Committee of the Whole Draft Minutes**
- IV. AGENDA TOPICS**
 - A. Elections Update from Municipal Clerk**
 - B. Fireworks Ordinance (Draft Ordinance 2021-03 COWv2)**
 - C. Bond Project Priorities**
 - D. Visitor Industry Task Force Report Implementation Plan**
- V. SUPPLEMENTAL MATERIALS**
 - A. RED FOLDER - Election Options Comparison Chart**
 - B. RED FOLDER - Election Details Revised**
 - C. RED FOLDER - Norwegian Cruise Line Holdings Ltd. Letter to Mayor Weldon re NCLH Juneau Waterfront Design**
- VI. ADJOURNMENT**

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

THE CITY AND BOROUGH OF JUNEAU
ASSEMBLY STANDING COMMITTEE OF THE WHOLE
DRAFT Meeting Minutes – December 7, 2020, 6:00 PM

The Assembly Committee of the Whole meeting, held virtually via Zoom webinar, was called to order by Deputy Mayor Loren Jones at 6:00 p.m.

I. ROLL CALL

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

Assemblymembers Absent: None.

Planning Commission (PC) Members Present: Chair Mike LeVine, Vice Chair Nathaniel Dye, Clerk Paul Voelkers, Weston Eiler, Travis Arndt, Dan Hickok, Ken Alper, H. Erik Pedersen,

Planning Commission Members Absent: Josh Winchell

Staff Present: City Manager Rorie Watt, Deputy City Manager Mila Cosgrove, City Attorney Robert Palmer, Municipal Clerk Beth McEwen, Deputy Clerk Diane Cathcart, Finance Director Jeff Rogers, Public Works Director Katie Koester, Lands Manager Dan Bleidorn, Parks and Recreation Director George Schaaf, Community Development Department (CDD) Director Jill Maclean, CDD Planning Manager Alexandra Pierce, CDD Planner Laurel Christian, Senior Planner Irene Gallion, Parks and Recreation Zach Gordon Youth Center Jorden Nigro

II. APPROVAL OF AGENDA

Municipal Clerk McEwen noted that there were two additional items added to the online packet under Supplemental Materials: Planning Commission Priorities and Youth Shelter and Rapid Rehousing Presentation. *Hearing no objections, the agenda was approved as amended.*

III. APPROVAL OF MINUTES

- A. June 22, 2020 Assembly Committee of the Whole Draft Minutes
- B. July 20, 2020 Assembly Committee of the Whole Draft Minutes

Hearing no objections, the minutes of the June 22 and July 20, 2020 Committee of the Whole meetings were approved.

IV. AGENDA TOPICS

A. Joint Meeting with Planning Commission (6:00p.m. – 7:00p.m.)

Mayor Weldon invited Assembly and the Planning Commission members to introduce themselves and to include how long they have served on the Assembly and Planning Commission.

Assembly:

Mayor Beth Weldon – Currently serving her first term as Mayor, previously served a term as an Assemblymember.

Greg Smith – Currently serving his first term as an Assemblymember; Elected to the Assembly in 2019. Previous Planning Commission Liaison.

Carole Triem – Currently serving her 3rd year as an Assemblymember.

Christine Woll – Elected in 2020; Representative of District 2.

Deputy Mayor Loren Jones – Currently serving his 9th year as an Assemblymember; Current Liaison to the Planning Commission.

Michelle Hale – Currently serving her 3rd year as an Assemblymember.

Maria Gladziszewski – Currently serving her third term as an Assemblymember, and previously served nearly 12 years on the Planning Commission.

Alicia Hughes-Skandijs – Currently starting her 3rd year as an Assemblymember.

Wade Bryson – Currently serving his 3rd year as an Assemblymember.

Planning Commission:

Travis Arndt – Currently serving his 3rd year of his first term on the Planning Commission.

Paul Voelckers – Currently serving his 7th year on the Planning Commission.

Michael LeVine – Currently serving his 6th year on the Planning Commission.

Nathaniel Dye – Currently serving his 5th year on the Planning Commission.

Ken Alper – Currently serving his 2nd year on the Planning Commission.

Eric Peterson – Shared that he is the most recent addition to the Planning Commission.

Weston Eiler – Currently serving his 1st year on the Planning Commission.

Dan Hickok – Currently serving his 5th year on the Planning Commission.

Planning Commission Priorities:

Mr. LeVine shared the Planning Commission's priorities and goals, and asked for feedback from the Assembly. Mr. LeVine described the Planning Commission's work on the Comprehensive Plan, which had been considered for revision for the past few years.

Mayor Weldon asked about the status of that work. Ms. Maclean explained that the PC presented a scope of services to all CBJ departments in a meeting with CBJ directors. This meeting was held prior to COVID-19, and as a result it was not brought up again. Ms. Maclean said that CDD would be able to move the project forward as soon as they received funding.

Mr. LeVine mentioned that there are a few area plans currently in development that directly tie into the Comprehensive Plan. He asked for PC members to provide brief update on each area plan.

Mr. Voelckers explained that the Auke Bay Area Plan had been in development for a long time, starting in 2013. The plan was drafted as an area plan in 2015. Following a hiatus, CDD staff worked on implementing some of the innovative ideas from the Auke Bay Area Plan into Title 49 projects. He recalled a series of meetings in 2018 and 2019 built some momentum into

drafting an ordinance; and there was a meeting scheduled for public comment that was postponed due to technical difficulties.

Ms. Hale asked if CDD would set the future meeting for public notice. Ms. Maclean confirmed that CDD would notify the public of the next rescheduled meeting.

Erik Pedersen gave an update on the South Douglas/West Douglas plan process. He shared that they accepted applications for appointments to the Steering Committee. The next scheduled meeting will be Thursday, December 17 and will focus on land use and zoning.

Mr. Dye provided an update on the Blueprint Downtown Project. The team last met on November 19, and expect to spend subsequent meetings drafting a plan with the PC COW to review soon and then it will be forwarded to the Assembly for consideration.

Mr. Smith asked with respect to the Blueprint Downtown Project, how that might be interconnected with some of the issues coming before the Assembly such as the downtown housing tax abatement discussion that the Assembly has been having.

Mr. Voelckers said that was one area that could use some additional coordination between the PC and the Assembly and particularly regarding how the PC engages and moves forward in area plans. He mentioned that in the Lands Committee meeting that had been held just prior to this COW meeting, there has been discussion on expanding the goal of the Lands Committee to include economic vitality and housing elements in the Lands Committee scope. He said those are critical, especially to Downtown Juneau. There has not been an appropriate body to bring those forward to and he encouraged stronger connections between the Assembly and PC when it comes to that, as well as other area plan implementation steps.

There was discussion about the CIP process for the Lemon Creek plan, in which Mr. Voelckers reiterated his previous statement on the connection between the Assembly and PC. He advocated for there to be a mechanism in which the Assembly prioritizes PC area plan steps and the CIP process, something to remind the Assembly of PC area plan priorities.

Mr. LeVine explained that this letter was an attempt to help improve the process and planning session on January 4 at the PWFC meeting regarding CIP List. He said that he would be happy to collaborate or coordinate on the CIP process. He mentioned that the Juneau Commission on Sustainability (JCOS) has also submitted recommendations as well.

Mr. Dye gave an update on a project that the Title 49 Committee has been working on, which includes parking, defining vegetative cover, and Land Use Code.

Mr. Arndt spoke to the Downtown parking, and shared that they have been working with the Department of Transportation over the past few meetings. He said that there are lots of things regarding parking that can be changed, and they are in the process of deciding of what the most beneficial changes would be. He said that they have considered incorporating the waiver process

that does not currently apply to downtown, and with that waiver process, residents could ask for a reduction in the number of parking spaces required. Along with that, they are keeping the fee in lieu, as it is a known commodity, and are considering changing the boundaries for PD1 and PD2. Mr. Arndt shared that they are trying to balance the need for new projects and development, while also trying not to increase what seems like a fear of not having enough parking spaces Downtown.

Mr. Smith asked if there had been any consideration for different parking requirements between commercial and residential spaces. Mr. Dye said that concern was brought up by members at previous meetings, but at their most recent meeting someone mentioned that there are different types of residential development, and that discrepancy might cause some complex issues in considering differences in parking.

Additional discussion took place regarding Downtown parking spaces, and the history of Downtown parking changes in relation to Title 49 committee and the Assembly. Mr. Dye said that they have not developed a strategy for public outreach, and asked the Assembly recommend an ideal level of level of public involvement/public process for the legislative process of their Downtown parking project. Mr. Jones said that whatever public process the Title 49 Committee uses should be in alignment with the Blueprint Downtown. Mayor Weldon advised they should do their regular outreach process, and encouraged them to give more public notice before their meetings.

Mayor Weldon asked what the discussion has been regarding tiny houses. Ms. Maclean explained that tiny houses are permissible by Land Use Code and that there are certain building code and fire code regulations that they must adhere to. If the axle is removed and they are on concrete, then it is considered a single family dwelling if it is zoned as residential. If the axle remains, then it is considered a recreational vehicle.

Mr. LeVine said that the Planning Commission also conducts quasi-judicial work as well as legislative work. He noted that the quasi-judicial work has continued through the pandemic, but the legislative work has not progressed as much during the pandemic. He said that personnel transitions within CDD and the Law Department have affected those legislative changes.

Ms. Maclean stated that the priorities have shifted within the past few years as a result of staffing changes and budget constraints. She spoke to the extensive length of time it takes to complete the appeals process, which directly impacts and can set back the Land Use Code work that is conducted by CDD staff.

Mr. Smith asked if their fees are enough to pay for CDD planners. Ms. Maclean shared that she has been discussing a new fee structure, as the fee structure has not been updated since 2004. CDD created a fee structure presentation for the Assembly, but it was put aside due to COVID-19. She said that she would be happy to give that presentation to the Assembly to inform them of how outdated the current fee structure is in Juneau.

Mayor Weldon asked if the Governance Committee wanted to provide an update for the Assembly. Mr. LeVine spoke to the update in the rules of procedure to allow for virtual meetings. Mr. Voelckers said that the Governance Committee would like to clarify how they engage with public, the roles of the members, and how they will receive public input.

Mayor Weldon thanked the Planning Commission members for all their work and their service.

The Planning Commission portion of the meeting ended at 7:13p.m.

The Assembly COW took a recess at 7:15p.m. and was called back into order at 7:25p.m.

B. Public Testimony on Hurlock Property (7:30p.m.)

Mr. Jones mentioned that there will be a brief presentation between Items C and Item D on the proposed project, presented by Jordan Nigro and Jackie Pata. Mr. Jones also explained the process of joining the meeting for members of the public who wished to provide public testimony.

Tlingit & Haida Community Council (THCC) President Richard Peterson, a Valley resident spoke on behalf of the THCC and encouraged CBJ's efforts to address homeless youth in our community. President Peterson said that THCC supports the continuation of the public purchase designation of 9290 Hurlock Avenue property, consistent with its original purpose of addressing youth homelessness. Prior to COVID-19, the Juneau School District identified between 100-150 homeless students a year. He shared that THCC has confidence in both Zach Gordon Youth Center and Tlingit & Haida Regional Housing Authority (THRHA), as they both demonstrated having the expertise and administrative capability to successfully fulfill this vital need for our community. President Peterson fully supports the lease of 9290 Hurlock Avenue to THRHA, and CBJ's support of ZGYC to provide program services at the youth homeless shelter. He thanked the Assembly for the opportunity to speak on this issue.

Ms. Hale asked President Peterson if THCC has put together an operational business plan with ZGYC to gain an understanding of the financial aspects of this project. President Peterson explained that THCC is a separate entity from THRHA, and said that she would need to ask THRHA that question.

Eileen Hosey, a Valley resident shared that she lives one block away from the Hurlock property, and has lived in that area since 1978. She recalled people from her past who were known for helping others, and believes that it is our turn to reach out and help the vulnerable young people experiencing homelessness. Ms. Hosey stated that it is not a crime to be homeless or impoverished, it is a crime to ignore those who need help. She strongly felt that our integrity as a community is defined by our willingness to take care everyone in our community, including those who are disadvantaged. Ms. Hosey advocated for the Assembly to move forward with this process, and thanked the Assembly for their time.

Mr. Smith asked Ms. Hosey if she observed any negative impacts in her neighborhood due to the Cornerstone residence. Ms. Hosey said that she lived on O'Day drive for five years and there was never any negative impacts the entire time she lived in the area. She shared that she never felt a sense of alarm or worry, and at the time she was caring for several young children. She also said that there has not been an adverse effect on property values, as she has owned property in the area since 1978, and it has increased in value every year.

Ms. Gladziszewski had a similar question to Mr. Smith's, if there were any impacts from the previous youth facility. Ms. Hosey said she could not recall any negative impact. She shared that she had a lot of faith and trust in ZGYC and believes they have a thorough plan and have successfully worked with children for years.

Justine Bishop, a Valley resident shared that she has been in communication with Representative Andy Story regarding a proposed change to the CBJ Municipal Code. She referenced the CBJ Mission Statement, "To promote strong communities and help the economy." She felt that the PC and CDD director did not demonstrate public process with the Tongass Park neighborhood, and said that doing so has discouraged the community. Ms. Bishop said that this demonstrates an unfair process and a lack of open government. She suggested the Assembly change language in the CBJ Municipal Code from "The director *may* conduct one or more meetings prior to the Commission meeting..." replacing "may" with "shall". Ms. Bishop said she felt that this process is flawed, and claimed that CBJ seemed to be showing favoritism towards a specific entity.

Mr. Smith asked Ms. Bishop if she had a chance to provide public testimony at a Planning Commission meeting at any point during this project's proposal process.

Ms. Bishop said that she did testify, and described the Planning Commission meeting as a "sham" due to the fact that the virtual public comment was set to be held after 75 minutes of discussion. She also said that the Planning Commission did not inform the public that their virtual testimony would be given through audio only, and felt that this did not allow for full participation. Ms. Bishop said she was completely confused during that meeting, and added that she subsequently learned that is how CBJ Zoom meetings are conducted. She also said that it appeared to her that someone had a political gamesmanship, she attributed this to her belief that 15 out of the 17 people who testified in favor of the project were not neighborhood residents.

Mayor Weldon asked Ms. Bishop to clarify if her main complaint was that she did not believe that the public process was followed for this project. Ms. Bishop said that was the tip of the iceberg, as she also felt that CBJ has shown favoritism towards Alaska Legacy Partners, a for-profit corporation. She added that she believed this transaction was conducted in a shady manner.

Kieran Poulson-Edwards, a Douglas resident spoke in favor of the project. He shared that he grew up in Juneau, and knows several individuals in Juneau, including himself, who have experienced homelessness. He explained that homelessness is not definitive of one's character or ability to be productive in a society, but is the result of circumstances oftentimes outside of their

control, especially with homeless youth. Mr. Paulson-Edwards said that the community as a whole is facing some serious troubles during COVID-19. He shared that he had done some research and found that the two shelters operated by Juneau Youth Services (JYS) are not available for youth drop-ins in the same way this shelter would be. There is always a need for youth to have a safe place to go, especially during this pandemic. Walking around town trying to find a safe, warm place to stay is especially difficult in light of this and the winter weather. He appreciated the chance to testify before the Assembly, and thanked them for their time.

Gus Marx, a Valley resident, shared that he was representing Juneau Coalition on Housing and Homelessness (JCHH), which includes about twenty different agencies in town that support the acquisition of this facility to use as a youth shelter. He mentioned that there is currently no other shelter for children, JYS operated Cornerstone in the past, but that program is no longer active. He said there are currently at least a dozen children who are in need of shelter right now. Mr. Marx said that the 9290 Hurlock property is likely the best facility to use as a shelter for kids until they can find a home or someplace safe. He acknowledged that the property itself is not in perfect condition, but said it is in decent condition, as JCHH put in a considerable amount of work on the interior. Mr. Marx explained why he believed this property would be the best facility for a youth shelter: given its design to be a shelter, amenities like a full kitchen and a parking lot, its location to the skate park, its proximity to the bus route, and the majority of their population being located in the Valley. He thanked the Assembly for taking the time to listen to constituents about this project.

Ms. Hale mentioned that this property was previously discontinued as a facility for a youth shelter due to funding issues. She asked Mr. Marx if he had any knowledge as to why that happened, and how they have ended up in this predicament. Mr. Marx said that what happened was a little complicated, essentially JYS suddenly stopped receiving operational federal grant funding from the Family Youth Services Bureau. He said that they continued running the shelter for a year, and made the decision to move to a smaller facility located in Mendenhall Back Loop Road. In hindsight, Mr. Marx described moving the shelter to that location as a bad idea. Ultimately, he explained that the utilization of the facility was too low to keep the program operational, especially without federal funding.

Ms. Gladziszewski asked Mr. Marx if he was involved with JYS. Mr. Marx confirmed that he is still involved with JYS. Referring to the federal grant, Ms. Gladziszewski asked Mr. Marx if he was aware of any available funding for this type of program. Mr. Marx said that JYS and ZGYC collaborated together to receive the same federal funding grant, \$200,000 a year for three years, and it has been made available to ZGYC.

Mayor Weldon mentioned that part of the neighborhood's concerns are regarding homelessness in that area. She asked Mr. Marx to clarify how much interaction there is between homeless adults and homeless youth. Mr. Marx reported that there had not been much interaction between youth and adults when Cornerstone was operating. However, he added that when Cornerstone went away, he did notice homeless youth interacting with homeless adults and identified that as an unsafe, high risk behavior.

Mr. Bryson asked Mr. Marx to provide additional information on the disposition of the kids that utilize this program, and asked if this program would also introduce transitional housing. Mr. Marx explained that most of the kids who went to Cornerstone often were experiencing a difficult home life, the child was not troublesome or “bad”, they simply had no other place to go. Cornerstone’s goal was to provide the child with a safe place, and ultimately for reunification with the family, if possible. Mr. Marx has never experienced a child at Cornerstone acting out or doing anything out of line. Occasionally, a kid might get upset and may throw a chair, but he said that no one had been harmed. Mr. Marx also described the facility’s capability to provide transitional housing in addition to a youth shelter. He said that there is federal funding specifically for that type of program, and said that if the City approved of that program then they would seek that funding.

Sara Truitt, a Valley resident, spoke in favor of this project, and shared that she used to work for JYS for Cornerstone located at the Hurlock property. She said that there is not another place in town that provides a service like this to homeless youth, and these are kids with nowhere else to go. Ms. Truitt said she never witnessed the kids at Cornerstone engage in any dangerous behavior, and based on her experience she found it to be a safe place for kids in town who needed someplace to go. She also noted that CBJ has already indirectly hosted this population of youth in their public facilities: the library, the skating rink, the parks, and the pools. Ms. Truitt wished to emphasize that these are not bad kids, they are children in our community who are struggling and need help. She thanked the Assembly for taking the time to listen to her testimony.

Jean Shannon, a Valley resident, shared that she has lived near the Hurlock property for 22 years, and she worked at JYS for six years as a manager for the transitional housing program. She was involved with the Neighborhood Association’s vetting process that decided between six different entities who wished to operate the facility; ultimately Alaska Legacy Partners was chosen. She said they decided to choose ALP due to their intention of implementing nurses and staff that would provide 24/7 service. Ms. Shannon expressed concern regarding mixing youth with adult populations in the shelter. She said if it is for youth only, she was in favor of this project.

Mandy Cole, a Juneau resident and Executive Director at AWARE, said appreciated the Assembly’s questions on this project so far and will be covered by the presentation by Ms. Nigro and Ms. Pata. She shared that she and her group have been working on this process for months and apologized if the Assembly felt left out of that process or has not been kept apprised of their work. Ms. Cole said that the partnership between THCC and ZGYC has already been successful in securing funding and ensuring that children in our community are safe. She expressed gratitude for all of the work that Ms. Nigro and Ms. Pata have done, and said that they have lots of important information to share with the Assembly.

Ms. Gladziszewski asked if Ms. Cole had any information that she wanted to briefly share with the Assembly regarding the project. Ms. Cole shared that the closure of Cornerstone resulted in the community rallying together for alternative options for homeless youth. She said that

sometimes the police would end up with a teenager at 2:00a.m. with nowhere to go. She explained that AWARE would take them in for the night and then ZGYC would provide resources during the day. The agencies started to work together to develop some home grown strategies to assist homeless youth, however it soon became very apparent that no organization, outside of JYS, had the capacity to fully take on this issue. They looked for partners within the community who may be able to work collaboratively on this issue. They ultimately partnered with THCC, and she feels optimistic about their partnership and with the work done by Ms. Nigro and Ms. Pata towards this project.

Chair Jones closed public testimony at 8:16p.m.

C. Assembly Discussion on Ordinance 2020-57: An Ordinance Authorizing the Manager to Accept the Reconveyance of a Fraction of U.S. Survey 381, Located at 9290 Hurlock Avenue, from Alaska Legacy Partners.

Mr. Watt spoke to the complexity of the ordinance. He explained that in a situation such as this, the City has multiple options available to them, some of which are necessary. He clarified that the Assembly decided to split the ordinance into two: the first would authorize the City Manager to receive the property back; the second would allow the City Manager to lease the property. Mr. Watt also noted that there has been advocacy for CBJ to be the operator of the facility.

Mayor Weldon asked Mr. Watt to clarify if this ordinance would allow the Assembly to take this property back without paying any money, and if it would eradicate the Senior Assisted Living condition. Mr. Watt confirmed that was correct, adding that receiving that property back would also remove the Senior Housing encumbrance on the land.

Ms. Gladziszewski asked Mr. Watt to explain the financial impact of receiving the property back. Mr. Watt explained that if Ordinance 2020-57 were to pass, that would authorize the City Manager to receive the property back at no cost. He added that there are other details within that, such as a potential agreement between Alaska Legacy Partners (ALP) and THRHA that CBJ would not be a party to. When CBJ originally sold the property to ALP, there was an agreement to structure the sale in a manner that delayed much of the payment and had CBJ carry the loan. Mr. Watt also explained that the loan is still in effect, and that CBJ received a down payment of \$35,000 from ALP, a payment which will be kept by CBJ if the ordinance were to pass.

Ms. Hale asked if this transaction would require any action from ALP. Mr. Watt this ordinance would authorize the City Manager to receive the property, it would not warrant any action by ALP. If the Assembly passed Ordinance 2020-57 but did not pass Ordinance 2020-58, then it is unclear exactly what action ALP would take.

MOTION by Mayor Weldon to forward Ordinance 2020-57 to the Assembly for Public Hearing. *Hearing no objections, the motion passed by unanimous consent.*

Mr. Bryson asked if the Assembly should consider inviting ALP to the Assembly meeting, so they may be present during the Public Hearing. Mr. Jones responded that the upcoming Assembly meeting will receive public testimony and it will not be a Q&A session, and that ALP has the right to testify if they choose to do so.

The COW took a break at 8:36p.m and resumed at 8:43p.m.

D. Assembly Discussion on Ordinance 2020-58: An Ordinance Authorizing the Manager to Lease the Property at a Fraction of U.S. Survey 381, Located at 9290 Hurlock Avenue, to Tlingit Haida Regional Housing Authority for Youth Services.

Mr. Watt gave a brief introduction of Ordinance 2020-58, saying it would authorize the lease of the property at below market value, at \$100 per year to the THRHA. Mr. Watt credited Jorden Nigro, Director of Zach Gordon Youth Center, and Jackie Kus.een Pata, President and CEO of the THRHA, for leading the effort in pursuing grant funding and establishing the partnership between the two entities. He referenced a COW meeting back in June in which he asked the Assembly to authorize staff to pursue grant funding, which would make CBJ the grant applicant. Mr. Watt said that Ms. Nigro and Ms. Pata have identified a substantial amount of grant funding for this project, and will be ready to answer any questions following their presentation.

Jorden Nigro and Jackie Kus.een Pata gave a presentation regarding the proposed Youth Shelter & Rapid Rehousing project.

Ms. Nigro shared that the proposed project is a youth shelter and a rapid rehousing apartment. She explained that Juneau has not had a homeless youth shelter for over a year, and the pandemic has significantly exacerbated this issue. Juneau School District annually reports between 125 – 150 homeless youth on an average year, and about 50% of those homeless youth are reported to be teenagers. Ms. Nigro added that this number does not reflect the number of homeless youth in Juneau that are currently not attending school.

The Juneau Coalition of Housing and Homelessness have prioritized youth homelessness, and have spent the past year discussing options to address this issue. She said that JCHH identified the Youth Shelter as their #1 priority.

ZGYC has seen a significant increase in youth homelessness as a result of the pandemic. Between June 1, 2020 and October 1, 2020, ZGYC has worked with twenty-five youth under the age of 20 years old who were homeless. Ms. Nigro explained that many homeless teenagers often “couch surf” when looking for a place to stay, but they are no longer able to do this due to the concern of spreading COVID-19.

Project Funding

Annual Operating Budget: \$595,000

Secured
US DHSS

In Process
AK MHTA

Hurlock Budget: \$1,086,400

Secured
ICDBG HUD

Basic Center Program \$200,000/year x 3 years	\$75,000/year likely 1x	\$150,000
AK DOL Youth Homelessness Demonstration Project \$75,000/year x 2 years (minimum)	Donations \$20,000	Alaska Community Foundation \$350,000
Juneau Community Foundation \$100,000/year		<u>TOTAL: \$500,000</u> Needed within next 5 years: \$586,000* <i>*including 500k for future new roof.</i>
<u>TOTAL: \$470,000</u> General Fund Support Needed: \$120,000 Annually		

Ms. Nigro explained that the US DHSS grant was awarded to ZGYC last September, and added that this grant will not likely go away after the three year period, as most foundations manage to keep them for quite some time. She also anticipates raising \$20,000 through donations, which would leave approximately \$120,000 needed for general fund annual support. For property costs, the Hurlock building will need a new roof in about five years for approx. \$500,000.

Mayor Weldon asked Ms. Nigro to clarify if ZGYC is asking for CBJ to contribute \$120,000 annually to this project. Ms. Nigro confirmed that they would need an annual contribution of \$120,000 from CBJ to fund the project. Ms. Pata also provided clarification on the timing for the ICDBG HUD in regards to CARES Act funding.

Ms. Hughes-Skandijs asked Ms. Pata to explain how the Hurlock Repair Budget came out to \$1,086,400. Ms. Pata said that budget resulted from the cost of necessary equipment (bedding, materials, etc.) and the repairs needed for the building.

Ms. Nigro gave a proposed project overview, and explained that the Hurlock property would provide two services to two different age groups: **Youth aged 10 to 18** will be provided with temporary youth sheltering services, which will be staffed with 24/7 adult supervision. The services will be provided until family reunification, foster care, or another placement can occur. The facility can serve 6-8 youth from this population. **Youth aged 18 to 20** will be provided with apartment living quarters in a separate part of the Hurlock property. That portion of the facility can serve 2-4 youth from this population.

Ms. Nigro also addressed the CBJ & THRHA Partnership relationship, and the expectations of both entities for this project:

CBJ – Zach Gordon Youth Center:

- Provide 24/7 shelter staffing.
- Provide programming and supportive services including outreach and aftercare services.
- Manage grants related to program costs.

- Maintain data on youth served.

Tlingit Haida Regional Housing Authority:

- Provide maintenance and ongoing upkeep of the facility.
- Act as landlord to youth 18-20 living in the apartments.
- Manage grants related to property costs.

Ms. Nigro proposed that both organizations will work together to secure grant funding as available, develop ongoing partnerships, and ensure programming is culturally relevant and appropriate.

Ms. Pata added that they intend to provide classes that will teach the residents about financial capacity building and landlord-tenant laws. Their goal is to provide residents with life skills that they can utilize after they leave the shelter.

Ms. Gladziszewski asked Ms. Nigro to speak to the capacity of having 24/7 staff at the facility. Ms. Nigro said that this project has been licensed by the State of Alaska, which has requirements on the staff-to-youth ratio; eight staff have been hired for this project so far. She said that the intention is to always have two staff in the facility, and one staff at night. She shared that she has worked and operated in residential care facilities for over a decade, she said that she feels confident that ZGYC staff are capable of hiring and training other staff. Ms. Nigro also clarified that ZGYC will not be directly providing behavioral health services, but staff would be able to refer youth to outside resources.

Ms. Nigro provided information about site security, and shared that the safety of their youth, their staff, and our community is their top concern. There will be camera monitoring outside the building and in communal areas inside the building. There will also be a secure entrance through which everyone will check in and check out and alert night staff. The area will be fenced in accordance with the Conditional Use Permit. Ms. Nigro shared that the youth they have worked with are invested in this project, and they are passionate about the shelter.

Ms. Hughes-Skandijs asked Ms. Nigro to speak to how apartment housing would work when serving multiple genders. Ms. Nigro said that they would meet the needs of the youth that come to the shelter, and figure out how the living situation would work on a case-by-case basis.

Mr. Smith asked if the youth staying at the shelter would be free to go when they were ready to. Ms. Nigro explained that it is not a locked facility, and youth can show up at any time they need to be there. Mr. Smith asked Ms. Nigro if any youth be welcome at the facility. Ms. Nigro assured Mr. Smith that anyone would be welcome to the facility, and if they needed other services beyond sheltering, then ZGYC would refer them to the right resources. Mr. Smith asked Ms. Nigro to explain the reasoning behind the low capacity given the large size of the facility. Ms. Nigro explained that the capacity limits were made during the pandemic, and with COVID-19 social distancing space in mind and not wanting youth to share bedrooms. She also mentioned

that ZGYC often serves transgender youth, and said that they want to ensure that the facility is welcoming for transgender youth who are experiencing homelessness.

Mayor Weldon asked Ms. Nigro what the capacity numbers would be in non-COVID times. Ms. Nigro said that they anticipate serving 6-8 kids in the shelter at a time, including after the pandemic. Mayor Weldon asked if ZGYC was working with JSD to obtain Chromebook computers so that that children can do schoolwork while at the shelter. Ms. Nigro answered that ZGYC has already provided Chromebooks to children who visit the youth center, some of whom are currently homeless. Mayor Weldon asked if ZGYC had considered doing community outreach with the children for the surrounding neighborhood. Ms. Nigro shared that she is really excited about the prospect of planting a garden at the property to help make the surrounding area feel warmer and welcoming. She added that they would like to help out around the neighborhood as much as they can.

Mr. Bryson asked Ms. Nigro to explain if there are any resources available for a child under the age of 10 who is experiencing homelessness. Ms. Nigro explained that in some cases, a child under the age of 10 may be placed into emergency foster care. However, if a 9 year old came to the shelter without a place to stay, ZGYC could call the SOA and ask for a variance in their license to allow the child to stay there. Mr. Bryson thanked Ms. Nigro and Ms. Pata for the work they have put into this project.

Ms. Woll asked Ms. Nigro if she felt that this shelter would be a long-term need or a short-term need for the community. Ms. Nigro said that would be at the discretion of the Assembly, and added that she felt it would be a long-term need, and spoke to the connection the youth have with the youth center. Ms. Woll asked Ms. Pata if CBJ were to choose not to provide funding in the future, would THRHA try to find a way to continue the program. Ms. Pata confirmed that THRHA are committed to this project, and have shown that commitment by donating their land, offering property management services, and acting as property manager while ZGYC operates the program.

MOTION by Mayor Weldon to refer Ordinance 2020-58 to the Assembly, and asked for unanimous consent.

Mayor Weldon thanked Ms. Nigro, Ms. Pata and Ms. Cole for their work in trying to address this issue in the community. She felt that it may not be realistic to expect CBJ to come up with \$120,000 every year to provide for the operation of the program. There was additional discussion regarding concern over the annual \$120,000 funding for operations.

Hearing no objections, the motion passed by unanimous consent.

The COW took a break at 9:30p.m. and reconvened at 9:38p.m.

E. Assembly Discussion on Fireworks

Chair Jones proposed a question for the Assembly: Does the Assembly want to provide direction on regulation of Fireworks?

Ms. Woll shared that she had heard that fireworks are an issue, and asked what the issue is with fireworks that the Assembly is trying to solve.

Ms. Gladziszewski explained that four years ago, people complained about fireworks year-round, so the Assembly met and gave JPD direction to enforce the noise ordinance (with the exception of New Year's Eve and the Fourth of July). However, there have been some technicalities with changes in ordinances, and the result is that some people are still having issues with fireworks.

Mayor Weldon added that the concern is that people are not abiding by the rules and are using fireworks outside of the two days, and have gradually become louder.

Mr. Palmer explained that the Assembly articulated a fireworks policy in late 2016 due to noise complaints. However, the adoption of the International Fire Code in 2017 inadvertently prohibited all use of fireworks in the borough, which is still in effect today. There is now a desire to explicitly clarify the regulation of fireworks, such as the sale of fireworks, dates in which fireworks are permitted, or the use of "big boom" louder fireworks. Mr. Palmer said that the Assembly has many options available to them, including the option to not address the issue at all.

Mr. Bryson provided some historical context explaining that 2019 had an extremely dry summer, which led to CBJ banning the use of personal fireworks. This past summer, CBJ cancelled the City-sponsored Fourth of July fireworks due to the pandemic. With personal fireworks being sold locally, in addition to the fireworks that were not used in 2019 due to the ban, it resulted in a large collection of fireworks being used. He said the Valley sounded like a "war zone", and that there is public concern over that same high-level firework activity happening again on New Year's Eve. Mr. Bryson recommended that the Assembly should leave the issue alone.

Mayor Weldon commented that this is not an easy discussion, and anticipated that they will receive a lot of public input on this issue. She asked if the Assembly has the time and energy to deal with a complex subject that is not directly related to any of the Assembly's goals.

Ms. Gladziszewski noted that tonight is December 7, there is nothing that could be enacted before December 31. She said she thinks it would be beneficial to work on this sometime before the next Fourth of July, and to take some time to clarify the intent of the Assembly before drafting an ordinance.

Ms. Hale suggested that they could provide guidance to the City Manager regarding messaging to the community prior to New Year's Eve, but expressed concern that may be more work for CBJ staff. She said that there is a lot of dissent in the community, and it is the responsibility of the Assembly to address this high-conflict issue.

Mr. Smith asked if JPD could write a ticket to enforce guidelines. Mr. Palmer said that the guidelines would be enforceable under the CBJ Noise ordinance. The conflict is between the CBJ Policy interpreting the noise ordinance, and the International Fire Code which prohibits all fireworks. He said it is up to the Assembly to decide if that is something that needs to be resolved.

Ms. Gladziszewski said that the Assembly has to do something that is clear. Right now, fireworks are technically prohibited, so the Assembly must come up with a cohesive solution and clarify the code.

MOTION by Ms. Hale to move this for further discussion, and that she would be willing to work with Mr. Palmer to come up with a proposed ordinance.

Mr. Jones said that this discussion would need to remain in the COW. He agreed with other Assemblymembers, and spoke to the previous times that this discussion had been brought to the Assembly.

Objection by Mayor Weldon. Mayor Weldon clarified that she does not mind looking into this issue in the future, but does not think the Assembly should consider drafting an ordinance at this time. She proposed an amendment to Ms. Hale's motion, to further discuss the process of this without drafting an ordinance.

MOTION by Mayor Weldon to keep this discussion in the COW for further discussion without drafting an ordinance at this point. *Hearing no objections, the motion passed by unanimous consent.*

V. ADJOURNMENT

There being no further business, the Committee of the Whole meeting adjourned at 10:03p.m.

Minutes drafted by Administrative Assistant Lacey Davis and respectfully submitted by Municipal Clerk Beth McEwen this 15th day of March, 2021.

ASSEMBLY STANDING COMMITTEE
COMMITTEE OF THE WHOLE
DRAFT Meeting Minutes – January 11, 2021

The Assembly Committee of the Whole meeting, held virtually via Zoom webinar, was called to order by Deputy Mayor Loren Jones at 6:02p.m.

I. ROLL CALL

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

Assemblymembers Absent: None.

Staff Present: City Manager Rorie Watt, Deputy City Manager Mila Cosgrove, City Attorney Robert Palmer, Municipal Clerk Beth McEwen, Deputy Clerk Diane Cathcart, Finance Director Jeff Rogers, Public Works Director Katie Koester, Lands Manager Dan Bleidorn, Community Development Department (CDD) Director Jill Maclean, CDD Planning Manager Alexandra Pierce, CDD Senior Planner Irene Gallion, Parks and Recreation Deputy Director Michele Elfers

II. APPROVAL OF AGENDA

The agenda was approved as presented.

III. APPROVAL OF MINUTES

A. August 10, 2020 Assembly Committee of the Whole Draft Minutes

Hearing no objections, the minutes of the August 10, 2020 COW meeting were approved.

B. September 14, 2020 Assembly Committee of the Whole Draft Minutes

Hearing no objections, the minutes of the September 14, 2020 COW meeting were approved.

IV. AGENDA TOPICS

A. Visitor Industry Task Force (VITF) Report

Mr. Watt thanked everyone who volunteered to participate in the VITF, and complimented Ms. Pierce and Ms. Elfers for doing a great job in staffing a thorough public process. He shared that a lot of people contributed a lot of time and effort into this project starting in January/February 2020.

Ms. Elfers and Ms. Pierce shared a presentation of the VITF report. Ms. Elfers described the VITF process, beginning with the task force's establishment in October 2019 through Mayor Weldon's charging document. Between October 2019 and April 2020, the VITF met twelve times to discuss tourism management. The VITF held public testimony meetings on January 11, 2020, and February 1, 2020, where they received 156 written testimonies, and 43 public comment testimonies. The last VITF meeting was in April 2020 where they finalized their report, and delivered the finished report to the Assembly.

Visitor Industry Task Force Recommendations:

1. Regarding Management of the Visitor Industry:
 - The VITF advocated for the centralization of Visitor Industry management.
 - Improvement of operations and dock scheduling in partnership with Cruise Line Agencies.
 - Improvement of infrastructure and a direct focus on transportation and dock electrification.
2. Regarding reviewing and updating the Long Range Waterfront Plan (LRWP):
 - The VITF decided that the current plan does not need a huge overall in updating the LRWP, and instead encouraged CBJ to focus on other priorities related to management.
 - In addition, the VITF recommended the completion of Seawalk development.
3. Regarding the idea of a restriction on the number of visitors, or a Visitor “Cap”
 - VITF discussed this with the City Attorney, and found that a “visitor cap” could be legally questionable and logistically impractical. They believe that limitation can be achieved through other measures, such as:
 - Limitation through infrastructure
 - Limits on ship scheduling
 - Limit by negotiation
 - Financial incentives/disincentives
4. Considering Methods for Collecting Public Opinion:
 - The VITF recommended engaging a third party contractor to complete a public opinion survey for Juneau residents at the end of 2021 cruise season.
 - Depending on the utility of a survey, additional surveys should be planned to gauge how management strategies are influencing public perception.
 - The VITF also considered collecting data on the effects of hot berthing, or when one ship is immediately replaced by another ship in the same dock.
5. Subport Development/NCL Dock Proposal:
 - The VITF recommended supporting a dock if the following conditions are met, recognizing some are beyond NCL’s control, the task force submitted these items for Assembly consideration:
 1. One larger ship per day using one side of the facility.
 2. Maximum of five larger ships in port per day.
 3. No hot berthing at the new facility.
 4. No larger ships allowed to anchor as a sixth (6th) ship in town.
 5. High quality uplands development for community and visitors.
 6. Year round development orientation.
 7. CBJ manages the dock to some extent.
 8. The dock is electrified.

Recommended Assembly Action:

- Direct the City Manager to develop an implementation strategy for the recommendations of the VITF
- Consider the VITF's input as subport permits are reviewed.

Ms. Elfers and Ms. Pierce ended their presentation and opened the floor for questions from the Assembly.

Ms. Hale asked with respect to the daily limit of five ships if Ms. Pierce could clarify how many ships were typically in port during "big ship days" in 2019. Ms. Pierce explained that the daily ship limit would only restrict ships to the current capacity, it would not allow for an additional ship to be at anchor with the addition of a new dock. Ms. Hale expressed her concern regarding the five ship limit. She said that local residents have shared similar concerns with her, and said they can feel overwhelmed when five ships are in town. She added that one week prior, she felt that it was appropriate for the COW to consider these recommendations. However, at this point in time, she said it would be difficult to give this issue the attention that it needs. Ms. Hale suggested that the Assembly take this up again at a future COW meeting, due to feeling that she has not been able to give this the consideration it deserves.

Mr. Bryson disagreed with Ms. Hale. Mr. Bryson said that there are businesses in the community who are currently trying to make plans for this upcoming tourism season. He added that every delayed action the Assembly makes will be detrimental and harmful to businesses and the community. Mr. Bryson told the Assembly that there are businesses who need them to take action, so that the businesses in the community can know how to operate this summer.

Ms. Triem mentioned that the recommendations in this report would require Assembly action to move forward. She said that if the Assembly approved the recommendations, it does not mean that every action will move forward without additional Assembly action. Ms. Triem reminded the Assembly to keep that caveat in mind when moving forward with this discussion.

Ms. Hale said that she does not believe that delaying Assembly action would harm local businesses, adding that businesses have been impacted by COVID-19, not by inaction of the Assembly. She believes that the Assembly is doing everything they can to help local businesses, however, there are a lot of items in the report that the Assembly has not yet discussed. Ms. Hale also mentioned that there is not anything in this report that would impact the 2021 summer season, as these recommendations are long-term objectives.

Ms. Hughes-Skandijs asked if the City Manager believed there was merit to Mr. Bryson's concerns that this report would drastically affect local tourism businesses. She also asked if there could be a way to produce a high-level implementation plan.

Mr. Watt said that Mr. Bryson's concerns are more related to the next agenda topic. He said that in regards to the VITF report, the intention of tonight's meeting is to receive the report, and thank the VITF for their recommendations. He does not think the Assembly would be adopting

anything tonight. Mr. Watt anticipated the Assembly would discuss the order of the VITF's recommendations, and then provide direction to the City Manager to work on the items they might want to implement. Mr. Watt explained that whatever action the Assembly decides, they will ultimately bring it back to the public for testimony on any ordinances that come about from those implementing actions.

Ms. Gladziszewski echoed Mr. Watt's explanation, and said that Assembly should focus on accepting the report and then go through it piece by piece with CBJ staff.

Mayor Weldon thanked those who served on the Visitor Industry Task Force, as well as the staff and the public who participated. She agreed with Ms. Gladziszewski comments, describing the process as similar to the Assembly's approach of the proposed recommendations for Child Care some time ago.

Ms. Woll said that she agreed with the Mayor's comments, and mentioned that she would like to consider discussing the subport issues separately, as she did not want that issue to be addressed too far down the road. Mr. Watt explained the Assembly has many options available when making a decision regarding the subport. He added that the Assembly wears many hats: as the land owner, the permitting agency, the appeal quasi-judicial body, etc. He explained that the Assembly is also the appeal body on anything coming from the Planning Commission. He would anticipate staff provides a process map to the Assembly so that they can see the whole spectrum. Ms. Pierce agreed with Mr. Watt's explanation, and added that the logical next step would be to develop an implementation plan to set priorities and help the Assembly process all of the information presented in the report.

Mr. Jones suggested that Mr. Watt ensure that the small cruise ship plans that Docks & Harbors are currently working on are included in this process.

Ms. Gladziszewski made a comment regarding Ms. Woll's comments on the NCL proposal. She believes that there should be an implementation plan so that the Assembly and public can each know when they can insert themselves into the process without jeopardizing any portion of the process.

MOTION by Mayor Weldon for the Assembly to accept the VITF report and request the Manager to develop an implementation strategy in conjunction with the Port Director and the Docks & Harbors Board as appropriate, then to bring it back to the appropriate body. She asked for unanimous consent.

Mayor Weldon clarified that this motion is accepting the report, not adopting the report, and anything the Assembly does will come back to the body and will be set for public hearing.

Mr. Smith asked for clarification on the Docks & Harbors Board aspect of the motion.

Mayor Weldon explained that this motion would ask the City Manager to work in coordination with the Port Director and Docks and Harbors Board as appropriate, as the cruise ship docks are directly involved with the Docks & Harbors Board.

Madame Clerk McEwen asked Mayor Weldon to clarify which body the implementation strategy will be brought back to. Mayor Weldon and Mr. Jones clarified that the implementation strategy will be referred to whichever body the City Manager deems appropriate.

Hearing no objections, the motion passed by unanimous consent.

B. Cruise Ship COVID Protocol Discussion Update

Mr. Watt explained that for the past few months, Mayors and Managers from Southeast communities have been in contact with each other, and this has evolved into a group discussion which involves most all of the ports in Southeast Alaska. He described the general goal of the cruise ship industry is for the port towns of Southeast Alaska to develop a cohesive and unified approach for the cruise ship season. He said that they have come up with a beta version dashboard which shows COVID-19 levels in the various communities. Cruise ships are required by the CDC to get approval from the ports, which Mr. Watt said would open up discussions about medical capacity in port towns.

Mr. Watt explained that the discussion has not yet advanced much further due to the fact that they do not yet know what the CDC protocols and requirements will be. He addressed the palpable anxiety in the industry, the concern that once the agreements have been made, cruise ships will not have enough time to book cruises, hire staff, and prepare ships for the cruise ship season. There is also concern amongst retailers in port towns that a delayed cruise ship season would lead to loss of income and problems with staffing. Mr. Watt said that there was nothing the Assembly can do at this point. He mentioned that our regional neighbors suggested each community draft a letter; they volunteered Mr. Watt to write that letter to ask CDC to advance strategic planning. He told the Assembly that if there were to be an ultimate agreement to come about, it would be brought before the Assembly before implementation.

Mayor Weldon shared that the Mayors throughout Southeast Alaska had a teleconference with the Governor, and she encouraged advocating the CDC to come up with an implementation strategy plan.

Ms. Gladziszewski appreciated this update, and asked Mr. Watt if he could update the listening public on the current plan in place, particularly which cruise companies have delayed sailing. Mr. Watt said that he did not have a definitive list of all cruise ship companies' decisions, but added that Holland America, Princess Group, and Carnival have all delayed until at least mid-May, which comprises about 60% of their sailings.

Ms. Triem asked for clarification on the start of the season, as mid-May is relatively close to the regular start of the cruise ship season.

Mr. Watt explained that there are considerable hurdles in many aspects of resuming sailing, which involves marketing cruises, if the general public is ready to resume sailing, port town agreements, and CDC requirements for “test sailings” to monitor how cruises could operate. Mr. Watt expects a soft cruise ship season opening, and that the opening heavily depends on the availability of vaccines. He also mentioned that 2022 seems like a strong year for cruise ship sailings, as many people have expressed desire to go on vacation in 2022. In general, the opening of the cruise ship season largely depends on how our country as a whole handles the pandemic.

Ms. Hale said that she has heard from community members who are worried about cruise ships bringing COVID, as well as those who are worried about the impacts that the lack of cruise ships will have on local businesses.

Mayor Weldon gave kudos to Mr. Watt for taking the lead on this issue, and added that she would appreciate hearing his comments regarding Canada’s restrictions.

Mr. Watt spoke to Jones Act, a federal requirement that bans foreign ships from embarking on cruises that only call at U.S. ports. With Canadian ports being closed, it is uncertain if there is a legal way to pursue an itinerary for U.S. ports, and it would most likely take federal action to implement any changes.

Ms. Woll shared that she heard comments from the industry about the possible need for holding “space” to hold guests as part of potential mitigation measures.

Mr. Watt anticipates that the CDC requirements for cruise ships will include reduce capacity, and isolated areas in the ship reserved for quarantining guests who test positive for COVID-19. He mentioned an additional concern regarding screening guests after they return from shoreside excursions. Presumably, Mr. Watt said that there would be protocols in place for guests when they embark, additional testing and screening measures conducted while sailing, then screening guests before and after disembarkation at each port. Mr. Watt also addressed the seasonal workforce and the mitigation measures that might need to be implemented for their safety and the safety of the community.

Mr. Jones shared that his friends in Europe have advised against traveling to Europe in 2021; and said that Europe might not be open for tourism until mid-2022.

The COW took a break at 7:01p.m. and reconvened at 7:10p.m.

C. Juneau Economic Plan (JEP) Update

Ms. Cosgrove provided an update on the Juneau Economic Plan, the contents of which were included in tonight’s packet. The plan featured a Housing Action Plan Update provided by Chief Housing Officer Scott Ciambor from the most recent Lands Committee meeting. She noted that community partners such as JEDC, Chamber of Commerce, and others were hoping to revisit and update the JEP. There are a lot of things happening in the background, and she said it would

be beneficial for the Assembly to consider funding an update of the plan, as it is now over five years old.

Mr. Jones said that Ms. Cosgrove was going to work with McDowell to look into the potential costs of updating the JEP. Ms. Cosgrove said that she has not yet been able to get that information back to the Assembly. She also informed Mr. Jones that the McDowell Group has changed its name to McKinley Research, and that she will continue to try to get that information.

Ms. Hale said that given the current economic climate and the uncertainty surrounding economic revitalization, it might be too early to restart looking at this plan. Mr. Jones asked Ms. Triem if she had any comments as the certified economist and the chair of AFC. Ms. Triem agreed with Ms. Hale's comments, although she assumed that they would take that into account when developing future plans.

Ms. Hughes-Skandijs had similar concerns regarding whether it might be too soon to revisit the JEP, but said that would be part of the planning process of figuring that out. She described this as an unprecedented situation in terms of scope, and many of the assumptions they would start with would be difficult to gauge.

Ms. Triem thought it would be interesting to start working on the changing role of state government in Juneau's economy. She noted it is as a trend that is already happening, but it as an important thing that the Assembly should be aware of and concerned about. Ms. Hale thanked Ms. Triem for raising such a critical point. She suggested that Ms. Triem may want to reach out to Nils Andreessen at Alaska Municipal League, as they have been working on objectives that address that exact concern.

D. Other Items

Mayor Weldon reminded the Assembly of the Special Assembly meeting with the Legislative Delegation on January 12.

Ms. Hale gave a shout-out to the Emergency Operations Center (EOC) and the team who has been working on the vaccine rollout. Ms. Cosgrove gave a shout-out to Mr. Barr for his leadership in the rollout of the vaccine workshop. Ms. Gladziszewski expressed gratitude and appreciation for the extra information provided during the registration for the vaccine.

VI. ADJOURNMENT

There being no further business, the meeting adjourned at 7:28 p.m.

Minutes drafted by Administrative Assistant Lacey Davis and respectfully submitted by Municipal Clerk Beth McEwen this 15th day of March, 2021.



**OFFICE OF THE MUNICIPAL CLERK/
ELECTION OFFICIAL**

City and Borough of Juneau (CBJ)
155 S. Seward St., Room 202
Juneau, Alaska 99801

Phone: (907)586-0203 Fax: (907)586-4552
email: Beth.McEwen@juneau.org

Date: March 12, 2021
To: Deputy Mayor Loren Jones, COW Chair
Assembly Committee of the Whole
From: Beth McEwen, Municipal Clerk/Election Official
Subject: Comparison Options for future CBJ Elections

At the January 4, 2021 Assembly Human Resources Committee (HRC) meeting, the Clerk's office presented information on options for how CBJ might conduct future elections in light of the strong voter turnout in the 2020 Regular CBJ Election. The HRC and Assembly requested a more in depth review of options, with an emphasis on exploring Vote by Mail (VBM) and/or hybrid in person combined with strong mail voting elements.

The Clerk's office contracted with Resource Data (RD) to provide the attached ***Vote by Mail Feasibility Study*** in which RD advises three scenarios for conducting VBM elections (listed as options B-1, B-2, and B-3 below). Alongside RD's study, two other primary options are also summarized below:

OPTION A: Precinct Polling Place Elections – In person Election Day emphasis with Early/Absentee Stations open 2 weeks prior to Election Day with absentee by mail or e-ballot options available similar to elections conducted prior to 2020.

OPTION B: Vote By Mail Elections (See attached RD Vote by Mail Feasibility Study for more details.)

Option B-1: VBM in Juneau through creation of an Election Center with purchase of sorting equipment.

Option B-2: VBM in Juneau through creation of an Election Center with manual processing.

Option B-3: VBM in coordination with Municipality of Anchorage (MOA) similar to the 2020 Regular CBJ Election.

OPTION C: Hybrid with Vote Centers & Strong Absentee by Mail and e-Ballot options

Option C-1: Hybrid In person/By Mail (sorting equipment purchase). Vote Centers for in person voting including creation of an Election Center with the purchase of sorting equipment. All ballots processed similar to VBM election processing as mentioned in Option B-1 above.

Option C-2: Hybrid In person/By Mail (manual processing). Vote Centers for in person voting including creation of an Election Center sorting all ballots manually as mentioned in Option B-2 above.

Your packet contains copies of the January 4, 2021 HRC ***CBJ Muni Election Options*** worksheet, and ***CBJ Muni Election Options Overview*** and ***Expense Detail*** worksheets. During the FY21 Budget approval process, the Assembly approved \$93,600 towards the purchase of new election equipment. The 2021 quote from Dominion Elections for that same equipment is now at \$113,000. We are waiting for policy direction from the Assembly before we purchase any new equipment as an increase in funding would be required for all options.

CBJ Muni Election Options - Overview

(March 2021)

Options

	Total Cost for Year 1 of this Option, including initial equipment purchase*	Annual Costs after initial equipment purchase**	Community Change	Other Pro's/Con's	Other Pro's/Con's	Other Pro's/Con's
OPTION A: Precinct Election (Includes Early/Absentee Vote Centers with Manual Absentee Processing)	\$ 169,000.00	\$ 71,000.00	Status Quo prior to 2020	Labor Intensive on Election Day with Quicker Results Process	Locally Managed, voters are most familiar with this method	Easiest Option to conduct 2021 Election & Lowest Cost per Election for long term options
OPTION B (1) Juneau Based Vote By Mail w/CBJ Election Center & Sorter [RD Option 1]	\$ 489,000.00	\$ 309,000.00	Similar process to MOA Election and would require increased voter education	Long term solution requiring extensive planning, equipment purchases, Code, Policy & Procedure Changes and voter education	Locally Managed (not subject to MOA limited availability nor mail delays between Juneau & Anchorage)	Most expensive long term investment option out of B Options.
OPTION B (2) Juneau Based Vote By Mail w/CBJ Election Center Manual Sorting [RD Option 2]	\$ 430,000.00	\$ 320,000.00	Similar process to MOA Election and would require increased voter education	Long term solution requiring extensive planning, equipment purchases, Code, Policy & Procedure Changes and voter education	Locally Managed (not subject to MOA limited availability nor mail delays between Juneau & Anchorage)	Medium range long term investment option.
OPTION B (3) Contract with MOA for Vote By Mail similar to 2020 Election [RD Option 3]	\$ 199,000.00	\$ 152,000.00	Same process as the 2020 CBJ By Mail Election, Voter comments 50/50 in favor and against this method.	Potential problems/delay in ballots mailed to/from Anchorage, less local control.	Some increase cost as MOA/CBJ Agreements would need to be renegotiated.	Subject to availability of MOA Election Center and Staff Availability
OPTION C (1): Hybrid Vote Center + Absentee App. Mail out w/CBJ Election Center Manual Sorting	\$ 446,000.00	\$ 346,000.00	Each registered voter would be mailed applications for a By Mail and e-Ballot rather than the ballot packet.	Full Ballot packets would be mailed only to those who returned a signed application	Locally Managed similar to VBM with Election Center Manual Process (Option B2)	In person options and voter assistance would still be available @ Vote Centers but all ballots processed same as VBM.
OPTION C (2): Hybrid Vote Center + Absentee App. Mail out w/CBJ Election Center Sorting Machine	\$ 505,000.00	\$ 325,000.00	Each registered voter would be mailed applications for a By Mail and e-Ballot rather than the ballot packet.	Full Ballot packets would be mailed only to those who returned a signed application	Locally Managed similar to VBM with Election Center Process (Option B1)	In person options and voter assistance would still be available @ Vote Centers but all ballots processed same as VBM.

*The FY21 Budget included \$93,600 towards the purchase of new Election Equipment. We are waiting for Assembly direction before committing to the purchasing new equipment.

** Annual Costs are calculated assuming 1 election/year, for Special Election costs, it would be the annual cost minus the Election Center annual lease expense.

CBJ Muni Election Options - Expense Details

(March 2021)

Options

OPTION A: Precinct Election (Includes Early/Absentee Vote Centers with Manual Processing)
OPTION B (1) Juneau Based Vote By Mail w/CBJ Election Center & Sorter [RD Option 1]
OPTION B (2) Juneau Based Vote By Mail w/CBJ Election Center Manual Sorting [RD Option 2]
OPTION B (3) Contract with Municipality of Anchorage (MOA) for Vote By Mail similar to 2020 Election [RD Option 3]
OPTION C (1): Hybrid Vote Center + Absentee App. Mail out w/CBJ Election Center Manual Sorting
OPTION C (2): Hybrid Vote Center + Absentee App. Mail out w/CBJ Election Center Sorting Machine

1	2	3	4	5	6	7	8
Total Cost for Year 1 of this Option, including initial equipment purchase* (total of columns 3, 5, 7 & 8)	Annual Costs after initial equipment purchase** (total of columns 4, 5, 6, 7, 8)	Dominion Year 1 Purchases	Annual License Fees after Year 1 Purchases - (Does not include Column 1 totals)	Annual Premises expenses (Lease of Election Center***, Precinct rents, or MOA)	Election Center Equipment including security, MOA, or Manual Sort Expenses	Estimated Staffing Costs	Printing, Postage, Adverting/PR, Contract Svcs. & Other Costs
\$ 169,000.00	\$ 71,000.00	\$ 113,000.00	\$ 15,000.00	\$ 1,000.00	Manual Sort of Absentee and Questioned Ballots	\$ 30,000.00	\$ 25,000.00
\$ 489,000.00	\$ 309,000.00	\$ 110,000.00	\$ 25,000.00	\$ 144,000.00	\$ 95,000.00	\$ 60,000.00	\$ 80,000.00
\$ 430,000.00	\$ 320,000.00	\$ 110,000.00	\$ 15,000.00	\$ 144,000.00	\$ 15,000.00	\$ 81,000.00	\$ 80,000.00
\$ 199,000.00	\$ 152,000.00	\$ 60,000.00	\$ 13,000.00	MOA (\$0)	MOA (\$0)	\$ 59,000.00	\$ 80,000.00
\$ 446,000.00	\$ 346,000.00	\$ 110,000.00	\$ 25,000.00	\$ 144,000.00	\$ 15,000.00	\$ 97,000.00	\$ 80,000.00
\$ 505,000.00	\$ 325,000.00	\$ 110,000.00	\$ 25,000.00	\$ 144,000.00	\$ 95,000.00	\$ 76,000.00	\$ 80,000.00

*The FY21 Budget included \$93,600 towards the purchase of new Election Equipment. We are waiting for Assembly direction before committing to the purchasing new equipment.

** Annual Costs are calculated assuming 1 election per year. If a Special Election were conducted, the special election cost would be this column minus the Election Center annual lease expense.

*** Election Center Premesis Lease rate based on an estimate of 4,000 square feet @ \$3/sq. ft. according to Lands Manager Dan Bleidorn.

CBJ Muni Election Options

(Estimates provided
to Assembly HRC
1/4/2021)

Characteristics

Estimated
Upfront Capital
Cost

Estimated Cost
Per Election

Community
Change

Other Pro's/Con's

Other Pro's/Con's

Other Pro's/Con's

Options

Precinct Election (Includes
Early/Absentee Vote
Centers)

\$100,000

\$50,000.00

Normal prior to 2020

Labor Intensive on Election
Day with Quicker Results
Process

Locally Managed

Easiest Option to conduct
2021 Election & Lowest
Cost per Election for long
term options

Vote Centers

\$100,000

\$80,000

CBJ's 2020 By Mail Election
included 2 Vote Centers
rather than Early Voting or
Precinct Locations

Most of the upfront
expense for the Vote
Centers & Ballot Drop
Boxes were already
purchased in 2020

Locally Managed

Accessible Vote Centers
would take the place of
Precinct Polling Places & Be
open for 2 weeks

Hybrid: Vote Center +
Absentee App. Mail out

\$100,000

\$80,000

Each registered voter
would be mailed an
application for a By Mail
and By Fax Ballot rather
than the ballot packet.

Full Ballot packets would
be mailed only to those
who returned a signed
application

Locally Managed

In person voting options
and voter assistance would
still be available at the Vote
Centers

Vote By Mail (Anchorage)

\$48,000

\$110,000

Same process as the 2020
CBJ By Mail Election, Voter
comments 50/50 in favor
and against this method.

Potential problems/loss of
ballots during shipping
to/from Anchorage

Perception of lack of local
control

Subject to availability of
MOA Election Center and
Staff Availability

Vote By Mail (Juneau)

Estimated at approx.
\$500,00-\$750,000
depending on purchasing
equipment & leasing a
permanent Election Center
location

Estimated at approx.
\$100,000 per election +
annual Election Center
premis leasing costs of
\$96,000-\$108,000

Similar process to MOA
Election and would require
increased voter education

Long term solution
requiring extensive
planning, equipment
purchases, Code, Policy &
Procedure Changes and
voter education

Locally Managed (not
subject to MOA limited
availability)

Most expensive long term
investment option

Enhancement/FAQ's:

1. Cost of postage paid on return ballot packet for VBM Election? About \$3,000 per election, if the decision is made prior to printing process.

2. Cost of Additional Drop Boxes? About \$6,000 each.

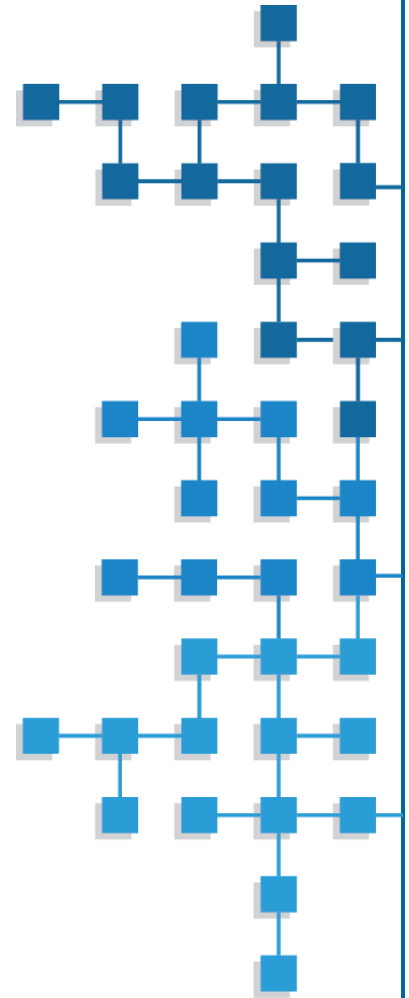
3. For VBM options, public has expressed concerns about seeing discarded ballots at post offices and leads to concerns about election security.

4. For VBM options, ballots mailed to out of date addresses of record lead to voters concerns about election security. (Voter registration rolls in control of State Div. of Elections)

Vote by Mail Feasibility Study

City and Borough of Juneau

March 12, 2021



Developed by Dennis Wheeler and Kami Fitch

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1.0 Background and Purpose

The City and Borough of Juneau (CBJ) currently holds precinct poll-based elections with the option of absentee voting. Under special authorization, CBJ conducted its 2020 regular election using a hybrid vote by mail format¹, leveraging staff and equipment from the Municipality of Anchorage (MOA) because of time constraints due to COVID-19.

CBJ is currently considering options, including switching permanently to vote by mail or, more accurately, a hybrid vote by mail format. To assist CBJ in this decision, this feasibility study discusses the key decisions/tasks required, identifies options in approach, and provides high-level estimates of costs.

1.1. Out of Scope

The following items are considered out of scope for this study:

- **Equipment for ballot scanning and tabulation.** CBJ is currently investigating purchasing its own ballot tabulation system. Alternatively, CBJ may be able to use the State's equipment, as has been done in the past. Because this is being evaluated as part of a separate project, this study does not discuss acquiring this equipment. Staffing and space needs related to centralized ballot scanning are mentioned in this study.
- **Detailed and definitive cost estimates.** While we have provided cost estimates, these are based on general assumptions and include some sampling of known vendors. More precise estimates would require that CBJ make a number of business decisions and may require formal procurement processes. For some areas, we have not included any estimates because there is not enough information currently available to create a reasonable estimate.
- **Code changes to implement a permanent vote by mail solution.** Most of the code updates needed for vote by mail were addressed when authorizing the 2020 vote by mail election. While some changes may be appropriate for a more permanent solution, the review, drafting, and enactment can be well managed by CBJ's own resources and staff, as it was in 2020. We are available for consultation, if desired².
- **Aspects that require no changes from CBJ's 2020 election.** This study focuses on the changes needed for CBJ to transition permanently to vote by mail. Therefore, processes and equipment used by CBJ in its 2020 vote by mail election that do not need to be modified are not discussed in this study.

¹ A hybrid vote by mail format is when all eligible voters are mailed ballot packages, but voters can choose to go to a vote center to obtain and cast a ballot. Voters can also choose to return a ballot via mail or to a drop box.

² This additional scope would need to be formally approved by CBJ.

2.0 Changes to Support Permanent Vote by Mail

The major change in moving from operating 13 polling locations to using vote by mail is the change from hiring and training a large number of election workers for the polling locations to using a smaller number of more highly trained staff to process ballot return envelopes and scan ballots in a centralized location.

Because CBJ successfully conducted a vote by mail election in 2020, many of the tasks required to transition to vote by mail have already been completed, including the following

- Making code changes to support vote by mail
- Updating and adding to procedures
- Acquiring secure drop boxes and equipment for vote centers
- Designing envelopes (outer envelope, security sleeve, and ballot return envelope)³
- Contracting and coordinating with a printing and mailing vendor
- Completing an initial collection of reference signatures

While CBJ may choose to adjust some of these items based on their experience last year, CBJ has a good foundation for transitioning to vote by mail permanently. However, CBJ does need to decide how to process ballot return envelopes, the scope of which includes tasks such as the following:

- Identifying each returned envelope in order to determine whether it is valid for the current election and to track which voters have returned envelopes to ensure that only one ballot is accepted from each voter.
- Sorting ballot return envelopes into groups (e.g., by status, by precinct) based on CBJ's chosen requirements.
- Verifying the voter's identity by validating the voter's signature on the ballot return envelope.
- Tracking the "cure" process when there is a problem with the voter's ballot return envelope (i.e., allowing the voter an opportunity to resolve the problem so the ballot can be accepted).

³ CBJ may redesign the return envelope to remove the witness signature line and instead request a unique identifier from the voter, such as birthdate, voter ID, or last four digits of Social Security Number. In order to protect the identifier, the return envelope may include a "flap" sealed by the voter. The redesign itself is not a significant effort but adding the flap feature will add a small increment in cost and in the time it takes for election officials to process the envelopes (i.e., have to manually remove the flap).

The decision made on how to process ballot return envelopes will affect many other aspects of the vote by mail implementation, including space required for performing election tasks, supplemental equipment, and staffing needs.

2.1. Options for Processing Ballot Return Envelopes

CBJ has three primary options for processing ballot return envelopes:

1. Purchase a specialized election sorter to support this processing in Juneau
2. Process ballot return envelopes manually in Juneau
3. Use MOA's Election Center in a partnership similar to what was done for the 2020 election

2.1.1. Option 1: Purchase a Specialized Election Sorter

Typically, with a vote by mail program, jurisdictions purchase a specialized election sorter to support processing ballot return envelopes. In addition to doing basic sorting, these machines also include software for tracking, reporting, and other functions necessary to support elections. This equipment speeds up the processing time, reduces the number of people needed, and reduces the number of opportunities for human error.

Because most election sorters are specially designed for elections in larger jurisdictions, they typically include specialized signature verification and reporting software and multiple sorting features, often costing hundreds of thousands of dollars. Based on our preliminary inquiries to potential vendors⁴, two companies—Runbeck Election Services and Tritex—make smaller sorters that would be more closely aligned with CBJ's foreseeable needs (based on number of anticipated voters, signature verification tools, and physical machine size).

The following table provides a high-level comparison of the relevant sorters from these companies.

Note: Cost estimates from these vendors are nonbinding. In addition, we made assumptions about CBJ's requirements for the sorter. Costs may vary based on CBJ's final requirements.

⁴ Potential vendors include ES&S, Fluence Automation, Runbeck Election Services, Tritex, and Bluecrest. As noted in this report, only Runbeck and Tritex appear to offer smaller, less expensive sorters.

	Runbeck AgilisDuo	Tritek Nomad	Tritek Correct Elect
Physical Size (approximate)	6' x 2'	10' x 2'	12'-15' x 5'
Estimated Lead Time for Delivery	Less than 3 months; typically 8-10 weeks	Approximately 90 days, depending on features requested	Approximately 90 days, depending on features requested
Cost Estimate (Year 1)⁵	\$85,000 <i>Includes sorter, shipping, installation and training, license and support, and 3 signature verification computers</i>	\$160,000 <i>Includes sorter, shipping, installation and training, software license and hardware support, and 3 signature verification computers</i>	\$210,000 <i>Includes sorter, shipping, installation and training, software license and hardware support, and 3 signature verification computers</i>

Machines from both of these companies are currently in use for elections around the country. Tritek's two options are more customizable and are built to order, which is likely part of the reason for the higher pricing. While Runbeck's AgilisDuo is less expensive, it has fewer features available compared with the Tritek equipment. For example, the Tritek Correct Elect sorter can out-sort "good" envelopes separately from "challenged" or "void" envelopes. In addition, the Tritek sorters have the option of including automated signature verification for an additional cost (not included in the cost estimates above).

Based on our initial inquiry, we believe all three are legitimate options for CBJ consider. However, whether any of these sorters will meet CBJ's needs depends on CBJ's final requirements. After defining their requirements for a sorter, CBJ should more thoroughly vet these products and the companies' expected performance before purchasing a sorter.

Note: Appendix A provides areas CBJ should consider around sorter requirements.

Because of the lead time required for procurement and delivery of a sorter, if CBJ chooses to purchase a sorter for the 2021 election, it should begin the process as soon as possible to ensure timely delivery, setup, and training.

Purchasing a sorter would allow CBJ to conduct a vote by mail election entirely in Juneau, while taking advantage of technology to make it more efficient and less error prone. However, because of licenses and maintenance, the initial up-front costs (as well as on-going costs) are the highest of any option. There are also a number of other costs, beyond the sorter purchase, for this option. These are discussed in *Section 2.2: Other Impacts and Considerations*.

⁵ There would also be on-going yearly costs for software licenses and hardware maintenance.

2.1.2. Option 2: Process Ballot Return Envelopes Manually

CBJ could decide to process ballot return envelopes manually. With this option, instead of envelopes being mechanically sorted and tracked, election workers would need to process each envelope. This processing would minimally include the following for each returned envelope:

- Looking up the voter to determine whether the voter had already returned a ballot
- Looking up the voter in the State's Voter Registration system (VREMS) to verify the signature against reference signatures available in the State's system
- Tracking receipt and disposition of the returned envelope

If this approach were used, CBJ would need a method to help with tracking, which could be done on paper spreadsheets (similar to how poll books are used) or using a simple software tool (refer to *Section 2.2.2: Additional Software* for additional information). Other equipment, such as hand-held bar code scanners, in combination with software could also help speed up the processing.

The two major downsides to manual processing are that

1. It will take longer (or require more people and more space)
2. It is prone to more opportunities for human error

To avoid human error, more controls and checks are needed, which is part of the reason it will take longer. This also means that staffing costs will be higher than the other options. These staffing costs, as well as other associated costs, are discussed in *Section 2.2: Other Impacts and Considerations*.

Manually processing ballot return envelopes is feasible for CBJ only because of the relatively lower number of voters (approximately 27,000 registered voters) as compared with the Municipality of Anchorage or other vote by mail jurisdictions. However, if the number of registered voters or voter turnout increases substantially, manual processing may become too cumbersome and time consuming.

2.1.3. Option 3: Use MOA's Election Center

CBJ's third option is to leverage MOA's Election Center as was done in 2020. In that election, MOA provided its election facilities, equipment, and permanent election staff, plus helped bring in temporary election workers. MOA charged CBJ only for the temporary election workers (107 hours) and overtime hours from permanent staff (18 hours).

Note: The hours were this low for multiple reasons:

- *MOA permanent staff did a lot of the work and CBJ was not charged for non-overtime hours by these staff members.*
- *MOA staff have used their equipment and processes for multiple elections, so they are proficient in using it.*

- *The MOA equipment is scaled to meet Anchorage's needs, so it is faster than equipment that would be "right sized" for CBJ.*

MOA has indicated they are willing to continue partnering with CBJ on future elections. The arrangements would likely be similar, with perhaps a larger emphasis on CBJ's team running the facility and MOA's permanent staff remaining onsite to provide ad hoc assistance and training. The following table lists estimated costs for this option.

Item	Estimated Cost
Temporary Election Workers and Overtime for MOA Permanent Election Staff	\$2,500 to \$3,000
Facility Usage Fee	\$3,000 to \$6,000 ⁶
Travel Costs for CBJ Election Staff (airfare, hotel, rental car, food)	\$7,300
Total	\$12,800 - \$16,300

This option has the benefit of enabling CBJ to use equipment that makes processing ballot return envelopes efficient, without having to spend a lot of money. In addition, because CBJ has already defined their processes when using the MOA Election Center, there would be less work required to prepare for the 2021 election.

2.2. Other Impacts and Considerations

The choice CBJ makes on how to process ballot return envelopes has many downstream impacts on what space, equipment, and staffing CBJ needs. The following sections outline additional costs and considerations that apply to conducting the vote by mail election. As noted, some sections only apply to some of the options.

2.2.1. Election Center

Applies if either Option 1: Purchase Equipment or Option 2: Process Manually is selected.

If CBJ decides on Option 3 (use MOA's Election Center), CBJ would not need a dedicated Election Center. CBJ may still need additional storage for drop boxes and other equipment, but the requirements for this space would be much less.

Many jurisdictions operate their elections from and within their City Halls. It is not uncommon for elections to take over spare rooms, conference rooms, halls, and even the occasional janitor's

⁶ Estimate is based on preliminary discussions with MOA election staff. A formal agreement would require official approval through normal MOA contracting channels.

closet during elections. However, to have an efficient and secure vote by mail election, a centralized, dedicated space is best—and the space needed is larger than what is required for precinct poll-based elections.

In traditional precinct poll-based elections, most of the action happens at the polling locations. The live ballots are there, the ballot scanning is done there, and watchers and observers (if any) would be there. And it all happens, mostly, on one day. This means less space is needed at City Hall.

The opposite is true with vote by mail. All of the ballot return envelopes come to a centralized location to be verified, opened, and the ballots scanned. The focus of activity is now on the Election Center. Ballots need to be stored securely and segregated based on their stage in processing, so they do not get incorrectly comingled. Election workers need room to both process the ballot return envelopes (receiving, sorting, verifying signatures, opening envelopes, separating ballots) and to scan ballots, plus accommodate any watchers or observers. And this space is needed for multiple weeks: from at least the moment the ballot return envelopes may start arriving through the time the canvass is done (or even later for a recount).

While all of this processing happens in poll-based elections for absentee voters (1,647 absentee voters in the precinct poll-based 2019 CBJ Election), the volume is much smaller than in a vote by mail election (11,875 by mail ballots cast in the hybrid vote by mail 2020 CBJ Election). Therefore, the space needs are smaller, and it's more feasible to do the work in a conference room, with some set up and take down each day. With vote by mail, CBJ will have 12,000 or more ballot return envelopes to process in a 3- to 5-week period. This requires more room for proper and secure handling.

If CBJ chooses to purchase a sorter (option 1) or manually process ballot return envelopes (option 2), ballot return envelopes will be processed, and ballots will be scanned, in Juneau. Therefore, we recommend that CBJ acquire space for a dedicated Election Center: 2,500 to 3,000 sq ft would be very tight, but workable. Something in the 4,000 sq ft range would be ideal, as it would be sufficient for the processing needed—plus provide storage for drop boxes, tables, and other election equipment—and should be adequate for years to come, even if and when voter turnout climbs beyond 20,000.

Acquiring space to house an Election Center would only be part of the cost as CBJ would need to ensure the space is secure and purchase supplemental equipment for use in processing ballot return envelopes. In addition, CBJ would need equipment for scanning ballots, either purchasing this or borrowing this equipment from the State⁷.

⁷ As noted in 1.1 Out of Scope, there is a separate project for investigating ballot tabulation equipment.

- **Security Equipment:** Ideally, the Election Center would be wholly dedicated to elections and secured from any other use or intrusion. This security should include proper door locks, alarms, and security cameras.

Cameras can serve not only a security function but can also be used to live stream activity at the Election Center, boosting transparency in the process and building voter confidence in that process. Cameras should be able to provide high-quality color video as well as have night vision and motion detection for recording. Recordings should go to a secure device that is routinely downloaded/backed up, with at least a 30-day record. A 16-channel, 4-terabyte DVR and dedicated desktop computer (for video review and admin controls) is adequate for this.

Door and window alarms that include monitoring services (if available in CBJ) as well as alerts to selected phone numbers should be installed. In addition, keypads or keyless entry pass cards are better alternatives than keys, which can be readily duplicated.

- **Envelope Opening Machine:** CBJ will need an envelope opening machine to open the ballot return envelopes. A good desktop machine can more than handle the daily volume. Most have a counter feature, which can help staff with tracking. Most importantly, these openers are designed to consistently open each envelope quickly and without damage to the envelope's contents. There are a variety of machines available, both new and refurbished.
- **Trays:** We recommend that CBJ invest in colored trays to help manage ballot packages within the Election Center:⁸

These trays provide an easy way to organize and separate ballot return envelopes and ballots, while providing an immediate visual signal as to the status of the contents. For example, white trays can mean *neutral* (i.e., received, but not yet processed). Yellow can mean *in progress* while red can mean *challenged* (e.g., the voter forgot to sign the envelope) and green could mean *ready to open*. Coupled with rolling carts and more detailed labels where needed, the ballot return envelopes and ballots can be easily moved about the Election Center as needed. Depending on the number of trays purchased and shipping, the cost runs about \$20 per tray, with shipping. The trays are durable; with one election per year, these trays should last a very long time.



⁸ Photo for illustration only. We are not endorsing any particular brand.

- **Rolling Carts:** We recommend that CBJ have rolling carts for moving trays of envelopes from sorting to opening, and then moving ballots to scanning and on to secure storage.

Note: Alternately, if the Election Center is a dedicated space, static wall racks with fixed bins could be used in combination with less expensive trays and/or rolling bins/library carts.

- **Other Equipment:** The Election Center will also need other basic equipment, such as tables and chairs, for use by election workers. Additional computers and monitors (quantity dependent upon option selected) and a printer/copier as well as office supplies may also be needed to support the vote by mail process.

2.2.1.1. Election Center – Estimated Costs

Item	Estimated Cost
Election Center Space	Undetermined See note after table
Security Equipment (not including keyless entry) <i>(will vary based on the number and type of cameras, length of cabling runs, number of doors and windows, etc. Estimate is based on what MOA spent and assumes that the space does not have any existing security equipment)</i>	\$6,000 - \$10,000
Envelope Opener (new)	\$2,500
Trays <i>(40 trays x \$20/ea)</i>	\$800
Rolling Carts <i>(5 carts x \$130/ea)</i>	\$650
Other Miscellaneous Equipment <i>(cost depends on what equipment CBJ may already have available)</i>	Option 1 (Purchase Sorter): <\$10,000 Option 2 (Process Manually): <\$15,000

Note: We do not know the local Juneau market nor are we real estate professionals; therefore, we are not providing a cost estimate for acquiring space for an Election Center.

We understand warehouse space similar to MOA's Election Center is difficult to find in Juneau. While commercial/office space may be more readily available, we saw online only one location of suitable size, which was approximately \$1.90 per sq ft for just over 4,000 sq ft. Of course, zoning, parking, and other site issues are important considerations, as would be the decision to purchase or lease and, if leasing, the lease term.

2.2.1. Dependencies on the State of Alaska

Because the State of Alaska maintains voter registrations, CBJ needs to coordinate with the State in order to receive the current voter registration information and voter reference signatures.

2.2.1.1. State Voter Registration File

The State of Alaska provides precinct registers (aka poll books) for local elections, which are the ones used at the polls for checking voter names and gathering voter signatures as they vote. The books are a reflection of the current voter registration database at the time the books are generated.

For vote by mail elections (both for MOA elections and the CBJ 2020 election), the State of Alaska has provided an electronic file with the voter information for each election. CBJ will need to coordinate with the State to ensure the State is willing to provide the voter files electronically going forward. We do not expect that this will be a problem, especially if CBJ can continue to use the same format as MOA.

Because of the lead time required to print materials and prepare ballot packages, CBJ will need to receive two copies of the State voter file: one several weeks before the ballot packages will be mailed so that the printer can begin working and then a second, final file after the deadline for voters to register/make updates to their registration. After receiving the second file, the printer will finalize ballot packages, creating new packages for newly added or changed voters and destroying the previously created packages for removed voters or those who had a change.

Before providing a list of voters and their information to the printing and mailing vendor, CBJ will need to add several pieces of information, including the following:

- The ballot style each voter should receive. Because of how CBJ does their elections, this can be determined based on the precinct to which the voter is assigned (which is identified in the State voter file).
- Unique identifier for each voter to be printed on the ballot return envelope. Each ballot return envelope is assigned a unique identifier, which is scanned by sorting equipment to identify whose envelope it is so that the system can check for whether that voter has already returned an envelope, signature verification can be done, etc.
- Any voters that per CBJ code should not automatically be sent a ballot package (e.g., if CBJ does not attempt to mail to voters that the State has marked as having an undeliverable mailing address).

Making these updates to the file, as well as identifying which voters have changed between the versions of the State voter files, should be done via an automated process to prevent errors from occurring. More information about this is in *Section 2.2.2: Additional Software*.

2.2.1.2. Voter Reference Signatures

In a vote by mail election, to verify the voter's signature on the ballot return envelope, election officials need to have at least one known valid signature for the voter (aka a reference signature) that can be compared with the envelope's signature.

The State of Alaska has verified voter signatures (an increasing number of which are in their Voter Registration system). Unfortunately, for the 2020 CBJ election, the State of Alaska was unable to extract reference signature images from their system for Juneau and indicated that doing so would require a significant amount of programmer time to complete.

For the 2020 election, to create a starting set of reference signatures, CBJ was able to scan signatures from physical precinct registers from elections in prior years. However, to verify signatures for any ballot return envelope that was not in that set of reference signatures, CBJ and MOA election workers had to log in to the State voter registration system and look up the voter's signature. This was a time-consuming process, especially as it required switching from the computers used in the secure, air-gapped MOA system to computers connected to the Internet that could access the State's system.

Ideally, CBJ would be able to reach an agreement with the State of Alaska such that CBJ could get an extract of the State's signature files for each election. It is unclear to us whether the State would be able to do this and, if it is, whether CBJ would need to help pay for the initial setup costs. In addition, the timing could be problematic for the State because CBJ's October elections are in the midst of the State's primary and general election cycles.

CBJ can grow itself out of having to rely significantly on the State if it keeps the signature images it collects each election cycle in a database/file structure of its own (with a simple software tool to help manage these files). Then each year, CBJ could load these verified signatures as the reference signatures, which would reduce the number of voters that election workers have to look up in the State system. The costs of setting up the local database and processes have not been estimated in this study.

2.2.2. Additional Software

Applies if either Option 1: Purchase Equipment or Option 2: Process Manually is selected.

For Option 3: Use MOA's Election Center, per our conversations with MOA elections staff, we expect MOA will allow CBJ to use the software it's developed for use with the Call Center and Vote Centers.

The processing of ballot return envelopes—and being able to carefully track where each envelope is in the process—is critical to a successful vote by mail election. For example, the following list includes some common functions for supporting tracking and reporting:

- Assigning ballot styles to each voter in the State voter files
- Assigning unique identifiers to each ballot return envelope
- Generating files for the printing & mailing vendor that identify the voters to whom to send ballot packages (including identifying changes between State voter files)
- Tracking status of envelopes received/ensuring only a single ballot has been received from a voter
- Tracking signature verification results
- Tracking contact with voters to “cure” problems with ballot return envelopes
- Tracking and processing requests for replacement ballots and/or temporary addresses
- Making voter and status information available to the call center⁹
- Making voter information available at the Vote Centers
- Reporting on ballot return envelope processing
- Providing information about who voted to the State of Alaska after the election

While these tasks can be done manually or by using Excel or similar software applications, consistently tracking information when you have 30,000 registered voters and 12,000 returned envelopes quickly becomes unmanageable and prone to error. In addition, some of the functionality would be very difficult and time consuming to do manually. Software that uses a database can make this more manageable and automate a number of tasks.

The functions listed above are all either handled by MOA’s sorter software or by supplemental tools they have developed. However, if CBJ chooses Option 1 (purchase sorter), the sorters that are “right-sized” for CBJ only support a few of these functions. And if CBJ chooses Option 2 (process manually), CBJ does not currently have software designed to help with any of these functions.

Therefore, if CBJ chooses either Option 1 or Option 2, we recommend CBJ acquire software that will assist in completing the functions above. We have not investigated whether there are any commercial software packages available that would meet CBJ’s needs. While it is possible such software exists, these functions are typically part of an election sorter system or a voter registration system. Therefore, such software may be more extensive than what CBJ needs and therefore more expensive.

CBJ could also build their own application(s) to handle these functions. While the list of needed functionality is fairly long, the solution could be kept relatively simple and small and still meet CBJ’s needs. For example, most of MOA’s custom solutions are built using simple form-based user interfaces in a Microsoft Access database. Without working with CBJ to more thoroughly define their requirements, we cannot provide an estimate for what this might cost.

⁹ The “call center” is a phone number voters can call to ask questions about how and where to vote as well as (if CBJ supports it) whether their ballot return envelope has been received.

Because selecting and implementing software will take time, CBJ should begin this process as soon as possible in order to have the software ready for an October 2021 election.

Note: If CBJ chooses Option 2 (process manually) and acquires software as described above, they may be able to include the ability to look up reference signatures within this software, which could increase the efficiency of the signature verification process.

2.2.3. Additional Staffing Requirements

Applies if either Option 1: Purchase Equipment or Option 2: Process Manually is selected.

For Option 3: Use MOA's Election Center, staffing costs are included in the estimated costs for that option (except for an Election Coordinator).

If CBJ decides to purchase a sorter (Option 1) or to process ballot return envelopes manually (Option 2), all of the election processing will be done in Juneau. This will require more staff in Juneau (compared with the 2020 election).

The following activities will need to be staffed with either of these options:

- **Coordination and Supervision:** There are numerous activities involved in voting by mail that need attention in advance of and during the election process. Some of these activities need to be completed by a person very familiar with the intricacies of an election; this individual should also be able to provide daily supervision of all election processes during an election. MOA found that adding a position was critical to freeing up the Municipal Clerk and Deputy Clerk to attend to their other duties. CBJ should closely consider a full-time, temporary position (4-6 months) that could implement vote by mail and perform other functions as needed, as described below. We refer to the position as Election Coordinator in this report.

Note: With Option 3 (use MOA's Election Center), there are enough election tasks that need to be completed by CBJ staff in Juneau, that having an Election Coordinator would still be needed. Therefore, we have included costs for this position in the summary estimates (see Section 2.3.1.1: Summarized Cost Estimates).

- **USPS Mail Pickup:** With either Option 1 or Option 2, mailed ballots will be delivered to CBJ. While the United State Postal Service (USPS) routinely delivers mail to City Hall, we recommend that CBJ coordinate with USPS so that two election officials pick up mail from USPS on a routine, daily basis. This provides a better chain of custody and helps keep election mail from getting intermixed with other City Hall mail.

Elections may need to designate its own box or make similar arrangements with USPS, which may have additional cost. From a staffing perspective, we expect that the same team

who is picking up ballot return envelopes from drop boxes and vote centers would pick up mail from USPS.

- **Sorting and Tracking Envelope Receipt:** When envelopes are returned, the envelopes need to be sorted to identify valid ballot return envelopes. This process also includes tracking receipt of the envelopes and verifying that the voter has not previously returned an envelope.

If CBJ purchases a sorter (option 1), much of this process will be automated by the sorter. However, if CBJ manually processes ballot return envelopes, each one will need to be manually looked at, reviewed against voter logs to ensure it is valid and that the voter had not previously returned a ballot, and recorded as received (including identifying where the envelope is stored). While software can be created to aid this process, manual processing of even 12,000 ballots will be time consuming.

Note: If CBJ changes its return ballot envelopes to include a “flap” with unique voter identifiers under the flap, each flap will need to be removed and the identifiers compared to a database to verify the voter’s envelope. These steps would have to be done manually, even if CBJ purchases a sorter or uses MOA’s sorter.

- **Signature Verification:** Once envelopes have been through initial processing, the signatures must be verified. We recommend that each signature be verified by two individuals.

The sorters available include software to make signature verification more efficient by presenting workers with an image of the signature from the envelope next to one or more references signatures. However, if CBJ opts to do manual processing, workers will likely have to look up each voter in VREMS (the State’s system), compare the physical envelope with the reference signatures in VREMS, and then record the disposition. As noted in *Section 2.2.1.2: Voter Reference Signatures* and *Section 2.2.2: Additional Software*, CBJ could build a local application for storing and viewing verified signatures, which could make this process faster.

For either option, CBJ will need to train election workers how to verify signatures. MOA has used a trainer from the Washington State Patrol (WSP). In the past, WSP has only charged MOA for travel expenses, and this year MOA is doing the 1- to 2-hour training via video conference. We did not contact Washington State Patrol to determine whether they would be willing to do this training for CBJ, but we are assuming that they would be and with the same arrangements as with MOA.

- **Review & Resolution:** The Review & Resolution team handles challenged envelopes and issues “opportunity to cure” letters. This work is difficult and requires attention to detail, so it is time consuming. In addition, its volume is more of a steady stream and not as variable day to day as the other tasks.

The sorters that are suitable for CBJ's size do not include software that tracks the work of the Review & Resolution team. Therefore, the processes for this area will likely be similar for both Option 1 (purchase sorter) or Option 2 (process manually).

- **Floor Supervisor:** Because the envelope processing is so critical to the success of vote by mail, it takes a full-time person to be available to supervise and problem solve. While this could be one of the Clerk's permanent staff, we've estimated based on training someone to serve in this role, as has been done at MOA with some of its team leads.

The first election CBJ does with these new processes will likely require a dedicated Floor Supervisor as everyone becomes familiar with the processes. In subsequent elections, it is likely the Floor Supervisor could also be one of the people working in Review & Resolution.

Note: This task could be handled by an Election Coordinator, if one is hired.

- **Ballot Return Envelope Opening and Ballot Facsimile:** The envelope opening teams work in small groups to remove the ballots from the ballot return envelopes. A team approach is used to make sure that the identification of the voter remains confidential and to make sure only a single, qualified ballot is in each envelope. For example, it is common for one worker to make sure the envelopes are "face down" so the voter's name is not visible, and another worker pulls the envelope contents out of the envelope, then separates the ballot from the secrecy sleeve, and confirms there is just the one expected ballot. One or more counts and visual inspections are conducted during this process.

The facsimile team is two people transferring votes from an original, but severely damaged and unscannable ballot, to a clean ballot ready for scanning.

- **Ballot Scanning:** Once the ballots are removed from their envelopes, they must be scanned. CBJ is currently considering acquiring a central scanning system for scanning ballots at an Election Center. Pricing for the scanning equipment is outside the scope of this report, but we have estimated the staff time and cost for scanning the ballots.

The daily workload for this is variable depending on the number of ballots prepared for scanning, when scanning is allowed to start, and when scanning must be completed. Scanning also includes a supervisory role for adjudicating certain ballots (e.g., those with over or under votes and extraneous marks). Potentially, the CBJ Clerk or one of the permanent staff may perform one or more of these functions, reducing the cost.

- **Training:** Each year, staff will need to be trained on drop box, vote center, election center security, call center, envelope sorter, envelope opening, ballot scanning, and other procedures. Typically, these trainings are broken into segments because not all election workers will be performing all tasks. For that reason, we have given what may be a high estimate on the number of hours, which also helps account for the first-year training potentially taking longer. In subsequent years, if the same workers return each election, only shorter "refresher" trainings may be needed.

2.2.3.1. Additional Staffing – Estimated Costs

Below are some rough estimates on additional staffing¹⁰ cost for Options 1 and 2. These estimated staffing costs are **in addition to** the Juneau-based staff costs for the 2020 election (e.g., call center, vote centers, and drop box pickup). These estimates are very rough and could change based on the sorter selected (for option 1), processes implemented, and additional software that CBJ implements to help in tracking ballot return envelopes.

Note: Numbers are rounded to the nearest 10 dollars.

Activity	Option 1: Purchase Sorter	Option 2: Process Manually
Election Coordinator	\$42,390 ¹¹	\$42,390
USPS Mail Pickup (2 people x 1 hr/day x \$15.49/hr x 20 days)	\$620	\$620
Sorting and Tracking Envelope Receipt	\$930 (1 person x 4 hrs/day x \$15.49/hr x 15 days)	\$13,010 ¹² (7 people x 8 hrs/day x \$15.49/hr x 15 days)
Signature Verification	\$3,720 (4 people x 4 hrs/day x \$15.49/hr x 15 days)	\$13,010 ¹³ (7 people x 8 hrs/day x \$15.49/hr x 15 days)
Review & Resolution (2 people x 8 hrs/day x \$15.49/hr x 20 days)	\$4,960	\$4,960
Floor Supervisor (1 person x 8 hrs/day x \$15.49/hr x 20 days)	\$2,480	\$2,480
Ballot Return Envelope Opening & Ballot Facsimile (110 ¹⁴ hours x \$15.49/hr)	\$1,700	\$1,700

¹⁰ Some people may have multiple tasks in a given day and efficiencies can be realized when this happens. For example, the team doing the USPS mail pickup can also pick up envelopes from drop boxes and later be used for signature verification or other appropriate tasks.

¹¹ 6 months, 1 FTE Range 14.

¹² Estimate based on having teams of two process each ballot return envelope. Assumes 12,000 envelopes received and each requiring 2 minutes to process.

¹³ Estimate based on each signature being looked up in VREMS and having a team of two review each envelope. Assumes 12,000 envelopes received and each signature review requiring 2 minutes to complete.

¹⁴ This estimate is based on the hours MOA spent on this task for CBJ's 2020 election.

Activity	Option 1: Purchase Sorter	Option 2: Process Manually
Ballot Scanning (3 people x 8 hrs/day x \$15.49/hr x 4 days)	\$1490	\$1490
Training	\$930 (20 people x 3 hrs x \$15.49/hr)	\$1,550 (25 people x 4 hrs x \$15.49/hr)
Total	\$59,220	\$81,210

2.3. Summary of Options

The following table provides a summary of the three options discussed in this study.

	Option 1: Purchase Sorter	Option 2: Process Manually	Option 3: Use MOA s Election Center
Primary Processing Location	Juneau	Juneau	Anchorage
Level of Effort to Implement for 2021	High	High	Low
Staffing Requirements	Medium	Highest	Lowest
Costs (see below for details)	Highest	Medium	Lowest
Other Considerations	- Requires dedicated Election Center space in Juneau - Requires ongoing annual licensing/support costs - Mailing to/from Juneau voters and Election Center not delayed by mail being routed to Anchorage	- More time consuming - More error prone - Dedicated Election Center in Juneau strongly recommended	- Envelopes have to be transported to Anchorage - Potential for more ballots to be rejected due to mailing routing delays between Juneau and Anchorage by USPS

As long as CBJ makes a decision on how to proceed before May 2021, any of these options should be feasible to complete for CBJ's 2021 election. However, for both Option 1 and Option 2, CBJ election staff will need to be prepared to dedicate extensive time to the project and may benefit from having a designated project manager to help with coordination, in addition to an Election Coordinator.

Using MOA's Election Center (option 3) is the least expensive and easiest option to implement. However, CBJ will need to determine whether having all processing done in Juneau is more important than cost and implementation effort.

2.3.1.1. Summarized Cost Estimates

The following tables provides a summary of the estimated costs of the three options for the 2021 election (year 1) and subsequent years.

Important Notes:

- These estimates **exclude** ballot scanning and tabulation equipment (affects Options 1 and 2 only; MOA already has this equipment in their Election Center).
- CBJ's 2020 election costs (e.g., printing and mailing, vote center staffing, call center staffing, etc.) are included to gives a better sense of total election costs. This assumes that the 2020 costs will remain approximately the same each year. If CBJ adds more vote centers or drop boxes (refer to Section 3.0: Other Adjustments from 2020) costs would be higher.

Estimated Costs in Year 1 (2021)

	Option 1: Purchase Sorter	Option 2: Process Manually	Option 3: Use MOA's Election Center
Sorter Purchase (Year 1 Costs)	\$85,000 - \$210,000	\$0	\$0
Use of MOA Election Center, Workers	\$0	\$0	\$12,800 - \$16,300
Election Center Lease/Purchase	Not determined – same for both options	Not determined – same for both options	\$0
Election Center Equipment	\$20,000 - \$24,000	\$25,000 - \$29,000	\$0
Reference Signatures	Not determined – same for all options	Not determined – same for all options	Not determined – same for all options

	Option 1: Purchase Sorter	Option 2: Process Manually	Option 3: Use MOA's Election Center
Additional Software	Not determined	Not determined – likely higher than Option 1	\$0
Additional Juneau Staffing	\$59,220	\$81,210	\$42,390 ¹⁵
2020 Costs¹⁶	\$111,000	\$111,000	\$111,000
Total	> \$275,220 - \$404,220	> \$217,210 - \$221,210	\$166,190 - \$169,690

Estimated Costs in Subsequent Years

	Option 1: Purchase Sorter	Option 2: Process Manually	Option 3: Use MOA's Election Center
Sorter Annual License	\$10,000 - \$31,000	\$0	\$0
Use of MOA Election Center, Workers	\$0	\$0	\$12,800 - \$16,300
Election Center Lease/Purchase	Not determined – same for both options	Not determined – same for both options	\$0
Additional Juneau Staffing	\$59,220	\$81,210	\$42,390 ¹⁷
2020 Costs¹⁸	\$111,000	\$111,000	\$111,000
Total	> \$180,220 - \$201,220	> \$192,210	\$166,190 - \$169,690

¹⁵ This amount is for a Juneau-based Election Coordinator (6 months, 1 FTE Range 14).

¹⁶ Excludes costs from MOA. Includes costs such as printing and mailing and staffing for the call center and two vote centers.

¹⁷ This amount is for a Juneau-based Election Coordinator (6 months, 1 FTE Range 14).

¹⁸ Excludes costs from MOA. Includes costs such as printing and mailing and staffing for the call center and two vote centers.

3.0 Other Adjustments from 2020

The following sections discuss other adjustments that CBJ could make compared with the 2020 election. These aspects are not impacted by the decision about how to process ballot return envelopes.

3.1. Vote Centers

Vote centers are locations to which voters can come in order to

- Get or replace a ballot (e.g., voters who didn't receive a ballot, lost their ballots, or whose ballots were damaged or spoiled [marked incorrectly])
- Get assistance from an election official
- Return their completed ballot

In 2020, CBJ ran two vote centers. However, there were wait times of approximately 45 minutes in some cases and approximately one third of voters used the vote centers. To reduce these wait times, CBJ elections would like to add two additional vote centers and also increase vote center staffing on election day (e.g., have 5 staff members at each center instead of 3).

MOA has found that as voters become more comfortable with vote by mail, fewer of them use the vote centers. Therefore, going forward, CBJ should evaluate how much vote centers were used in the prior election and adjust the number of centers and/or the days and times they are open based on actual usage.

The following table lists the estimated costs for adding two vote centers and increasing staffing at vote centers on Election Day. These would be the **increase in costs compared with 2020**.

Item	Estimated Cost
Additional Staff on Election Day (2 Existing Vote Centers) (2 people x 14 hrs x \$15.49/hr x 2 vote centers)	\$870
Equipment for 2 Additional Vote Centers (e.g., laptops, label printers, tables/chairs)	\$2,340
Staffing for 2 Additional Vote Centers (3 people x 8.5 hrs x \$15.49/hr x 14 days x 2 vote centers [before Election Day] Plus Election Day at 5 people x 14 hrs x 15.49/hr x 2 vote centers)	\$13,230
Total	\$16,440

3.2. Drop Boxes

Secure drop boxes are another way for voters to return their ballots. They are especially important for voters who wait until the last moment and do not want to risk their ballots not being counted because they were not postmarked in time. Ballots returned to a drop box by 8:00 PM on election night will be counted.

In 2020, CBJ used two drop boxes, with approximately one third of voters returning their ballots to a drop box. If voters in CBJ are similar to those in Anchorage, drop boxes will become more popular each year as voters become more comfortable with them. As a result of this, MOA has added a few more drop boxes each year.

Either this year, or in future elections, CBJ may choose to add more drop boxes. Adding more boxes will likely not significantly increase staffing needs, as a single two-person team could still check all of the boxes at least once a day. However, on election night, best practice is to lock and empty all of the boxes at 8:00 PM to prevent voters from returning ballots after the cut-off time. Therefore, on election day, CBJ needs a team of two for each box, all simultaneously working for approximately an hour or two. For example, if CBJ adds two more drop boxes, it will need four additional people to empty and close them on election night.

The following table lists the estimated costs for adding drop boxes.

Item	Estimated Cost
Additional Drop Boxes (<i>using 2020 pricing</i>)	\$4,500/each
Additional Staffing on Election Day (<i>2 people x 1.5 hrs x \$15.49/hr</i>)	\$47 for each box added

4.0 Conclusion

With the work done for the 2020 election, CBJ is well positioned to transition permanently to vote by mail elections with the 2021 election. However, with the 2021 election fast approaching, CBJ will need to make a decision soon on whether to make this transition and, if so, on how to process ballot return envelopes. Alternatively, CBJ could decide to contract with MOA for the 2021 Election, similar to the 2020 Election, while preparing to transition to Option 1 or Option 2 for the 2022 Municipal Election cycle and beyond.

Appendix A: Sorter Requirements

In order to select the sorter that best meets its needs, CBJ should begin the selection process by defining their requirements for the sorter and the software that comes with it. As part of this process, CBJ will need to make decisions about potential system functions, including items such as the following:

- Importing voter data and signatures, including updating voter data
- Exporting voter data for use by the printer and Vote Centers
- Tracking the need for replacement ballots and/or temporary addresses
- Sorting ballot return envelopes, including conditions under which envelopes should be out-sorted (e.g., invalid ID, potential duplicate, etc.)
- Capturing digital images of envelope signatures and/or the entire envelope
- Verifying voter signatures, using either an automated process and/or a manual review
- When there is a problem with a ballot return envelope, supporting the “cure” process
- Providing voters with information about whether their ballot has been received
- Reporting and exporting information to support and validate ballot return envelope processing
- Exporting digital signature images for accepted envelopes (for loading to the State voter registration database for use as future reference signature images)

Note: As we described earlier in this study, sorters that are geared towards jurisdictions the size of CBJ typically do not have some of the functionality listed above. To have such functionality included, CBJ would likely need to go to a much larger sorter, which would also be significantly more expensive. Therefore, in determining requirements for a sorter, CBJ would need to be careful in what they consider “must have” functionality.

In addition, CBJ will need to define their technical requirements for the sorter (e.g., processing speed, scalability, physical space, operating system/software, security, number of users who can simultaneously verify signatures/perform other functions on the equipment). During the selection process, CBJ should evaluate the possible sorters against the defined requirements. Ideally, CBJ will be able to see a demonstration of each sorter being considered (and its software) before making a final decision.

The sorter CBJ selects will affect the details of many other aspects of the election. For example, the sorter may have specific requirements for the ballot return envelopes or the format of the imported voter list. In addition, how the sorter handles signature verification and curing envelopes will affect the specifics of CBJ procedures in these areas.

Presented by:
Presented:
Drafted by: R. Palmer III

ORDINANCE OF THE CITY AND BOROUGH OF JUNEAU, ALASKA

Serial No. 2021-03 COWv2

An Ordinance Regulating Fireworks 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 of Juneau Municipal Code.

Section 2. Amendment of Title. Title 36, Health and Sanitation, is amended by adding a new chapter to read:

36.80 Firework Control Code

36.80.010 Fireworks Control

(a) This chapter shall be known as the fireworks control code.

(b) The intent of this chapter is to comprehensively regulate the use, possession, and sale of fireworks despite any contradictory provision of Title 19. Title 19 shall govern the storage of fireworks. However, pursuant to Title 19, the Fire Chief may still prohibit or restrict the use of all fireworks at any time due to increased fire danger or any other reasons which may create a significant increased risk to public health and safety.

[State law reference, A.S. 18.72.060]

36.80.020 Fireworks Prohibition and Exceptions

(a) General Prohibition. Except as specifically provided below, the use of a firework is prohibited within the City & Borough of Juneau.

(b) Exceptions.

(1) Year-round Nonconcussive Saleable Firework Personal Use for New Year's Day and Fourth of July. A person ~~over the age of eighteen~~ may use nonconcussive saleable fireworks for personal use on private property with the permission of the property owner or on designated public property, ~~and only during the following times for New Year's and Fourth of July:~~

New Year's	
December 31	10:00 am — midnight (14 hours)
January 1	Midnight — 1:00 am (1 hour), and 10:00 am — 11:59 pm (14 hours)
Fourth of July	
July 3	10:00 am — midnight (14 hours)
July 4	Midnight — 1:00 am (1 hour), and 10:00 am — 11:59 pm (14 hours)

(2) Personal Use-Outside of the Fire Service Area. ~~A person over the age of eighteen may use saleable fireworks for personal use~~

(i) Year-round Out the Road. A person may use saleable fireworks for personal use on private property with the permission of the property owner or on designated public property, North of Cohen Drive and inside the roaded service area, only between 10:00 am and 10:00 pm (12 hours); and

(ii) Outer Point Area of North Douglas for New Year's Day and Fourth of July. A person may use saleable fireworks for personal use on private property with the permission of the property owner or on designated public property, on Douglas Island and inside the roaded service area, and only during the following times for New Year's and Fourth of July:

<u>New Year's</u>	
<u>December 31</u>	<u>10:00 am – midnight (14 hours)</u>
<u>January 1</u>	<u>Midnight – 1:00 am (1 hour), and</u> <u>10:00 am – 11:59 pm (14 hours)</u>
<u>Fourth of July</u>	
<u>July 3</u>	<u>10:00 am – midnight (14 hours)</u>
<u>July 4</u>	<u>Midnight – 1:00 am (1 hour), and</u> <u>10:00 am – 11:59 pm (14 hours)</u>

(iii) Year-round outside the Roaded Service Area. A person may use saleable fireworks for personal use on private property with the permission of the property owner or on designated public property, outside the roaded service area.

(3) Public Use. A person or entity holding a valid firework use permit issued by the City & Borough of Juneau, and ~~or~~ State or federal agency with jurisdiction, may provide a public display of fireworks consistent with the permit.

(4) Official Use. Employees, contractors, and permittees of the City & Borough of Juneau, State, or any federal agency may use fireworks in the interest of public safety or wildlife control, including at the solid waste facility and the Juneau International Airport.

(c) Violations. A violation of this section is an infraction.

36.80.030 Fireworks Use Permit

(a) The Fire Chief, or designee, may issue a pyrotechnic permit for public fireworks displays, provided the following conditions are satisfied:

- (1) Dates, times, and location of the proposed display(s); and
- (2) That all ~~appropriate or~~ required State licenses or certificates have been procured; and

(3) That a policy or certified true copy of a policy of public liability insurance and products liability insurance coverage provided by the applicant or his or her employer has been filed with the City & Borough of Juneau Risk Manager that provided for both accident and occurrence coverage in the amount of at least one million dollars for bodily injury and death and at least five hundred thousand dollars for property damage; and

(4) That the fireworks display is to be conducted by a State licensed pyrotechnic operator;

(5) That the office of State Fire Marshal has issued the any other necessary licenses and certificates; and

(6) That the permit expires no longer than thirty days from the date of issuance.

(b) Upon receipt of an application for a fireworks use permit, the Fire Chief shall review the application for completeness and send the application out for agency review, including to the Juneau Police Department, CBJ Risk Manager, CBJ Manager's Office, and to the State Fire Marshal. The agency review should occur within two weeks. Upon the Fire Chief's determination that the application is complete, in consideration of the agency comments, the Fire Chief may approve the application, approve the application with conditions, or deny the application. If the Fire Chief imposes conditions or denies the application, the Fire Chief must ~~should~~ articulate what public health, safety, or welfare reasons support the denial or imposition of conditions.

36.80.040 Sale of Fireworks

(a) Prohibition. The sale of fireworks, expose fireworks for sale, offer to sell, or possess with intent to sell fireworks is prohibited

(1) within the fire service area;

(2) outside of the fire service area unless authorized by a retail firework permit from the City & Borough of Juneau.

(b) Violation. A violation of this section is a Class B misdemeanor.

36.80.045 City & Borough of Juneau Retail Fireworks Permit

(a) A person may sell or offer for sale fireworks when all of the conditions are satisfied:

(1) The retail store is located outside the fire service area as defined by CBJC 01.30.100;

(2) The person has received a retail firework permit from the State of Alaska;

(3) The Fire Chief approves and issues a CBJ retail firework permit;

(4) Only saleable fireworks are sold or offered for sale; and

(5) The Juneau area fire danger is low or moderate.

(b) Fire Chief Review. Upon receipt of an application for a fireworks use permit, the Fire Chief shall review the application for completeness. The application must include the same information submitted to the State of Alaska for an A.S. 18.72.020 permit. The Fire Chief's review should occur within two weeks. The Fire Chief may approve the application, approve the application with conditions, or deny the application. If the Fire Chief imposes conditions or denies the application, the Fire Chief must articulate what public health, safety, or welfare reasons support the denial or imposition of conditions.

(b) Duration. A CBJ retail firework permit shall expire 12 months from the date Fire Chief issues it. The Fire Chief may temporarily revoke a CBJ retail firework permit upon notice to the applicant that fire danger conditions are high, very high or extreme. The Fire Chief may also revoke a CBJ retail firework permit upon violation of a condition of the permit, violation of this chapter, violation of A.S. 18.72, or violation of Title 19.

[State law reference A.S. 18.72.010—020]

36.80.050 Possession of Fireworks

(a) Possession of Fireworks for Personal Use. Except as pursuant to a valid permit, or similar authorization, by the City & Borough of Juneau, State, or federal agency, a person must not possess more than 150 ~~25~~ gross pounds of saleable fireworks. The gross weight of fireworks includes the combined weight of each individual firework. All fireworks must be stored and transported consistent with Title 19, State, and federal law.

(b) Possession of Dangerous fireworks. Except as pursuant to a valid permit, or similar authorization, issued by the City & Borough of Juneau, State, or federal agency, a person must not possess dangerous fireworks.

(c) Commercial Transportation. Consistent with federal and state law, a contract or common carrier may transport saleable fireworks in excess of 150 gross pounds inside the roaded service area.

(d) Violation. A violation of this section is an infraction.

[Federal law reference 18 U.S.C. 836]

36.80.060 Miscellaneous Fireworks Provisions.

- (a) It is unlawful for any person under the influence of any alcoholic beverage, intoxicating liquor, marijuana, controlled substance as defined in AS 28.33.190, or illegal drug to use a firework. In addition to other indicators, a person is under the influence of alcohol if a chemical test determines that at the time the test is administered, there is 0.08 percent or more, by weight, of alcohol in the person's blood or 80 milligrams or more of alcohol per 100 milliliters of blood, or when there is 0.08 grams or more of alcohol per 210 liters of the person's breath.
- (b) It is unlawful for any person to ignite or attempt to ignite a firework in any manner that could reasonably cause harm to life or property.
- (c) Violation. A violation of this section is an infraction.

36.80.070 Definitions

For the purposes of this chapter, the following definitions apply:

Concussive saleable firework means a 1.4 G firework, as defined by the National Fire Protection Association, with an inside tube diameter greater than ¾ inch or one of the following:

(A) roman candles, any inside tube diameter;

(B) skyrockets with sticks, any inside tube diameter, with the rocket sticks being securely fastened to the tubes;

(C) helicopter type rockets, any inside tube diameter;

(D) reserved;

(E) reserved;

(F) reserved;

(G) reserved;

1
2 (H) reserved;

3 (I) mines and shells of which the mortar is an integral part;

4 (J) firecrackers with soft casings;

5 (K) reserved.

6
7
8 *Dangerous firework* means all fireworks that are not defined as a nonconcussive saleable
9 firework or a saleable firework.

10
11 *Designated public property* means publically owned property or publically controlled property
12 (i.e. lease, right-of-way) in which the government, governing board, agency, department, or
13 person with authority specifically identifies as eligible for use of fireworks. Except as preempted
14 by the City & Borough of Juneau Assembly, the Eaglecrest Board and the Docks and Harbors
15 Board decides whether to designate department-managed public property for use of fireworks.

16
17 *Display* means the detonation of fireworks at any time.

18
19
20 *Firework* means a nonconcussive saleable firework, saleable firework, or dangerous firework.

21
22 *Fire Service area* means the area as defined by CBJC 01.30.100

23
24 *Nonconcussive saleable firework* shall include and be limited to the following:

25 (A) reserved;

 (B) reserved;

(C) reserved;

(D) cylindrical fountains, total pyrotechnic composition not to exceed 75 grams each in weight, and the inside tube diameter not to exceed $\frac{3}{4}$ inch;

(E) cone fountains, total pyrotechnic composition not to exceed 50 grams each in weight;

(F) wheels, total pyrotechnic composition not to exceed 60 grams for each driver unit or 240 grams for each complete wheel, and the inside tube diameter of driver units not to exceed $\frac{1}{2}$ inch;

(G) illuminating torches and colored fire in any form, total pyrotechnic composition not to exceed 100 grams each in weight;

(H) dipped sticks, the pyrotechnic composition of which contains chlorate or perchlorate, that do not exceed five grams, and sparklers, the composition of which does not exceed 100 grams each and that contains no magnesium or magnesium and a chlorate or perchlorate;

(I) reserved;

(J) reserved;

(K) novelties consisting of two or more devices enumerated in this paragraph when approved by the Bureau of Explosives.

Public display means to use, ignite, detonate or explode saleable or non-saleable fireworks on public property or intended for a public audience.

Roaded Service Area means the area defined by CBJC 1.30.320.

Saleable firework means a 1.4 G firework, as defined by the National Fire Protection Association, and, more specifically, shall include and be limited to the following:

- (A) roman candles, not exceeding 10 balls spaced uniformly in the tube, total pyrotechnic composition not to exceed 20 grams each in weight, any inside tube diameter not to exceed $\frac{3}{8}$ inch;
- (B) skyrockets with sticks, total pyrotechnic composition not to exceed 20 grams each in weight, and the inside tube diameter not to exceed $\frac{1}{2}$ inch, with the rocket sticks being securely fastened to the tubes;
- (C) helicopter type rockets, total pyrotechnic composition not to exceed 20 grams each in weight, and the inside tube diameter not to exceed $\frac{1}{2}$ inch;
- (D) cylindrical fountains, total pyrotechnic composition not to exceed 75 grams each in weight, and the inside tube diameter not to exceed $\frac{3}{4}$ inch;
- (E) cone fountains, total pyrotechnic composition not to exceed 50 grams each in weight;
- (F) wheels, total pyrotechnic composition not to exceed 60 grams for each driver unit or 240 grams for each complete wheel, and the inside tube diameter of driver units not to exceed $\frac{1}{2}$ inch;
- (G) illuminating torches and colored fire in any form, total pyrotechnic composition not to exceed 100 grams each in weight;
- (H) dipped sticks, the pyrotechnic composition of which contains chlorate or perchlorate, that do not exceed five grams, and sparklers, the composition of which does not exceed 100 grams each and that contains no magnesium or magnesium and a chlorate or perchlorate;
- (I) mines and shells of which the mortar is an integral part, total pyrotechnic composition not to exceed 40 grams each in weight;

(J) firecrackers with soft casings, the external dimensions of which do not exceed one and one-half inches in length or one-quarter inch in diameter, total pyrotechnic composition not to exceed two grains each in weight;

(K) novelties consisting of two or more devices enumerated in this paragraph when approved by the Bureau of Explosives.

State licensed pyrotechnic operator means an individual who has been licensed by the Alaska Department of Public Safety, Fire and Life Safety Division.

Use of a firework or use firework means to ignite, discharge, or attempt to ignite a firework.

[State law reference A.S. 18.72.100]

Section 3. Amendment of Section. Section 03.30.053, Health and Sanitation fine schedule, is amended by adding the following:

CBJC	Offense	No. of Offense	Fine
36.80.020(a)	Use of firework	1 st	\$250 500
		2 nd and subseq.	\$500 and MCA
36.80.050(a) & (b)	Possession of fireworks	1 st	\$250 500
		2 nd and subseq.	\$500 and MCA
36.80.060(a)	Use of fireworks under influence	1 st	\$250 500
		2 nd and subseq.	\$500 and MCA
36.80.060(b)	Negligent use of fireworks	1 st	\$250 500
		2 nd and subseq.	\$500 and MCA

1
2 **Section 4. Amendment of Section.** CBJC 67.01.090, Prohibited uses, is amended by
3 adding the following:

4 ...

5 *(c) Firearms and other missiles prohibited.* No person shall carry or discharge an air rifle,
6 firearm or slingshot or throw stones or other missiles within the limits of any area designated
7 in section 67.01.030, and no person shall hit a golf ball or launch other missiles within such
8 areas other than in areas designated by the director.
9

10 ...

11 (m) Fireworks. Except for an area specifically designated for use of fireworks by the Assembly,
12 use of a firework is prohibited within the limits of any area designated in section 67.01.030.
13 Firework and use of firework have the same meanings as in CBJC 36.80.070. The Assembly, by
14 resolution, may designate any area designated in section 67.01.030 for use of fireworks during
15 specific times.

16
17 **Section 5. Effective Date.** This ordinance shall be effective 30 days after its adoption.

18 Adopted this _____ day of _____, 2020.
19

20
21 _____
22 Beth A. Weldon, Mayor

23 Attest:

24 _____
25 Elizabeth J. McEwen, Municipal Clerk

CBJ ROADED SERVICE AREA

Service Area #9- The Roaded Service Area- R
includes all other former Service Areas R
and extends 1/2 mile beyond any existing road
(Serial No. 88-25 -adopted 5/31/1988)R

Service Area #10- Fire Protection AreaR
(Serial No. 94-11- adopted 3/7/1994)R

NR

2

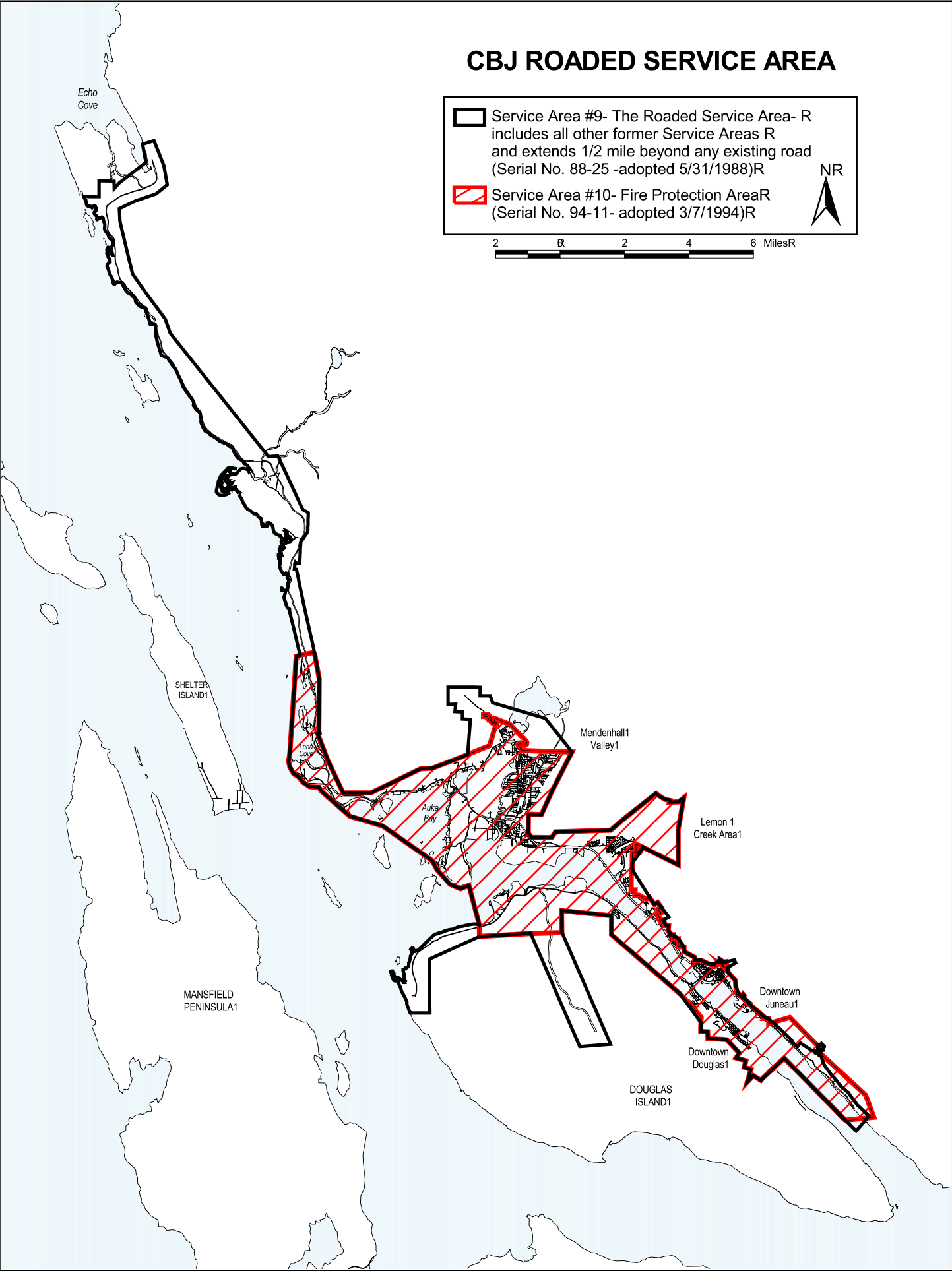
R

2

4

6

MilesR



Nonconcussive saleable fireworks		
	Existing Fireworks Policy	Proposed Ord 2021-03 vCOW2 (GS/MH)
Borough-wide	Year-round	Year-round (36.80.020.b.1)

Saleable fireworks (including concussive saleable fireworks)		
	Existing Fireworks Policy	Proposed Ord 2021-03 vCOW2 (GS/MH)
Inside the fire service area	4 th of July and New Year's	Prohibited (36.80.020.a)
Past North Douglas boat launch	4 th of July and New Year's	4 th of July and New Year's (36.80.020.b.2.ii)
North of Cohen Drive	Year-round, 10am to 10pm	Year-round, 10am to 10pm (36.80.020.b.2.i)
Outside of the Roaded Service Area (i.e. rest of the Borough)	Year-round	Year-round (36.80.020.b.2.iii)

Guidelines for Fireworks Use in the City and Borough

The City and Borough of Juneau Assembly requests that those citizens desiring to use fireworks do so in a manner that is considerate of others in public and residential areas. Some fireworks are low impact and the use of those types of fireworks does not disturb the peace and thus, should be allowed at any time. Other types of fireworks create loud, sometimes startling noise, which can have an unfavorable impact on those within hearing range.

Use of fireworks in our community offers some unique challenges. The topography of our community results in loud sounds reflecting off of mountains or water and sound often travels farther than intended. In addition, our urban parks are closely co-located with our residential neighborhoods.

As a result, the Assembly has asked staff to publish guidelines that address the use of Fireworks and the Disturbing the Peace Ordinance **42.20.095** – sometimes referred to as the Noise Ordinance. CBJ 42.20.095 provides:

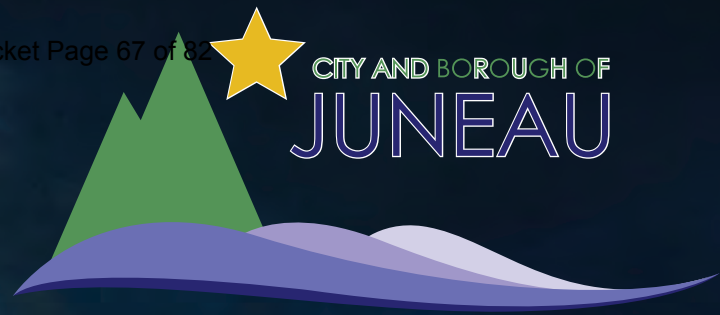
(a) *Policy.* The purpose of this section is to protect the health, welfare and safety of the City and Borough's residents by regulating the time, place, and manner of unreasonable noise. It is the intent of this section to secure the health, safety, comfort, convenience, and peaceful enjoyment of all public places, such as public streets and public parks, as well as the City and Borough's residents' homes, by prohibiting unreasonable noise.

(b) *General.*

- (1) It is unlawful for any person to make or continue, or cause or permit to be made or continued, any unreasonable noise.
- (2) As used in this section, "unreasonable noise" means noise that unreasonably annoys, disturbs, injures, or endangers the comfort, health, peace, or safety of a reasonable person of ordinary sensibilities in the vicinity....

Accordingly, the following guidelines will be used by JPD to enforce the Disturbing the Peace Ordinance:





G I

ANY SALEABLE* FIREWORK IS ALLOWED IN ANY LOCATION ON:

12/31 10:00 AM - 1:00 AM **1/1** 10:00 AM - 11:59 PM
7/3 10:00 AM - 1:00 AM **7/4** 10:00 AM - 11:59 PM

OTHERWISE:

DATE	TYPE	TIME	LOCATION
Any other day of the year	Any saleable firework that is not concussive**	Any Time	Any Location
Any other day of the year	Saleable, concussive** fireworks	10:00 AM - 10:00 PM	Allowable only beyond Cohen Drive

*Saleable fireworks are those fireworks that are legal under Alaska Statute for consumer purchase and use.

**Concussive fireworks are those fireworks whose effect can be sensed without sight

– examples include, but are not limited to: M-80s, firecrackers, explosive aerial rockets, roman candles, and other “loud” fireworks.



MEMORANDUM

DATE: March 12, 2021

TO: Deputy Mayor Jones and CBJ Assembly

FROM: Katie Koester, Engineering & Public Works Director

THROUGH: Mila Cosgrove, Deputy City Manager

SUBJECT: Potential State Bond – 2021 Legislative Priority List, Scoring Results

The Assembly discussed, amended, and adopted the Potential State Bond – 2021 Legislative Priority List at your March 1 meeting. At that meeting, members requested an opportunity to prioritize the list. Since then, you have each ranked projects from 1-16. The collated results of that ranking is attached to provide a starting place for your discussion at the COW. You will notice that in two instances (priorities 2 and 12) the number is listed twice; this is indicative of a tie in the ranking.

In addition to submitting the Assembly's priorities to the State Delegation, I recommend the body select a couple of projects to enter into Senator Murkowski's Online Appropriation Request form. Though earmarks have not been around since 2011, Senator Murkowski's office solicits this information annually from constituents as a way to understand the needs of Alaskan communities.

Recommendation:

- Discuss, amend and adopt the attached Potential State Bond – 2021 Legislative Priority List
- Select projects (2-3) for submission to Senator Murkowski's office through her online Appropriations Request form

Enc:

Potential State Bond – 2021 Legislative Priority List Scoring Results

Prioritized Potential State Bond- 2021 Legislative Priority List (3.12.21 draft)

<u>Item:</u>	<u>Project Name:</u>	<u>Purpose:</u>	<u>Amount:</u>	<u>Goal:</u>	<u>Priority:</u>
A	Lemon Creek Bike Path	Design, Permitting, Property	\$2M	Advance Long Goal of a New Non-Motorized Route	1
J	Aurora Harbor Phase III	Design, Permitting	\$250K	Replace critical infrastructure and support maritime economy	2
C	North State Office Building Parking	Partial Funding	\$5M	State/legislative Parking, Auke District infill Development	2
K	N. Douglas Launch Ramp Expansion	Permitting	\$250K	Improve safety and expand boating access & transportation	4
I	Car Crusher	Purchase, Installation	\$750K	Improve Junk Vehicle Management & Recycling	5
L	Second Channel Crossing	Economic Impact Analysis and/or PEL Study	\$3M	Economic Development	6
M	Pederson Hill Development	Development	\$3M	Increase housing and development opportunities	7
D	Telephone Hill	Site work	\$2M	Prepare for Redevelopment	8
E	New City Hall	Partial Funding	\$5M	Reduce CBJ Operating Cost, Free up/create housing	9
F	Centennial Hall Expansion	Partial Funding	\$5M	Support convention and visitor economy	10
O	Auke Bay New Breakwater	Match Potential Federal Funding	\$5M	Increase Moorage and Renovate old Economic Development	11
N	Bridget Cove Cabin	Construction	\$85K	Increase recreational opportunities and stimulate economic development	12
H	Auke Bay Seawalk	Design, Permitting, Property	\$250K	Improve Non-Motorized Route	12
G	West Douglas Extension	Future Development	\$3M	Long Term Development Support	14
P	Auke Bay Passenger for Hire Facility Phase 3	Construction of Uplands	\$3M	Separate commercial tourism actives from personal use	15
B	Waterfront Juneau Douglas City Museum	Partial Funding	\$1M	Reduce CBJ Operating Cost, Expand Capital Campus	16



MEMORANDUM

DATE: March 12, 2021

TO: Assembly Committee of the Whole

FROM: Michele Elfers, Deputy Director, Parks and Recreation and Alexandra Pierce, Planning Manager, Community Development Department

SUBJECT: Visitor Industry Taskforce Recommendations

This memo provides a draft implementation plan for the Visitor Industry Task Force Report (VITF). The four questions in the charging document from the Mayor that can be summarized as the following:

1. Management of the Visitor Industry
2. Long Range Waterfront Plan Updates
3. Restrictions on Numbers of Visitors
4. Public Opinion Surveys

The task force created multiple recommendations for each of these questions. A chart (Attachment B) details the item and its numbered location in the report, recommended timeline for implementation, and the responsible party/parties. Below is a discussion on some interrelated actions that can be considered simultaneously and a discussion on management issues.

Questions 2, 3, 4 and the Norwegian Cruise Lines process

The VITF report recommended not comprehensively updating the Long Range Waterfront Plan (LRWP), adopted 2004, and suggested that concept design approaches for development are still valid. The plan for the Subport calls for “a lively mixed use neighborhood” with moorage for smaller vessels and small cruise ships. In 2003, the LRWP performed a survey as part of the public outreach and found a lack of support at the time to building a large ship berth in the Subport area. Revisiting the recommendations for the tidelands development in this area through a public process is appropriate considering Norwegian Cruise Line’s (NCL) proposal to build a large cruise ship dock. NCL’s proposal for uplands development is consistent with the LRWP.

The amendment process for the LRWP can be found in Attachment A. The six month VITF public process achieved the public outreach component of the intended outreach for an amendment to the LRWP. Additionally, the upcoming permitting process will provide outreach and opportunity for public comment, and will require NCL and its partners to submit plans to address the design requirements of

the LRWP amendment process. However, the Assembly may choose to require additional public engagement steps to amend the plan. Another opportunity for public comment on the NCL issue is through a public opinion survey, as recommended in the VITF. Part of this survey could include asking the public about their opinion on an additional dock. In the VITF, the surveys are recommended to gauge public perception on current tourism issues.

The decision on an additional dock at the Subport addresses other recommendations in questions 1 and 3. In question 1, these issues include scheduling of docks, traffic and congestion, dock electrification, and the limitation on expansion of downtown dock infrastructure to allow one additional larger cruise ship with the caveat that with construction of a dock, the port would be limited to the current capacity of five large ships – with five ships at dock, an additional ship would not be allowed at anchor.

The considerations on the cruise ship passenger limitation by infrastructure and limits on ship scheduling discussed in question 3 may be addressed through the decision on the NCL dock proposal. The issue of directly limiting the number of visitors through regulation has potential legal implications that will need to be more thoroughly researched.

Question 1 - Management

The recommendations on management are by far the most numerous of the report. The first recommendation is to centralize tourism management under a CBJ funded entity with full time staff, similar to the 2002 Tourism Management Plan (TMP) proposal. The TMP proposed creating a staff position with administrative support that worked with a public tourism board. Following this initial recommendation in the VITF, there are many recommendations that span the breadth of tourism activities. Many of these activities are initiated and performed by partner agencies, non-profits, tourism businesses and CBJ departments.

For implementation of the numerous recommendations regarding management, the critical first step is understanding current management and then adapting it to allow for the goals of centralization, community partnerships, and the public advisory capacity recommended in the TMP.

The graphic in Attachment B depicts current tourism management functions city wide with the entities that perform the activity. The VITF recommendations are summarized and shown with each function. The first step to implementation of Question 1 recommendations is creating a tourism management structure within CBJ with formal partnership agreements with community entities. The graphic shown in Attachment B illustrates the complexity of Juneau's current tourism management structure.

The chart in Attachment C shows the actions recommended by the VITF, the proposed timeframe for those actions, and the proposed entity or partners responsible for implementation. The ongoing column includes actions that span multiple years or are recommended to continue beyond 2023. The chart is numbered as follows: Q1bR5fiii means Questions 1b, Recommendation 5fiii.

Immediate committee actions:

1. Choose one of these process options for updating the LRWP:

- a. Determine that the VITF public process and Assembly Committee work and Public Hearing for the Ordinance that would adopt LRWP changes is sufficient.
 - b. Add additional public process step(s)
 - c. Decide if first year of survey recommendation should include questions about the NCL proposal or not.
2. Allocate funding for first year of a four year survey to be conducted spring 2021 (passenger fees).
3. Direct City Manager to propose a centralized tourism management process and strategy and funding for the proposal.
4. Begin implementation of items 2021 items in the attached chart.

Attachment A. Long Range Waterfront Plan Amendment Process

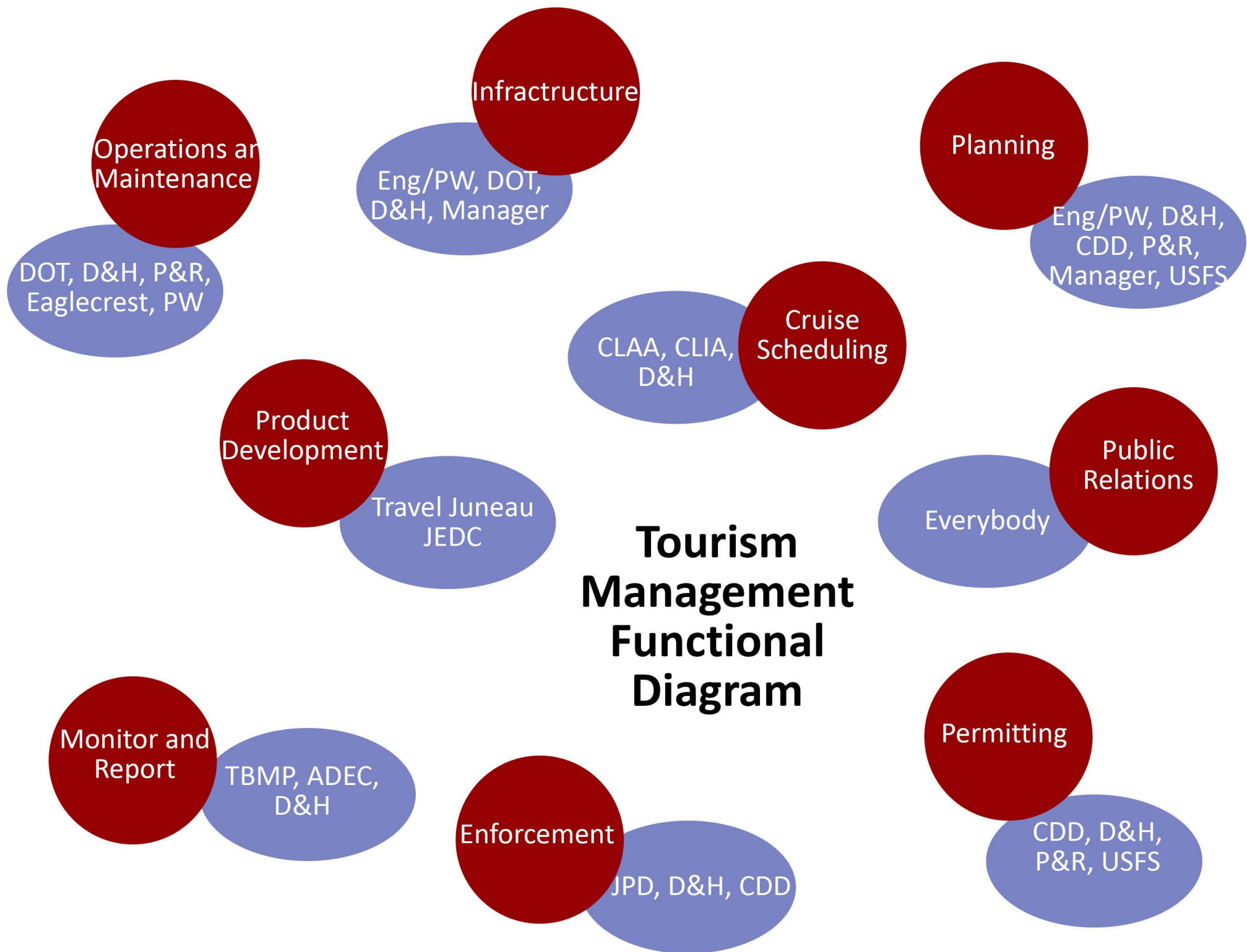
The amendment process from the Long Range Waterfront Plan is copied below with the current status of each item added in italics. Items to be evaluated through the Conditional Use Permit process will be evaluated for conformity with adopted plans and the Planning Commission will have the ability to condition uplands development to require implementation of the LRWP.

3.9 AMENDMENTS TO THE LONG RANGE WATERFRONT PLAN. It is important that Long Range Waterfront Plan—which is a product of an extensive and thorough public process—maintain a substantial commitment for its implementation from the community. Therefore, amendments to the Long Range Waterfront Plan, including the addition of cruise ship docks, should be approved only after undergoing a process similar to that which was undertaken during the development of the Plan. Specifically, public workshops identifying need for the facility and development of alternatives that mitigate negative impacts identified in the Community opinion survey should be held. With respect to cruise ship traffic, which impacts the entire city and borough, the assembly concludes:

1. No cruise ship berthing or lightering facility should occur within the city and borough outside of the area encompassed by the plan, before adoption of the borough-wide study of cruise ship alternatives or January 2007, whichever occurs first. *(Accomplished by time-frame)*
2. The capacity within the area encompassed by the plan should not exceed five large ships (greater than 750 feet in length) whether at berth or at anchor. *(Regardless of whether the USCG deems anchorage of a sixth ship possible, the VITF firmly recommended a maximum of five ships including one at the new dock)*
3. In addition, any proposals to develop additional berths within the area encompassed by the plan should include a design for the dock and related facilities that address the following issues with regard to the specific site and also in the context of the entire downtown waterfront planning area:
 - a. Vehicular Traffic, including necessary signalization. *(Required as part of the Conditional Use Permit process for the uplands development)*
 - b. Staging for buses and other tour vehicles in the most efficient manner possible to provide for diverse use of uplands. *(Currently planned for underground staging, evaluated through Conditional Use Permit process)*
 - c. Pedestrian access. *(Condition of VITF recommendation, evaluated through Conditional Use Permit process)*
 - d. Sidewalks. *(Evaluated through Conditional Use Permit process)*
 - e. Extension of seawalk from downtown to the proposed dock. *(VITF supports seawalk development)*
 - f. Impacts to navigation and anchorage in Juneau Harbor. *(Condition of VITF recommendation, evaluated by NCL as part of public process)*
 - g. Impacts to view planes.
 - h. Environmental impacts, including consideration of shore power to mitigate potential air pollution. *(Condition of VITF recommendation)*
 - i. Extension of bus shuttle service. *(Evaluated through Conditional Use Permit process)*

Attachment B. Tourism Management Diagram

Attachment C: VITF Implementation Chart



**MARCH 15, 2021 PRESENTATION TO ASSEMBLY COMMITTEE OF THE WHOLE
ATTACHMENT C: VITF IMPLEMENTATION CHART**

Ongoing	2021	2022	2023
Q1bR2: Research and develop efforts to move people on and off the right-of-way including electric ferries, seawalk extension, connections to seawalk and other pedestrian routes	Q1aR1: Establish a central tourism management function	Q1aR2a: Determine community goals re: emissions, shore power, congestion mitigation, etc. Develop and implement action plan	Q1aR4e: Work on reducing speed and wakes from whale watching vessels in Auke Bay and impacted areas (CBJ, NOAA)
Q1bR7: Support public and private development to alleviate pressure on existing infrastructure	Q1aR2a: Complete Blueprint Downtown and address land use, zoning & incentivizing business development downtown	Q1aR4f: Research and implement permitting system for whale watching operators (CBJ, NOAA, WhaleSENSE)	Q1bR1aviii: Encourage and incentivize electrification of tourism vehicles
Q1aR3a: Augment and support TBMP	Q1aR4c: Limit Parks & Rec commercial use permits to determine facility capacity and	Q3R7: Prohibit anchoring if an additional dock is constructed	Q4R2: Depending on utility of a survey, conduct additional surveys to assess how management strategies are influencing public perception
Q2R2: Complete development of the seawalk	Q1aR4d: Require all commercial use permittees to be TBMP members in good standing (+ WhaleSense if applicable) (CBJ, TBMP)	Q1aR4a: Continue to charge commercial use fees and review and revise as appropriate	Q1bR6: Plan and analyze tourism activities in areas outside of downtown development (TBMP, CBJ)
Q3R3: Take a more active role in ship scheduling	Q1aR6a: 2021 - no cruise ships of any size in Auke Bay	Q1aR4b: Assess tour permitting for streets and sidewalks and develop regulations if feasible	Q1aR5c: Limit water usage by ships in times of draught (CLAA, CBJ)
Q3R4: Promote efficient ship scheduling to manage congestion	Q1Rb4: Limit expansion of downtown dock infrastructure to allow for no more than one larger ship (CBJ, USCG)	Q1bR1avi: Improve pedestrian access between seawalk and South Franklin	Q1aR5fiv: If NCL dock is operational, prohibit hot berthing as a scheduled practice (CLAA, CLIA)

**MARCH 15, 2021 PRESENTATION TO ASSEMBLY COMMITTEE OF THE WHOLE
ATTACHMENT C: VITF IMPLEMENTATION CHART**

Ongoing	2021	2022	2023
Q1bR9: Support cultural tourism and Native Art in public spaces	Q2R2: Do not do a full update of LRWP	Q1bR1aiv: Minimize and consolidate vehicle turning movements (TBMP, AKDOT)	Q3R5: Negotiate a formal agreement by 2023 to limit port capacity to 5 large ships per day (CBJ, CLIA)
Q1aR3: Continue to operate TBMP over the long-term with peer pressure model for compliance (TBMP, industry)	Q3R2: CBJ Law to research how other US communities have identified limitations on visitor numbers	Q1bR1aii: Minimize required stops for vehicles (CBJ, TBMP)	Q1aR7: Incentivize Juneau as a turn port for smaller ships (Travel Juneau, CBJ)
Q1bR8: Ensure recreation facilities (i.e. trails) are developed to maintain Juneau as a top recreation destination (Trail Mix, AK State Parks, USFS, CBJ)	Q1bR1a5v: Focus pedestrian flow to crosswalks and desired destinations (TBMP, CBJ)	Q1bR1a3iii: Expand pedestrian stanchions (AKDOT, CBJ)	Q1aR8: Integrate Juneau's marketing identity across community (Travel Juneau, Chamber, JEDC, CBJ)
Q1bR3: Prioritize dock electrification and continue to work with utility to monitor capacity (AEL&P, CBJ)	Q4R1: Engage a third party contractor to complete a public survey on visitor impacts	Q4R1: Engage a third party contractor to complete a public survey on visitor impacts	Q1bR1ai: Maximize right-of-way space on South Franklin for pedestrians (AKDOT, CBJ)
Q1bR5: monitor water, wastewater, air quality (CBJ, AKDNR)	Q1aR5f: 2021 - CLIA/CLAA scheduling to minimize congestion, strategically assign ship berths based on ship size (CLAA, CLIA)	Q4R3: Consider collecting data on the effects of hot berthing	Q1bR1avii: Consider staging areas outside downtown and deliveries made downtown outside of port call hours
	Q1aR5fi: 2021 - More transparency for schedules and passenger counts, release 2 years in advance or upon creation (CLAA, CLIA)	Q1aR5b: Require CLAA to assign shore power configured ships to electrified docks	

**MARCH 15, 2021 PRESENTATION TO ASSEMBLY COMMITTEE OF THE WHOLE
ATTACHMENT C: VITF IMPLEMENTATION CHART**

Ongoing	2021	2022	2023
	Q3R1: Do not introduce a hard numerical cap on ship scheduling, use other management measures	Q1aR5d: Turn off large LED screens while in port (CLAA, TBMP)	
	Q1aR5fii: 2021 - evaluate schedule change requests for weather, etc. review with CBJ for community impact (CLAA, CBJ)	Q3R6: Negotiate with cruise lines to "get the peak out of the week" (CLIA, CBJ, TBMP)	
	Q1aR5fiii: 2021 - stagger ship arrival times by 30 minutes (CLAA)		
	Q1aR4h: Incentivize environmental best management practices through local award programs (Travel Juneau, CBJ/JCOS, Chamber)		
	Q1aR5a: 2020 - minimize ship waste in landfill; 2021 - prohibit ship waste in landfill (CLAA, CLIA, CBJ)		
	Q1aR4g: Recognize partners participating in AITA "Adventure Green Alaska" program (Travel Juneau)		

Election Options Comparison Chart

OPTION A: STATUS QUO PRIOR TO 2020

- 13 Polling Precincts
- Includes 2 Early/Absentee Vote Centers for 2 weeks prior to Election + Absentee By Mail, Absentee by Fax (e-ballot) & Special Needs Voter assistance @ Pioneer Home & Wildflower Court
- Need to purchase 15 ADA tablets/printers for each location.
- CBJ would borrow Precinct Scanning Machines from State DOE & ballots would go through machines and be counted on Election Day.
- Early/Absentee ballots would be processed after Election Day to ensure no double voting occurs.

OPTION B: VOTE BY MAIL (VBM)

OPTION B: Vote By Mail options are similar to those conducted in 2020 and have the following characteristics:

- Each registered voter is sent a complete ballot packet (consists of Ballot, secrecy sleeve, return ballot envelope, sample ballot, & sticker)
- Two to Four Vote Centers for In Person Voting 2 weeks prior to Election Day.
- All ballots are processed at an Election Center.
- Timeframes are stretched earlier/later than Status Quo Option A.

Option B1—Purchase Sorting Equipment

Option B2—Manual Sort

Option B3—Contract with Municipality of Anchorage similar to 2020

OPTION C: HYBRID—IN PERSON VOTE CENTERS WITH STRONG VBM FEATURES

OPTION C: Hybrid Options would be characterized as follows:

- Each registered voter would be sent an application for a By Mail and By Fax (e-ballot)
- Two to Four Vote Centers for In Person Voting 2 weeks prior to Election Day.
- All ballots processed at an Election Center similar to VBM processing to ensure each voter is only voting once.
- Timeframes would be the same as those for a Vote By Mail election.

Option C1— Manual Processing

Option C2— Purchase Sorting Equipment

CBJ Muni Election Options - Expense Details

Revised March 15, 2021

OPTION A: Status Quo Precinct Election (Includes 2 Early/Absentee Vote Centers with Manual Absentee/Early Ballot Processing)
OPTION B (1) Juneau Based Vote By Mail w/CBJ Election Center & Sorter [RD Option 1]
OPTION B (2) Juneau Based Vote By Mail w/CBJ Election Center Manual Sorting [RD Option 2]
OPTION B (3) Contract with Municipality of Anchorage (MOA) for Vote By Mail similar to 2020 Election [RD Option 3]
OPTION C (1): Hybrid Vote Center + Absentee App. Mail out w/CBJ Election Center Manual Sorting
OPTION C (2): Hybrid Vote Center + Absentee App. Mail out w/CBJ Election Center Sorting Machine

1		2		3		4	5	6	7	8
YEAR 1: Election Total which includes Initial Investment in Equipment (Columns 2-6)		Year 1: Dominion Equipment Equipment & Contractual Svc (ADA Tablets at Precincts or VC, Stand alone server/Ballot Scanner w/Software)	Year 1: Election Center Initial Sorter & Security Equipment Purchases		Annual Lease or Rental of Election Center or Precinct Polling locations.	Estimated Staffing Costs	Printing, Postage, Advertising/PR, Contractual Services & Misc. expenses	Annual Equipment License Fees after Year 1	Total Operating Expenses (per election) after Year 1 (Columns 4-7)	
\$169,000.00		\$113,000.00	\$0.00		\$1,000.00	\$30,000.00	\$25,000.00	\$15,000.00	\$71,000.00	
\$489,000.00		\$110,000.00	\$95,000.00		\$144,000.00	\$60,000.00	\$80,000.00	\$25,000.00	\$309,000.00	
\$440,000.00		\$110,000.00	\$25,000.00		\$144,000.00	\$81,000.00	\$80,000.00	\$15,000.00	\$320,000.00	
\$199,000.00		\$60,000.00	\$0.00		\$0.00	\$59,000.00	\$80,000.00	\$13,000.00	\$152,000.00	
\$446,000.00		\$110,000.00	\$15,000.00		\$144,000.00	\$97,000.00	\$80,000.00	\$25,000.00	\$346,000.00	
\$505,000.00		\$110,000.00	\$95,000.00		\$144,000.00	\$76,000.00	\$80,000.00	\$25,000.00	\$325,000.00	



March 15, 2021

Re: NCLH Juneau Waterfront Design
NCLH Design Goals

Dear Mayor Weldon:

The CBJ Assembly is considering the review and approval process relative to NCLH development at the Auke Landing site, covering CBJ tidelands and overall community impact.

The following development decisions have been made by NCLH, subject to approvals and modifications by other partners, including the CBJ and the USCG. This summary of NCLH goals closely aligns with the CBJ Assembly Tourism Task Force recommendations from their final study of March 2020.

- Construction of a new dock is proposed as an extension of Whittier Street, allowing NCLH to better accommodate their sailing schedules and facilitate improved movement of their visitors in and around Juneau
- A new NCLH dock would have a westerly side dedicated to NCLH use, and the easterly (interior) side controlled by the CBJ, Coast Guard or other governmental agency
- Seawalk connections will be constructed across the new NCLH waterfront, including links with adjoining CBJ and USCG properties to maximize Seawalk extent and usability
- A public park area of over one acre will be incorporated within the 2.9-acre NCLH parcel
- Bus and other vehicle parking will be primarily met through the use of below-grade parking, extending under building and park spaces.
- Pedestrian safety and amenities for visitors and local users will be emphasized
- Best environmental practices, covering both facilities and operations, will be incorporated
- NCLH will provide shore-side electric ship berthing, with additional charging provisions for electrified buses and vehicles
- Design provisions will be incorporated to allow future road access to adjoining CBJ tidelands to the west of Auke Landing
- Juneau community priorities for development and activities at Auke Landing will be actively solicited and incorporated where feasible
- Development will focus on local qualities and year-round vitality for the new development area





Additional features which are likely to be incorporated in NCLH development work include the following:

- Integration of the Juneau Ocean Center, a 501-C-3 nonprofit organization which has proposed a new facility in the Subport area for over five years. This group is dedicated to educational programs concerning ocean ecology, maritime history, and the “blue economy”.
- New waterfront shore-side habitat and access, ideally developed in combination with the CBJ on adjoining westerly tidelands, working with the Seawalk construction
- Native cultural design influences, also associated with waterfront and habitat development. Potential includes informational exhibits, and on-going art projects.

Sincerely,

A handwritten signature in black ink, appearing to read "H. Sherman", followed by a long horizontal line.

Howard Sherman
EVP Onboard Revenue and Destination Development
Norwegian Cruise Line Holdings

cc: Rorie Watt, CBJ City Manager; Jill Maclean, CDD Director; Katie Koester, Engineering.

