

**ASSEMBLY STANDING COMMITTEE
COMMITTEE OF THE WHOLE
THE CITY AND BOROUGH OF JUNEAU, ALASKA
December 2, 2019, 6:00 PM.
Assembly Chambers - Municipal Building**

AGENDA

- I. ROLL CALL**
- II. APPROVAL OF AGENDA**
- III. APPROVAL OF MINUTES**
- IV. AGENDA TOPICS**
 - A. Mendenhall Loop Road Project**
 - B. Child Care Follow-Up**
 - C. Dockless Transportation**
 - D. Blueprint Downtown**
 - E. Telephone Hill Update**
- V. ADJOURNMENT**

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Community Development

City & Borough of Juneau • Community Development
155 S. Seward Street • Juneau, AK 99801
(907) 586-0715 Phone • (907) 586-4529 Fax

PLANNING COMMISSION NOTICE OF RECOMMENDATION

Date: June 13, 2019
File No.: CSP2019 0004

City and Borough of Juneau
City and Borough Assembly
155 South Seward Street
Juneau, AK 99801

Proposal: Planning Commission recommendation to the City and Borough Assembly to approve a State project to construct two (2) roundabouts at the intersections of Mendenhall Loop Road with Stephen Richards Drive and with Floyd Dryden Middle School

Legal Description or ROW Names: Intersections of Mendenhall Loop Road at Stephen Richards Memorial Drive and at Floyd Dryden Middle School

Hearing Date: June 11, 2019

The Planning Commission, at a regular public meeting, adopted the analysis and findings listed in the attached memorandum dated June 3, 2019. The Planning Commission recommended that the City and Borough Assembly approve the project with the following condition:

1. Applicant shall make all reasonable efforts during construction to alleviate the economic impact on businesses and residents affected by construction activities.

Attachments: June 3, 2019 memorandum from Amy Liu, Community Development, to the CBJ Planning Commission regarding CSP2019 0004.

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

City and Borough Assembly

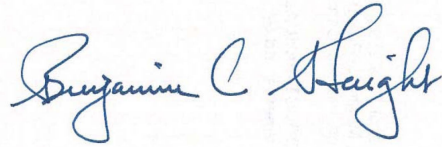
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Project Planner: _____
Alexandra Pierce, Planning Manager
for Amy Liu, Planner
Community Development Department



Benjamin Haight, Chair
Planning Commission



Filed With Municipal Clerk

6/20/2019

Date

cc: Plan Review

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

Agenda
Planning Commission
Regular Meeting
CITY AND BOROUGH OF JUNEAU
Ben Haight, Chairman
June 11, 2019

I. ROLL CALL

Ben Haight, Chairman, called the Regular Meeting of the City and Borough of Juneau (CBJ) Planning Commission (PC), held in the Assembly Chambers of the Municipal Building, to order at 7:00 p.m.

Commissioners present: Ben Haight, Chairman; Paul Voelckers, Vice Chairman; Michael LeVine, Nathaniel Dye, Shannon Crossley, Dan Hickok, Travis Arndt

Commissioners absent: Ken Alper, Andrew Campbell

Staff present: Jill Maclean, CDD Director; Jane Mores, Municipal Attorney; Tim Felstead, Planner II; Allison Eddins, Planner II; Amy Liu, Planner I; Laurel Christian, Planner I

Assembly members: Wade Bryson

II. REQUEST FOR AGENDA CHANGES AND APPROVAL OF AGENDA

Mr. Haight reviewed the agenda. No changes were requested.

III. APPROVAL OF MINUTES

A. May 14, 2019 DRAFT Minutes – Planning Commission Regular Meeting

MOTION: *by Mr. Levine to approve the Planning Commission May 14, 2019, regular meeting minutes subject to any minor changes by staff or Commission members.*

Mr. Voelckers requested a correction to the Blueprint Downtown Steering Committee report as the minutes indicate that he gave this update. Instead, the liaison to this committee is Mr. Dye.

The motion passed with no objection.

IV. PUBLIC PARTICIPATION ON NON-AGENDA ITEMS - none

V. ITEMS FOR RECONSIDERATION - none

Mr. Levine did not accept the amendment. **Mr. Dye offered another friendly amendment to 7 days a week all year round based on the timeframe suggested in Mr. Levine's amendment with the limited hours on Saturday and Sunday.**

Mr. Levine did not accept the friendly amendment.

Ms. Crossley said that she did not think it necessary to tumble the oysters at a specific time. If the applicants are unable to make it out to the site on one day of the week due to weather, she did not think it would sink their business.

Mr. Haight asked Mr. Dye for a final amendment. **Mr. Dye said the final amendment would be as follows:**

The use of the tumbler shall only be allowed from 8 am to 8 pm on weekdays and 10 am to 5 pm on Saturdays and Sundays, not excluding holidays.

Mr. Haight stated there was an amendment on the floor that needed a roll call.

Role Call Vote:

Yays: Arndt, Dye, Haight, Hickok, Voelckers

Nays: Levine, Crossley

The amendment passed.

Mr. Levine said that the motion that is on the floor is to approve the permit subject to the revised conditions including the revised Condition 2 which allows for tumbling from 8 to 8 five days a week and 10 to 5 on Saturday and Sunday. That is correct, said Mr. Haight.

Role Call Vote:

Yays: Arndt, Crossley, Haight, Voelckers, Levine, Hickok, Dye

Nays: none

The motion passed.

CSP2019 0004:	A State Project to construct two (2) roundabouts at the intersections of Mendenhall Loop Road with Stephen Richards Drive and with Floyd Dryden Middle School
Applicant:	State of Alaska DOT&PF
Location:	Mendenhall Loop Road

Staff Recommendation

Staff recommends that the Planning Commission find CSP2018 0001 to be consistent with adopted local plans and polices, as required by CBJ 49.15.580, and **APPROVE** CSP2019 0004 to

construct two (2) roundabouts at the intersections of Mendenhall Loop Road with Stephen Richards Drive and with Floyd Dryden Middle School, including upgrades to pedestrian infrastructure and lighting.

Staff Report

Ms. Liu presented a PowerPoint about the case and said that the project includes two roundabouts and updates to lighting and multi-use paths. She reviewed the following components from her staff report:

- Project description
- Details of the roundabouts
- Project background
- Agency Review
- Public Comment
- Conformity with adopted plans
- Habitat
- Findings and Recommendation

Mr. Haight asked for questions for staff. There were none.

Applicant Presentation

Christopher Goins is the design group chief at the Alaska Department of Transportation (DOT). He wanted to speak specifically to concerns that were brought up during the applicant review process. The project was originally conceived in 2012. The State legislature put the Alaska Transportation Project bond question on the November ballot, which included this project. The estimate then was \$6 million and was conceived from Nancy Street all the way to Back Loop Road. The voters approved the bond. In 2013, they started a series of public meetings to capture comments. Based on the comments, in 2014 they brought two revised concepts of what to do between Nancy and Back Loop.

Mr. Goins described the two concepts, described how they differed, and discussed the issues that each presented.

Concept B4 was ultimately selected after public comment, stakeholder involvement, and further consideration. It was determined that the selected concept would have the following benefits:

- The intersection at Stephen Richards would operate with lower delay and shorter queues as a roundabout.
- The Floyd Dryden would operate as a level of service “B” or better with a roundabout.
- Pedestrian crossing delay would be reduced and exposure time would also be reduced.
- The public supported the 3-lane cross section because of the buffers that would be there.

Drawbacks to the Family B concepts included:

- The roundabouts creating localized right-of-way impacts.

- Minor overall capacity reduction as compared to Family A concepts.

Mr. Goins said that given feedback that was received, in 2014 DOT began to develop the preferred alternative for the project. They took the concept to the public in 2017 for comments. They wanted to have a plan to build the entire corridor but do not have the funding at this point.

Mr. Goins explained why these intersections were picked. Stephen Richards Drive was the first priority because the am and pm peak hours have the worst performance for the majority of drivers. There are huge queues with traffic backed up during those hours and the queues effect other side streets like Cinema Drive. The roundabout will drop those queues, he said, and lead to more gaps to allow for turns out of side streets. The Floyd Dryden intersection has effected driver behavior because of the difficulty of making a left hand turn out of the school property. Parents dropping kids off at school will pull up on the side of road and not go into the school because of the turning problem. Parents will also drop the students off on El Camino because it is easier to cross the road than go on to school property. Therefore, there are more children crossing the street in the current condition than would be expected in a roundabout, which would encourage parents to drop the students off on school property.

Mr. Goins explained why roundabouts are preferred by DOT. The Department has a roundabout-first policy, meaning that he is required to consider a roundabout first because it is the safest intersection that can be built. Time-tested research date supports his statement, he said. Single lane roundabouts reduce fatalities by 90%, reduce injury crashes by 76%, and reduce pedestrian-related crashes by 30-40%. There are three reasons why roundabouts have these overwhelming safety benefits:

1. Speeds are lower. Curves leading into a roundabout slow vehicles down. Reduced speed leads to better vehicle control and lower injury rates when accidents occur.
2. There are 75% fewer vehicle-to-vehicle conflict points compared to a signalized intersection.
3. There are 67% fewer pedestrian-to-vehicle conflict points compared to a signalized intersection.

Mr. Goins displayed a graph to illustrate the above points and pointed out that it was created by AARP, a senior advocacy group that promotes roundabouts.

Another concern heard from the public was disruption of emergency services. Mr. Goins talked about design elements in the proposed plan to allow emergency vehicles to cross over medians and have quick access in a way that would not be available to other drivers. He said he does not expect emergency services would be slowed at all.

There was a FEMA review that is a CLOMR for extending Duck Creek, said Mr. Goins. Also they have applied for two permits with the Department of Fish & Game already for the culvert across El Camino and Duck Creek, and he said he does not expect any issues.

Mr. Goins said that the other large concern is Duck Creek Market and the temporary traffic control that would take place during construction. From another project in Ketchikan, DOT learned that in order to keep businesses open, they had to phase the project and ask how long each phase would take. Then they collected data from stakeholders about when it would be important for the contractors to not be working on the road. The one downside that was discovered is left hand turns onto Stephen Richards Drive. It was determined that there is no way to allow a left hand turn during the fourth phase of construction. Many hours have been spent with the owners of Duck Creek Market and with Mr. Wayne Coogan to try to figure differently, but he said, he does not have a good answer to this problem of the left-hand turn.

Commissioner Comments and Questions

Mr. Hickok asked if drivers would be able to turn right into Duck Creek Market and leave via a right-hand turn. Mr. Goins' answer indicated that drivers would be able to right turn in and out depending on the phase of construction.

Mr. Hickok asked how long the three phases are expected to take. Mr. Goins said each phase is expected to take about a month and a half each. Mr. Hickok if there would be times with no access. Mr. Goins said that there would be no left-hand turn access, only right-hand turn access for about three months.

Mr. Hickok asked if DOT had done a speed study on the roundabouts already in place in the community. Mr. Goins said that this was a question for a traffic engineer. However, he built a roundabout in Oregon and tested it out himself. He tried to drive as fast as possible and felt significantly uncomfortable at 27 miles per hour. DOT often receives comments from people saying that they feel uncomfortable as they approach a roundabout. This is the intent, said Mr. Goins, because when drivers are uncomfortable, they slow down and pay attention to what is going on around them.

Mr. Hickok wondered if there had been a study in Juneau to determine if people have actually slowed down. Mr. Goins offered some anecdotal evidence, but it seemed that there has not been such a study that he knew about.

Mr. Hickok spoke appreciatively of the roundabout in Douglas for moving traffic but said one of his concerns is pedestrian crossing. He felt that a roundabout might not be the best solution for a school entrance. He felt that drivers would be looking to navigate the roundabout and would pay less attention to kids crossing the street.

Mr. Goins said that DOT will install RRFBs (rectangular rapid flashing beacons) such as are on Riverside Drive by the school and the athletic club. The intent is to ensure that there is the safest crossing possible at a school zone. DOT intends to work with the school to educate the children and the school will continue to have a crossing guard at the location. The location of the crosswalk

is to ensure that pedestrians would only have to cross the road once, at the north end. The roundabout is designed to point the driver of a vehicle to the things that they need to pay attention to. Mr. Goins also described how a pedestrian would move across only one lane of traffic to the island in the middle and then would cross the traffic lane moving in the opposite direction. In a pedestrian crossing without an island, people need to judge cars coming from two directions.

Mr. Hickok asked if the intersection at Floyd Dryden would have only one recommended crossing. Mr. Goins said that typically another crossing is not warranted in a single-lane roundabout. Mr. Hickok said it was his opinion that kids will try to cross the shortest way possible. This is a concern, said Mr. Goins, which is led by other things that have been noticed at this intersection including parents not wanting to pull into the school because of the difficulty of exiting. DOT has been talking with the school district about providing education for kids and parents about how to drive through the roundabouts, how to use the activated signals, and where to cross.

Mr. Hickok asked if it would be possible to put an activated light at both ends. Mr. Goins did not reply directly, but offered more information about how the roundabout is likely to alter vehicle and pedestrian behaviors. Mr. Hickok said that he drove his kids to Floyd Dryden over the years and thought that the crossing guard process worked well, but he is very familiar with the roundabout at Auke Bay and would not want his kids to cross that intersection.

Mr. Voelckers asked how the \$450,000,000 bond package is distributed to the communities. Mr. Goins said that the ballot question regarding the bond package included a list of projects and the Mendenhall Loop Road project was one of them. He further explained how projects come to be funded and prioritized.

Mr. Voelckers said that recently the Commission reviewed a case regarding a major housing proposal on Cinema Drive, and the Commissioners struggled with a level of service of F at that location. He said that the Commissioners were confused about what DOT's evaluative process is about which projects rise to the top of the pile. On paper, it looked as if the Stephen Richards Drive intersection was a level of service of C and B, which makes it appear to be a less conspicuous problem that also recently had major upgrades.

Mr. Goins replied that what is not seen in the numbers is how DOT rates different intersections based on if they are signalized or not. He went into great detail about DOT's rating methods, concluding that some of what is occurring at Stephen Richards is effecting what happens at Cinema Drive for the left-hand turn. What is predicted is that the roundabout at the Stephen Richards location will affect many more drivers than a roundabout placed at Cinema Drive.

Mr. Goins discussed how they evaluate how a project will affect the system. DOT's criteria is that a development of this sort has to trigger 100 vehicles per peak hour. The proposed condominium development at Cinema Drive triggers about 40 trips increase in the peak hour. So this does not

meet the threshold to require the developer to do anything more.

Mr. Voelckers said that it seemed there was not as much dialogue as might be appropriate between DOT's planning level and projections into the future and the Planning Commission. For example, when they were considering the 72-unit condominium proposal, there was no conversational way to know if the Commissioners were doing right by the public. He said it felt to him like collectively nothing was being done to look at long-range goal setting. He commented that it would be nice to work towards a solution for a collaboration between CBJ and DOT on long-range planning and determine if the money is being spent best and in the best locations.

Mr. Goins admitted that he was an engineer, not a planner but believed that it is of concern for DOT to plan ahead and figure where development is going to happen. These projects are designed in collaboration with growth rates that are determined with CBJ. In 2035, it is expected that there will be 1,000 more trips on that road and this is already in evidence with the larger cruise ships in place and more vehicles going to the Glacier each summer.

Public Testimony

Ms. Mores said that to complete the agenda, she recommended a vote to complete the agenda past 10:30.

Mr. Levine moved to continue the meeting until 10:50 pm. There was no objection.

Becky Allison is a resident on El Camino. She said she would like to see a change on the El Camino/Floyd Dryden roundabout. She recommended red flashing lights instead of the green flashing lights, which are on Riverside Drive. The two roads are quite different. She felt the light needs to be red to catch the eye, and the bigger the better.

Wayne Coogan said that he supported the concept but the construction was an issue for him. The Planning Commission has a challenge. Coming before CBJ is the last shot for the project and then it will be built. He pointed out several things of concern. A car waiting to turn north off Stephen Richards between 7:15 and 7:45 am has to wait a long time. Then traffic waiting behind that car will pile up. After several occurrences, the drivers will stop using Stephen Richards and will divert to Riverside. Regarding pedestrians, he felt this area was more of a concern for schoolchildren than the Floyd Dryden intersection because the children living on Stephen Richards Drive walk to Glacier Valley and are less mature than the middle school students are.

Mr. Coogan stated that his personal concerns were regarding construction impacts. He represented 110 families on Stephen Richards Drive as well as the Duck Creek Market, a tenant of his. People will not be able to turn left onto Stephen Richards for four months; that is a dramatic impact.

Jack Manning is the owner of Duck Creek Market. He said that he supported roundabouts

generally but the construction traffic plan for the summer is of concern. He operates a convenience store with customers from all over Mendenhall Valley. His business picks up at 3 pm with people coming back into the Valley and are making lefts off the Loop Road. His business depends on quick and easy access. Seasonally business is slow in the winter. The project is scheduled from May to August with no guarantee that it will end in August, he said. Stephen Richards is a busy street. Currently traffic backs up to Nancy Street on the left-turning lane. In addition, there is an overlap between this project and the project at the other end of Stephen Richards. The proposal is for only a right in and a right out. In the past, a detour taking drivers through the residential neighborhood has not worked. He has worked with the State and Mr. Coogan has offered the use of his property to expand the construction project. The reason he was testifying was in hopes that the Commission could make his voice a little louder. He said he was not able to offer a solution but that closing access for the summer would be devastating.

Mr. Voelckers asked for elaboration on Mr. Coogan's offer to use his property. Mr. Manning said that Mr. Coogan is the property owner next to the intersection, and he has offered that the construction project could be expanded onto his property to allow room for some other temporary options for accessing the market.

Mr. Haight asked if there was a time of day in the summer that is more important than any other time for access to the market. Mr. Manning said that the afternoons, 3 pm to 10 pm, are the busiest. He said that after 6 pm nothing is typically happening on such a construction project. He hopes there can be flagmen or controls during those hours, and he believed this was done in Auke Bay.

Robert Noshbisch lives on Stephen Richards Drive. He is an employee at Duck Creek Market. Mr. Noshbisch said that he understands that layoffs will happen due to the drop in business during construction. He said he probably would lose his job. He said he is a senior citizen and works at the Market to pump up his savings for when he cannot work any longer. He understands that everyone needs to make sacrifices for the community good, but he thought the neighborhood and this business would experience a disproportionately negative effect. He also commented that the Mannings have a history of donating to charities, youth groups, and the arts, and that may be cut back if they cannot afford to run their business profitably.

Chuck Collins spoke representing 300 residents and tenants on Stephen Richards Drive. Mr. Collins said that while he supports better highways, he does not feel the same way about roundabouts as other people. He said that will be a hardship to his tenants and neighbors to not have access. He recommended that complete access be allowed from 7 to 9 in the morning and 4 to 6 in the evening. This could be a condition on the project and a compromise between the contractors and residents. He said that he sat and counted cars and determined there were about 1,000 trips a day into the park and his apartment complex. He does not see a reason why there could not be a flagger as an option farther down the road sending people away and reducing congestion. He also said he wants a designated and responsive person to speak to when there

are issues. In 2005, he recalled, Seward Street was rebuilt. He owned a business there and for 2 months, shoppers could not get into his store. It cost him about \$250,000. It did not put him out of business, but the furniture store across went out of business due to the loss.

Tom Manning is an owner of Duck Creek Market. Mr. Manning said that there are some issues with pedestrian crossings that are not being thought through. There has always been a left-hand turn onto Stephen Richards without the light. The light was put in place to deal with pedestrian traffic, he said, not to make traffic get to the Glacier faster. Without the light, the left-turn onto Stephen Richards worked fine. He questioned why there could not be a left-hand turn during construction with a flagman. He did not think this would cause traffic to back up to Egan Drive since it did not do so before when there was no light. It is crucial in the afternoons for his business, he said. He said he thought it would not be difficult to find a way to avoid impacting so many people and his business.

Mr. Levine made a motion to extend the meeting to 11:05. There were no objections.

Commissioner Comments and Questions to Applicant

Mr. Arndt said that Mr. Manning alluded to possible overlap with the projects happening at Stephen Richards and Riverside Drive, and he wondered if there would be overlap. Mr. Goins said that COT is installing a light at the intersection of Stephen Richards and Riverside Drive. However, contractors have indicated that the light can be operational before the project on Mendenhall Loop Road begins to alleviate the congestion problem that exists on Riverside. This can encourage drivers to travel down Riverside and also to access Duck Creek Market from that direction. He wanted to make it clear that the roundabout project would not cut off access to the Market. The issue is that they cannot physically allow a left-hand turn movement during certain phases of the project. He said that in response to Mr. Manning's recollection, the reason there were no back-ups to Egan during the previous project was because left-hand turns were eliminated and this was a big complaint.

Mr. Goins discussed the topic of liquidated damages. He said he met with the Mannings to determine what their damages were when the intersection was shut down previously. This information was necessary to increase the liquidated damages and justify it in court. This has resulted in the fine of \$1000 a day if the contractor goes beyond August 15. He stated that if a creative and workable solution were to be found, DOT would try to do it.

Mr. Voelckers asked if DOT has ever reimbursed a business when a construction project caused financial hardship. Mr. Goins said that legally DOT is not able to do so, and he had never seen this done for other projects.

Ms. Maclean said that Mr. Manning made reference to flaggers put in place during construction of the Auke Bay roundabout, and she wondered if the applicant could give some background as to why that worked in Auke Bay but why it cannot work on this project. Mr. Goins said that he

was not involved with the Auke Bay project but was told that it did not work very well. However, he pointed out that the Mendenhall Loop Road project is a very different scenario.

Ms. Crossley said that down south, work on major highways takes place between 11 pm to 5 am. She wondered if there was a reason why DOT cannot work outside business hours. Mr. Goins said that it is due to the physical constraints and the geometry. It is not about the hours when construction is in operation. He anticipates coming back to the city for a night work permit for certain activities. Many construction activities do not go well in the night in a residential neighborhood, but some activities like paving and striping can be done at night.

Mr. Hickok asked if there would be any flag people in place during the process. Mr. Goins said no, not for the Stephen Richards intersection because through traffic will be allowed go through. For the intersection at Floyd Dryden, there will be times when flagger control will be necessary. Mr. Hickok asked what would happen for kids crossing when school is in session. Mr. Goins said there would be times when crossing will not be available in the traditional sense. During those times, they will physically shuttle people with taxicabs from one location to another. However, DOT will not be doing extensive construction until after school is let out for the summer.

Mr. Hickok asked for clarification regarding how traffic will respond when the crosswalk button is pushed frequently as numbers of children are on their way to school. Mr. Goins first noted that he would not be allowed to change the color of the flashing light from yellow to red as suggested by a previous speaker due to the Uniform Traffic Control regulations. This means that the light would not be a red “hard stop”; it would be a “yield” caution light indicating that once the pedestrian exits the crosswalk, traffic can continue through.

Commission Discussion

Mr. Levine said that he had concerns about the economic impacts to Duck Creek Market during construction. He is persuaded by the arguments that a left turn cannot be allowed at times, and the Commissioners are not in a place to engineer a solution.

MOTION: *by, Mr. Levine to accept staff's findings, analysis and recommendations, and approve CSP2019 0004 with an added condition:*

Applicant shall make all reasonable efforts during construction to alleviate the economic impact on businesses affected by construction activities.

Discussion

Ms. Crossley asked if Mr. Levine would amend the motion to state “businesses and residents affected”. Mr. Levine said that he would accept this as a friendly amendment.

Mr. Voelckers spoke in favor of the motion. The Commissioners felt empathy for people impacted so severely in the middle of their critical season and for DOT being in a tough spot with geometry,

but he felt there might be some things such as pushing the hours of operation. He wanted to go on record to state he felt it worth every effort made to find a way to lessen the negative impacts.

Mr. Hickok spoke against the motion. His business is next to the Auke Bay roundabout, he said, and it was a very difficult time when that was put in place. He said he remains unconvinced that the design of this roundabout is the safest way for the children to cross the street.

Roll Call Vote:

Mr. Arndt asked for the added condition to be read again.

Applicant shall make all reasonable efforts during construction to alleviate the economic impact on businesses and residents affected by construction activities.

Yays: Arndt, Crossley, Haight, Voelckers, Levine, Hickok, Dye

Nays: Hickok

The motion passed.

IX. BOARD OF ADJUSTMENT - none

X. OTHER BUSINESS - none

XI. STAFF REPORTS

Ms. Maclean gave an update on the downtown rezoning project. CDD will not make the deadline of August 1 for completion of that project. A request for an extension of one year has been made. The Assembly's Committee of Whole discussed this request at the June 10 meeting. The first reading by the Assembly is on June 24. The Planning Commission will have a public hearing on June 25, and then it will be back to the Assembly for a public hearing.

XII. COMMITTEE REPORTS

Mr. Haight said there is an Auke Bay Implementation Committee meeting on June 27 at noon.

XIII. LIAISON REPORTS – Mr. Bryson passed.

XIV. CONTINUATION OF PUBLIC PARTICIPATION ON NON-AGENDA ITEMS - none

XV. PLANNING COMMISSION COMMENTS AND QUESTIONS - none

XVI. EXECUTIVE SESSION - none

XVII. ADJOURNMENT

The meeting adjourned at 11:04 pm.



(907) 586-0715
CDD_Admin@juneau.org
www.juneau.org/CDD
155 S. Seward Street • Juneau, AK 99801

DATE: June 3, 2019

TO: Planning Commission

FROM: Amy Liu, Planner I

A handwritten signature in black ink, appearing to read 'Amy Liu', is written over the 'FROM:' line.

FILE NO.: CSP2019 0004

PROPOSAL: A State Project to construct two (2) roundabouts at the intersections of Mendenhall Loop Road with Stephen Richards Drive and with Floyd Dryden Middle School

GENERAL INFORMATION

Applicant: State of Alaska DOT&PF

Property Owner: State of Alaska

Property Address: Intersections of Mendenhall Loop Road at Stephen Richards Memorial Drive and at Floyd Dryden Middle School

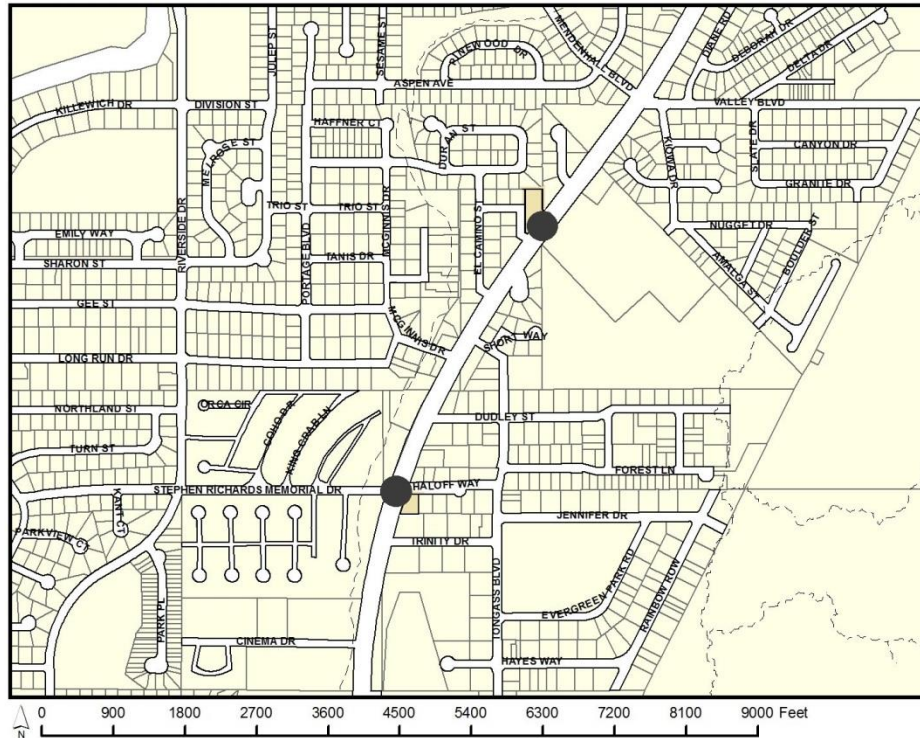
Comprehensive Plan Future Land Use Designation: Urban Low Density Residential

Zoning: D5, D15

Utilities: Public water and sewer

Surrounding Land Use:
North - Residential
South - Residential
East - Residential/School
West - Residential

VICINITY MAP



ATTACHMENTS

Attachment A – Application

Note: Project drawings submitted with the application can be found at the online version of this staff report.

Attachment B - Public comments and applicant and staff responses

PROPOSAL

The applicant is requesting a City Project Review of two proposed roundabouts at the intersections of Mendenhall Loop Road and Stephen Richards Memorial Drive (SRMD) and Mendenhall Loop Road and Floyd Dryden Middle School (FDMS). The project includes the following work:

- Two roundabouts:
 - At the SRMD intersection, the roundabout consists of two lanes at the center of the intersection, four lanes on Mendenhall Loop Road approaching the intersection, and two lanes on SRMD and Haloff Way as each roadway approaches the intersection.
 - At the FDMS intersection, the roundabout consists of one lane at the center of the intersection and two lanes on Mendenhall Loop Road and FDMS as each roadway approaches the intersection.

Planning Commission
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- Pedestrian/multi-use paths, marked bicycle lanes, and bicycle ramps on both sides of the streets directly connecting to the roundabouts.
- Vegetative buffers separating vehicle traffic from pedestrian/multi-use paths.
- Pedestrian signage and LED lights that flash to indicate pedestrian right-of-ways (ROW).
- LED lights illuminating the ROW.
- Bus pullouts at the southeast and northwest sides of each roundabout.

BACKGROUND

In November 2012, voters approved the Alaska transportation projects bond question, *Shall the State of Alaska issue its general obligation bonds in the principal amount of not more than \$453,499,200 for the purpose of paying the cost of state transportation projects?*. One year later, public meetings were held with opportunities for public comment. Input from these meetings and comments were used to form design concepts.

The project scope has been reduced since the initial designs. The initial designs were estimated to cost over \$27 million and included improvements from Nancy Street to Back Loop Road. The current proposal is estimated to cost \$8 million, excludes those boundaries, and has pared down the improvements. There is no estimate of when full project funding will be available. Bidding will open during the fall/winter of 2019, and construction will begin in 2020.

Mendenhall Loop Road at the SRMD intersection currently consists of two lanes northeast and southwest bound, respectively, and one westbound, left-turn lane. Mendenhall Loop Road at the FDMS intersection currently consists of two lanes northeast and southwest bound, respectively, and one center-turn lane. At both intersections, there are sidewalks and unmarked road shoulders on both sides.

AGENCY REVIEW

Staff contacted CBJ General Engineering, Streets, and Capital City Fire & Rescue, as well as the Alaska Department of Fish and Game (ADF&G). Capital City Fire & Rescue and General Engineering expressed no concerns with the project, as their input had already been incorporated into the project from earlier discussions. ADF&G stated that at the SRMD roundabout, a fish habitat permit will be required for adding fill and extending the culvert on Duck Creek, Stream No. 111-50-10500-2002. At the FDMS roundabout, a fish habitat permit will be required for channel grading and bank reconstruction on a tributary to Duck Creek, Stream No. 111-50-10500-2002-3030. The applicant is aware of the need for these permits and is working towards their completion. No other agency comments were received at the time of this staff report.

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June 3, 2019
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PUBLIC COMMENTS

Comments submitted through email were generally in support of the project. Specific concerns included child pedestrians commuting between home and FDMS and disruption to a local business. Staff, in coordination with the applicant, was able to address these concerns (Attachment B).

There have been several efforts organized by the applicant and consultant to solicit public comments. On November 13, 2017, they held public meetings for specific stakeholders and the general public. The process was repeated on July 14, 2018, when 15 stakeholders and 35 members of the public attended. On May 17, 2019, another meeting was held for stakeholders, although there was a small turnout, but there was a large turnout for the public meeting held the following week. The meetings were advertised in the Juneau Empire and the State online public notice system. The consultant disseminated a mailer to all addresses for residents in the Valley. Most mailers were successfully delivered, though there were a few complaints about unsuccessful deliveries.

ANALYSIS

All proposed State capital improvement projects must be reviewed for consistency with the CBJ Land Use code (Title 49). Title 49 also provides reference to the CBJ Comprehensive Plan and a number of additional plans that have been officially adopted as part of the Comprehensive Plan.

49.15.580 (b) - State project review: The commission shall review proposed Alaska State capital improvement projects for consistency with this title pursuant to AS 35.30.010 and may impose conditions on and modifications to such projects. If the commission approves or approves with conditions or modifications, a notice of decision shall be issued. A notice of decision becomes final 90 days from the date the project was submitted unless modified or disapproved by the assembly. If the commission disapproves, a notice of recommendation and draft resolution shall be forwarded to the assembly for further action.

Conformity with Adopted Plans

Project features are supported by several adopted plans.

2013 Comprehensive Plan of the City and Borough of Juneau

Improved pedestrian and bicycle movement within and between major shopping and employment centers, schools and other concentrations of population are needed. Pedestrian and bicycle facilities are needed to provide safer and more efficient movement within and between neighborhoods and major concentrations of population. These facilities are also

Planning Commission
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June 3, 2019
Page 5 of 7

important as an aspect of recreation and can contribute to community health by facilitating active transportation and recreation. (pg. 115)

7.10 - SOP2 Consider noise mitigation when reviewing new roadway improvements. Require berms, sound walls and/or planting strips along highways and major arterials in noise sensitive areas where the CBJ owns the roadway. Encourage the Alaska Department of Transportation and Public Facilities (ADOT&PF) to leave or provide dense vegetation. (pg. 89)

8.6 - IA4 Work with the Juneau School District and other agencies to identify opportunities for improved pedestrian and bicycle access to schools. (pg.114)

Area Wide Transportation Plan

Roundabouts have the potential to improve safety at several of Juneau's intersections, while providing for all movements with less congestion and delay. Drivers enter a roundabout at a slow speed and move to the right around a large center island. Exiting the roundabout is completed by a low speed turn to the right away from the center island. Instead of crossing the center island, pedestrians walk around the roundabout, using crosswalks at each entrance and exit. Bicyclists have the option to travel with pedestrians on these paths instead of sharing the travel lane with motor vehicles. (pg. 26)

Non-Motorized Transportation Plan

When constructing a new street or rebuilding an existing one, walking can be encouraged by considering the walker's experience. Features such as ample sidewalks, street furniture, crosswalks, curb cuts, pedestrian scale lighting, and vegetated buffers between the sidewalk and street make walking safer and more enjoyable. (pg. 19)

Juneau Renewable Energy Strategy (2018)

Short Term Actions: Update road and street standards to include wider sidewalks, traffic calming measures in high-pedestrian areas, and shortened pedestrian crossing distances. (pg. A15)

The increased use of renewable energy needs to be encouraged to offset energy consumption of non-renewable sources. This should be accomplished in two manners: conservation of energy consumption with more efficient application and reduced need; and increased development of renewable resources. Programs to reduce energy consumption including building envelope heat loss reduction; application of heat pump technology, biomass and other technologies; and LED lighting application, all of which should be supported. (pg. 28)

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2012 Juneau Safe Routes to School Plan

This plan has several recommendations to improve safety for pedestrians, especially those who are children, commuting between home and school. The plan does not explicitly mention the project site's two intersections, but the proposed improvements are in keeping with the general ideas of adding more separated pedestrian paths to protect pedestrians.

Habitat –

Fill will be placed in the Duck Creek floodway to extend the north SRMD culvert and in the pond to extend the northwest corner of the Mendenhall Loop Road and SRMD. Fish passage is intended to be maintained in the culvert.

A Conditional Letter of Map Revision (CLOMR) was submitted by the applicant and received by FEMA on May 8, 2019. The CLOMR addresses CFR 60.3(10), which states, *Require until a regulatory floodway is designated, that no new construction, substantial improvements, or other development (including fill) shall be permitted within Zones A1-30 and AE on the community's FIRM, unless it is demonstrated that the cumulative effect of the proposed development, when combined with all other existing and anticipated development, will not increase the water surface elevation of the base flood more than one foot at any point within the community.* The CLOMR shows that modification to SRMD and extension of the passage for Duck Creek will result in a 0.09-foot increase in base flood elevation.

On May 27, 2019, a representative from STARR II, on behalf of FEMA, delivered notice to the applicant requesting additional data. The applicant is working towards meeting that request.

The proposed development is exempt from the Coastal Management program per 49.70.950(f):

*All structures and foundations located adjacent to streams or lakes listed in Table VI-2 of Appendix C of the Juneau Coastal Management Plan, shall have a 50-foot setback from each side of the stream or lake measured from the ordinary high water mark, where feasible and prudent; **provided, docks, bridges, culverts and public structures whose purpose is access to or across the stream or lake are not subject to this policy,** and provided further, uses which must be in or adjacent to the stream or lake in order to function, such as mining activities, fish culturing, water supply intakes and similar uses, are exempt from the setback requirement. The setback shall be vegetated or revegetated, where feasible and prudent, and such vegetation or revegetation shall be kept or arranged to maximize shade on the stream. (Emphasis added)*

FINDINGS

Staff finds the proposed construction of two (2) roundabouts at the intersections of Mendenhall Loop Road with Stephen Richards Drive and Mendenhall Loop Road and Floyd

Planning Commission
File No.: CSP2019 0004
June 3, 2019
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Dryden Middle School to be consistent with CBJ adopted plans and consistent with Title 49.

RECOMMENDATION

Staff recommends that the Planning Commission find CSP2019 0004 to be consistent with adopted local plans and polices, as required by CBJ 49.15.580, and **APPROVE** CSP2019 0004 to construct two (2) roundabouts at the intersections of Mendenhall Loop Road with Stephen Richards Drive and with Floyd Dryden Middle School, including upgrades to pedestrian infrastructure and lighting.

DEVELOPMENT PERMIT APPLICATION

Project Number <i>CS20190004</i>	CITY and BOROUGH of JUNEAU	Date Received: <i>4/23/19</i>
Project Name (City Staff to Assign Name)		

PROJECT / APPLICANT INFORMATION	Project Description The proposed project would construct roundabouts at the intersections of Mendenhall Lp. Rd. and Stephan Richards Memorial Dr., and at Floyd Dryden. Included is updated lighting, possible pavement rehabilitation, and other improvements and updates to existing transportation infrastructure.		
	PROPERTY LOCATION		
	Street Address Mendenhall Lp Rd intersection of Steven Richards M. Dr. and Floyd Dry	City/Zip Juneau 99801	
	Legal Description(s) of Parcel(s) (Subdivision, Survey, Block, Tract, Lot) Sections 17, 19, and 20, Township 40S, Range 66E, Copper River Meridian; on the Juneau B-2 Quadrangle Map		
	Assessor's Parcel Number(s) <i>0</i>		
	LANDOWNER/ LESSEE		
	Property Owner's Name State of Alaska	Contact Person: Christopher Goins	Work Phone: 465-4443
	Mailing Address PO Box 112506 Juneau, AK 99811-2506	Home Phone:	Fax Number: 465-4414
	E-mail Address christopher.goins@alaska.gov	Other Contact Phone Number(s):	
	LANDOWNER/ LESSEE CONSENT ****Required for Planning Permits, not needed on Building/ Engineering Permits****		
I am (we are) the owner(s) or lessee(s) of the property subject to this application and I (we) consent as follows: A. This application for a land use or activity review for development on my (our) property is made with my complete understanding and permission. B. I (we) grant permission for officials and employees of the City and Borough of Juneau to inspect my property as needed for purposes of this application.			
X _____ Landowner/Lessee Signature _____ Date _____			
X _____ Landowner/Lessee Signature _____ Date _____			
NOTICE: The City and Borough of Juneau staff may need access to the subject property during regular business hours and will attempt to contact the landowner in addition to the formal consent given above. Further, members of the Planning Commission may visit the property before the scheduled public hearing date.			
APPLICANT If the same as OWNER, write "SAME" and sign and date at X below			
Applicant's Name same		Contact Person:	Work Phone:
Mailing Address		Home Phone:	Fax Number:
E-mail Address		Other Contact Phone Number(s):	
X _____ Applicant's Signature		<i>4/19/19</i> Date of Application	

OFFICE USE ONLY BELOW THIS LINE

STAFF APPROVALS	☒	Permit Type	***SIGN	Date Received	Application Number(s)
	☒	Building/Grading Permit			
	☒	City/State Project Review and City Land Action			
	☐	Inquiry Case (Fee In Lieu, Letter of ZC, Use Not Listed)			
	☐	Mining Case (Small, Large, Rural, Extraction, Exploration)			
	☐	Sign Approval (If more than one, fill in all applicable permit #'s)			
	☐	Subdivision (Minor, Major, PUD, St. Vacation, St. Name Change)			
	☐	Use Approval (Allowable, Conditional, Cottage Housing, Mobile Home Parks, Accessory Apartment)			
	☐	Variance Case (De Minimis and all other Variance case types)			
	☐	Wetlands Permits			
☐	Zone Change Application				
☐	Other (Describe)				
***Public Notice Sign Form filled out and in the file.					
Comments: <i>See initial pre-design letter from CDD for the relevant plans to include in the design review. There may be others. Check for any other plans.</i>					Permit Intake Initials <i>TJF</i>

Attachment A - Application

NOTE: DEVELOPMENT PERMIT APPLICATION FORMS MUST ACCOMPANY ALL OTHER COMMUNITY DEVELOPMENT DEPARTMENT APPLICATIONS



CITY/STATE PROJECT AND LAND ACTION REVIEW APPLICATION

See reverse side for more information regarding the permitting process and the materials required for a complete application.

NOTE: Must be accompanied by a DEVELOPMENT PERMIT APPLICATION form.

PROJECT SUMMARY

The proposed project would construct roundabouts at the intersections of Mendenhall Lp. Rd. and Stephan Richards Memorial Dr., and at Floyd Dryden. Included is updated lighting, possible pavement rehabilitation, and other improvements and updates to existing transportation infrastructure.

TYPE OF PROJECT REVIEW:

☐

City Project Review

☐

City Land Acquisition /Disposal

☒

State Project Review

PROJECT NUMBERS ASSOCIATED WITH PROPOSAL:

Is this project associated with any other Land Use Permits?

☐

YES Case No.: _____

☒

NO

Capital Improvement Program # (CIP) _____

Local Improvement District # (LID) _____

State Project # Z676220000

ESTIMATED PROJECT COST: \$ 8,000,000

ALL REQUIRED MATERIALS ATTACHED

☒

Complete application

☐

Pre-Application notes (if applicable)

☒

Narrative including:

☒

Current use of land or building(s)

☒

Proposed use of land or building(s)

☒

How the proposed project complies with the Comprehensive Plan

☒

How the proposed project complies with the Land Use Code (Title 49)

☒

Site Plan (details on page 2)

To be completed by Applicant

NOTE: This application is required even if the proposed project is associated with other Land Use permits.

-----DEPARTMENT USE ONLY BELOW THIS LINE-----

CITY/STATE PROJECT FEES

Fees

Check No.

Receipt

Date

Application Fees

\$ 1,600

This form and all documents associated with it are public record once submitted.

INCOMPLETE APPLICATIONS WILL NOT BE ACCEPTED

Attachment A - Application

For assistance filling out this form, contact the Permit Center at 586-0770.

Case Number

292090004

Date Received

4/23/19

Per design letter sent to DOT
regarding project



(907) 586-0715
CDD_Admin@juneau.org
www.juneau.org/CDD
155 S. Seward Street • Juneau, AK 99801

Chris Schleb
Environmental Impact Analyst
Dept. of Transportation and Public Facilities, Southcoast Region
6860 Glacier Highway
PO Box 112506
Juneau, Alaska 99801-2506

RE: JNU Mendenhall Loop Rd Capacity Imp. – State Project #67622

Dear Chris,

Thank you for the opportunity to comment on the proposed pavement rehabilitation and highway reconfiguration project along the Mendenhall Loop Road. Beth McKibben, the City and Borough of Juneau (CBJ) Planning Manager, asked me to review the proposed plans included with your April 12, 2017 letter. Going forward, I will be the CBJ planner reviewing State and CBJ transportation-related projects for consistency with adopted plans, although all requests for comments should continue to include Beth McKibben.

This initial review has examined how the proposed project conforms to the relevant local CBJ plans as adopted by the CBJ Assembly. The Department of Transportation and Public Facilities (DOT&PF) may find this early review useful in guiding the next design stages of the project to ensure it is consistent with local plans.

Borough wide transportation infrastructure is addressed in a number of CBJ plans. In many cases, there is specific reference to the arterial and collector roads in the Mendenhall Valley area, including the section of Mendenhall Loop Road covered by this specific project.

The project will need to be reviewed by the CBJ Planning Commission as part of the formal local consistency review process; I understand that DOT&PF intend to submit an application for this review in August, 2017. At that point, a more in depth comparison of the project design versus local planning requirements will be performed. In between those times, CBJ Community Development Department staff will be keen to assist in DOT&PF's design refinement including helping with any public meetings and clarification of local planning requirements.

Review summary

Improving intersection Level of Service (LOS) - The 2013 City and Borough of Juneau Comprehensive Plan Update, based on studies by DOT&PF, identified that the LOS that exists at some of the intersections along Mendenhall Loop Road falls below the desired threshold of LOS-D or worse. Design changes to the road that improve the LOS are welcomed. Improving the LOS at these intersections can only aid CBJ's ambitions to encourage infill development of the

Chris Schleb
Dept. of Transportation and Public Facilities
June 5, 2017
Page 2 of 4

area as described in the Comprehensive Plan. As vehicle users see improvements in the efficiency delivered by the roundabouts, some circulation patterns and traffic using other side roads connecting directly to Mendenhall Loop Road may occur, especially during the peak traffic periods.

Fill of wetlands – The CBJ Land Use Code has specific buffer distances from anadromous streams. Development along Duck Creek is normally subject to these buffers, but there are exemptions for road projects. It is noted that some stream, ponds and other wetlands will need to be filled to accommodate the proposal and that stream relocations may be required. I have asked my colleague Teri Camery, our wetlands specialist, to comment on this aspect of the proposal. A review of the project by the CBJ Wetlands Review Board would be a useful step as you develop more definite plans, but doing this earlier in the design phase would be beneficial.

Modification of 100 year flood plain – We would also be interested in how the design modifies the Base Flood Elevation for properties in the vicinity of the proposal. These changes may need to be accounted for in our existing Flood Hazard Maps that govern what construction can occur in the 100 year flood plain.

Provision of separated pedestrian and bicycle lanes – The Comprehensive Plan, the 2001 Area Wide Transportation Plan and the 2009 Juneau Non-Motorized Transportation Plan all identify a need for shared pedestrian and cycle lanes that are separated by a vegetative strip or berm from the vehicle travel way along proposed areas. Mendenhall Loop Road is identified as a component in a Cross Juneau Bikeway. It appears the proposal will contain a continuous separated, shared use path plus a cycle path immediately adjacent to the vehicle travel path. This is an ideal combination allowing faster, more advanced cyclists to be away from pedestrians but also allowing slower, or more novice cyclists (such as younger children) to have a separation from vehicle traffic. This local requirement should be taken into account as designs are further developed.

It appears consideration has already been given to the safe integration of the separated paths and cycle lanes across streets connecting to Mendenhall Loop Road. At the roundabouts, it appears shared path crossings suitable for pedestrians and bicyclists will allow users to cross from one side of the Mendenhall Loop Road to the other – cyclists should not have to enter or remain in the motorized traffic stream to perform these turning movements. Appropriate signage treatment will be important at these locations. It is noted that roundabouts are particularly helpful at providing opportunities for crossing refuges in the four lanes of traffic, though it is unclear if there will still be signalized pedestrian crossings (see 'Safe Routes to Schools' below). The Non-Motorized Transportation Plan states that shared, separated paths should be a minimum of 8 feet in width and cycle lanes should be 6 feet wide. The available plans indicate that a 10 foot wide separated path and 8 foot cycle path will be provided on both sides of Mendenhall Loop Road. Texture or color differences in road surface to better delineate the cycle lanes/shoulders from the general vehicle lane should be explored over simple white

Chris Schleb
 Dept. of Transportation and Public Facilities
 June 5, 2017
 Page 3 of 4

line striping, although it is recognized that this may not be feasible on a limited construction budget. Painted cycle lane symbols should be provided in these lanes which will help remind drivers that they can expect to encounter cyclists and to not encroach into these lanes.

The Non-Motorized Transportation Plan specifically identifies improvements at the Nancy Street intersection including consideration of signals and a crosswalk with a refuge island as high priority actions. This does not seem to be included in the proposed plans. The exclusion of this from the proposed design should be justified. It is unclear if this intersection will be signalized as part of the plans.

Transit stops - There are a number of CBJ Capital Transit bus stops on Mendenhall Loop Road. The Comprehensive Plan recommends that all transit and school bus stops are provided with bus pull-outs to allow these services to be 'good neighbors' with other vehicle traffic. There are a number of pull-outs shown on the proposal, but I have not had the chance to review their location compared to existing bus stops to see which stops do not have pull-outs under the proposed plan. Improvements to transit stops were part of the specific recommendations of the 2014 CBJ Transit Development Plan and improvement of transit facilities is a consistent theme in the Comprehensive Plan, the Area Wide Transportation Plan, and the 2011 Juneau Climate Action and Implementation Plan. Improvements that could be facilitated by the proposed reconstruction could include electrical provision for lighting bus shelters and spaces to place bike lockers next to shelters, as well as space within the proposed design for a shelter to be located at each bus pull-out. Feedback from Capital Transit will be sought for the full consistency review.

Vegetative buffers along Mendenhall Loop Road – To address concerns with noise and dust from the road, the Comprehensive Plan encourages CBJ to work with the DOT&PF on '*providing dense vegetation along State roadways that border residential areas*'. For the consistency review, it would be useful to know what additional vegetation would be provided along the roadway. The Area Wide Transportation Plan also states that Mendenhall Loop Road should receive a 'boulevard' treatment which includes landscaped medians. A number of central median strips are shown on the proposed plans and together with the roundabout islands offer an opportunity to provide quality landscaping that would enhance the appearance of the neighborhoods served by Mendenhall Loop Road. It would also improve the enjoyment of using the road for recreation activities such as walking, cycling, jogging, etc. and reduce the sense of community severance that exists with the current road design. Paving these medians, including those on side approach roads to the proposed roundabouts, would be a missed opportunity.

Fire access – It is noted that one entrance to El Camino Street opposite the Floyd Dryden Middle School driveway will be closed to general access. It is assumed that Capital City Fire and Rescue have been asked for comments directly. Their feedback will be sought for the full consistency review. Closing this road is not likely to move noticeable additional traffic to the other entrance of El Camino Street.

Chris Schleb
Dept. of Transportation and Public Facilities
June 5, 2017
Page 4 of 4

Street lighting – It is presumed that the existing street lighting will be replaced as part of the reconstruction. In keeping with the energy policies of the Comprehensive Plan and the Juneau Climate Action and Implementation Plan, LED street lights should be used for the replacement lighting.

Safe routes to schools – The 2012 Juneau Safe Routes to School Plan identifies some issues regarding current crossings on Mendenhall Loop Road. A significant proportion of school children who attend Floyd Dryden Middle School or Glacier Valley Elementary School cross Mendenhall Loop Road as part of their morning walk to school. The purpose of the Safe Routes to School Plan is to encourage more children to walk and cycle to school, and concern from parents over traffic accidents is the key factor in allowing their children to walk or bike to school. This has obvious benefits to children's health and traffic congestion around school sites. The proposed reconstruction offers opportunities to improve safety for children attending Floyd Dryden Middle School and Glacier Valley Elementary by improving crossings and allowing them to walk and cycle in a safe space. The plan identifies that where gap intervals for traffic approaching and leaving crossings, including those at the roundabouts, is limited during school hours, crossing signals should be considered. Pedestrian wayfinding signs for individual schools pointing people in the direction of safer crossing locations would also be helpful in establishing an identifiable 'safe walking route'.

CBJ Land Use Code – The proposal appears to meet all relevant road standard requirements for the CBJ Land Use Code in terms of lane widths, sidewalk widths etc..

All of the mentioned plans can be found on the CBJ Community Development Department website if you wish to look at them in more detail (<http://www.juneau.org/cddftp/plansstudies.php>).

Please continue to keep me informed and let me know if I can help with any future public meetings or the design process. I will update you of any additional information I receive from other CBJ Departments.

Yours sincerely,

A handwritten signature in black ink, appearing to read "Tim Felstead". The signature is stylized with a large "T" and a long, sweeping underline.

Tim Felstead, Ph.D.
Planner II
Community Development Department
(907) 586-0466
tim.felstead@juneau.org



THE STATE
of **ALASKA**
GOVERNOR MIKE DUNLEAVY

**Department of Transportation,
And Public Facilities**

Southcoast Region

6860 Glacier Highway
PO Box 112506
Juneau, Alaska 99801-2506
Main: 907.465.1763
Toll free: 800.575.4540
Fax: 907.465.8485

April 23, 2019

City/Borough of Juneau
155 S. Seward St.
Juneau, AK 99801

RE: State Project No. Z6762200000
JNU: Mendenhall Loop Road Capacity Improvements

To whom it may concern:

We are submitting the enclosed project and land action review application, development permit application, \$1,600.00 review fee, the preliminary project plans, and a response letter to a CBJ letter dated June 5, 2017 for your review and comment. In addition to a general review, please specifically review for compliance in accordance with AS 35.30.020.

Pursuant to AS 35.30.010, you have 90 days from delivery of the plans to review and ensure compliance with local planning and zoning ordinances and other regulations in the same manner and to the same extent as other landowners. If you fail to respond within this time frame the State is authorized to proceed with the project.

Under AS 35.30.020, the Department must comply with local planning and zoning ordinances and other regulations in the same manner and to the same extent as other landowners. If you believe the Department's construction of this project would result in a violation of planning, zoning, or other regulations generally applicable to landowners, please identify the portions of the project that would be in violation, and the specific planning, zoning, or other regulations you believe would be violated.

The Mendenhall Loop Road Capacity Improvements Project submitted for your review is designed to improve the capacity through the intersections of Mendenhall Loop Road and Steven Richards Memorial Drive (SRMD), and Mendenhall Loop Road and Floyd Dryden by constructing roundabouts. The roundabout at the intersection of Mendenhall Loop Road and SRMD is designed as a two by one roundabout thereby allowing two lanes of traffic in one direction to proceed through the intersection going north and south and one lane of traffic to proceed east and west. The roundabout at the intersection of Mendenhall Loop Road and Floyd Dryden is designed as a single lane roundabout similar to the

"Keep Alaska Moving through service and infrastructure."

Attachment A - Application

roundabout in Auke Bay. Additionally, this project will upgrade the existing multiuse path at these two intersections, and realign El Camino Drive just south of the Intersection of Mendenhall Blvd. and Floyd Dryden to a right out only. Please see the attached plans and the attached response letter for further details and discussion regarding past CBJ concerns.

If you have any questions, I can be reached by phone at: (907) 465-4443, or by e-mail at: christopher.goins@alaska.gov.

Sincerely,



Christopher Goins, P.E.
DOT&PF Design Group Chief

Enc: Project and Land Action Review Application, Development Permit Application, Application Review Fee, Preliminary Project Plans, and a response letter to Ted Feldstad, CBJ Planner II letter dated June 5, 2017.



THE STATE
of **ALASKA**
GOVERNOR MICHAEL J. DUNLEAVY

Department of Transportation and Public Facilities

SOUTHCOAST REGION
Design & Engineering Services
Preconstruction

P.O. Box 112506
Juneau, Alaska 99801-2506
Main: (907) 465-1799
Fax: (907)-465-2030
TTY-TDD: (800)-770-8973
dot.state.ak.us

April 23, 2019
Tim Felstead, Ph.D.
Planner II
Community Development Department
155 S. Seward St.
Juneau, Alaska 99801

RE: State Project No. Z6762200000
JNU: Mendenhall Loop Road Capacity Improvements

Dear Mr. Felstead,

Thank you for your letter and comments regarding the proposed JNU Mendenhall Loop Road Improvements Project (Z676220000). The Department of Transportation and Public Facilities (DOT&PF) found your initial review both helpful and instrumental in the design and development of the proposed project.

Due to budgetary constraints, the scope of the proposed project has been changed from the original plan you had commented on which included work from Nancy Street to Backloop Road. Funding for the proposed project comes from a voter-approved public works bond with funding limits, and current construction funding is estimated at approximately \$8 million. The original scope was considerably larger than the present design with a cost over \$27 million.

The new reduced scope includes the construction of two roundabouts on Mendenhall Loop Road at the intersections of Steven Richards Memorial Drive (SRMD) and Floyd Dryden. The reduction in scope is also further addressed in the response summary to your letter.

There is no estimate of when full project funding will be in place, but the intent is to advertise the proposed project for bid during fall/winter 2019 and to begin construction in 2020.

Below is a brief project development history and a summary of responses to the comments in your letter.

Project Development History

- **Spring/Summer 2012**, the Alaska State Legislature approved the placing of the Alaska Transportation Projects Bond Question onto the November ballot.
- **November 2012**, voters approved The Alaska Transportation Projects Bond Question.
- **November 2013**, first public meetings initiated and public comment recorded.
- **Spring 2014**, Public comment from previous public meeting used to develop two concept families for the proposed project:
 - o **Concept A** examined three different corridors consisting of two travel lanes in each direction and a center turn lane, but they differed in where the roadway transitions from five to three lanes. After

Attachment A - Application

"Keep Alaska Moving through service and infrastructure."

public comment, stakeholder involvement, and further consideration it was determined the five lane concept would have had significant drawbacks including the following:

- Pedestrian crossing distances were lengthened, increasing pedestrian exposure to vehicles;
 - The five-lane sections impacted right-of-way and reduced the available buffer to abutting properties;
 - Nancy Street would have experienced increased delays; Floyd Dryden Access Road would operate at Level of Service (LOS) F during weekday p.m. peak period;
 - Opportunities for access management and its associated safety benefits were limited in comparison to B concepts;
 - Crashes were predicted to increase when expanded to five lanes; and
 - The public and the project advisory group were generally not supportive of five-lane cross section.
- **Concept B** was a series of four *concepts B1, B2, B3, and B4*, focusing on improvements to maintain a three-lane cross section for the length of the corridor and expand the roadway only at the intersections of SRMD/Haloff Way and Floyd Dryden Access Road.
- *Concept B1* maintained the existing signalized traffic control throughout the corridor and expanded the SRMD/Haloff Way intersection with auxiliary through lanes to add through capacity and reduce queues. *Concepts B2, B3, and B4* introduced roundabouts at key intersections.
 - *Concept B2* included a roundabout at SRMD/Haloff Way.
 - *Concept B3* included roundabouts at SRMD/Haloff Way and Floyd Dryden Access Road.
 - *Concept B4* included roundabouts at these two intersections plus Mendenhall Boulevard/Valley Boulevard. After public comment, stakeholder involvement, and further consideration it was determined the family B concepts would have the following benefits:
 - ❖ The SRMD-Haloff Way intersection operates with lower delay and shorter queues as a roundabout as proposed in *Concepts B2, B3, and B4*, than as a signalized intersection as proposed in the A family of concepts and *Concept B1*.
 - ❖ The Floyd Dryden Access operates at LOS B or better with a roundabout in concepts *B3* and *B4*;
 - ❖ Pedestrian crossing delay is reduced; and
 - ❖ Public supported a three-lane cross section.
 - Drawbacks to family B concepts included the following:
 - ❖ Roundabouts created localized right-of-way impacts
 - ❖ Minor overall capacity reduction as compared to the family A five lane concepts.

Given the feedback received from the project stake holders and the public in the spring of 2014 the Department began to develop the preferred alternative for the project based on concept B4.

- **Spring 2017**, The preferred alternative was brought before the public for further comment, and was the focus of your letter to the Department.

Based on the comments received from you, the stakeholders (including, but not limited, to Capital City Transit, CBJ emergency services, CBJ Public Works, and the Juneau School District), and the public and continued coordination with CBJ the full corridor project plans were developed to a 75% design level. Following this development, the project scope was reduced based on available funding and developed to the level submitted to you now.

* To access preliminary project concepts please follow the link:

http://dot.alaska.gov/sereg/projects/jnu_mend.loop.rd_capacity/documents.shtml

Attachment A - Application

Response Summary

Improving intersection Level of Service (LOS)

The 2013 City and Borough of Juneau Comprehensive Plan Update, based on studies by DOT&PF, identified that the LOS that exists at some of the intersections along Mendenhall Loop Rd. falls below the desired threshold of LOS-D (indicating frequent delays in entering the intersection) or worse. The intersection design changes DOT&PF have proposed to improve the LOS call for the installation of roundabouts.

Roundabouts are more efficient than signalized intersections. Roundabouts can handle 30-50% more traffic than conventional intersections significantly reducing delays. For example, existing traffic delays at the Mendenhall Loop Rd. and SRMD intersection, for the average northbound driver (during peak evening traffic), is 20 seconds. Projections indicate by the year 2035, the average delay per driver will be 45 seconds. In contrast, the proposed roundabout is projected to delay the average northbound driver in 2035 by only 12 seconds, effectively reducing projected delays by nearly 75%. The proposed project would significantly improve the LOS at both the Mendenhall Loop Rd. / SRMD and Mendenhall Loop Rd. / Floyd Dryden Access Rd. intersections, which is in accordance with the 2013 CBJ Comprehensive Plan Update.

Both the Juneau Renewable Energy Strategy (2018) and the Juneau Climate Action and Implementation Plans support reduced energy use and reduced emissions. Accordingly the DOT&PF will be reducing vehicle delays at the intersections thereby reducing emissions, and reducing energy use by the elimination of the traffic signal at the SRMD intersection.

Fill of Wetlands

DOT&PF impacts are limited to fill placed in Duck Creek to extend the culvert on SRMD to the North, and the pond on the Northwest corner of the Mendenhall Loop Road and SRMD to allow for the needed expansion of the roundabout. Fish Passage is being maintained in the culvert and the Department will comply with permitting agency requirements. DOT&PF are willing to further discuss any concerns with these plans with the City.

Modification of 100-year Floodplain

DOT&PF has conducted a Conditional Letter of Map Revision (CLOMR) Request and has submitted this to CBJ and soon to FEMA for the proposed construction work. The results of this analysis indicate the proposed modification to the SRMD intersection and extension of the arch conveying Duck Creek will result in a 0.09-foot increase in the water surface elevation. However, this increase is within the 0.10-foot margin of error of the model indicating a lack of significance. Additionally, due to detailed LiDAR topographic data the floodplain boundaries are less extensive after the increase in water surface, as compared to the current FIRM floodplain extents. More simply put, the floodplain area is smaller than previously mapped, and no new structures are impacted by the proposed modifications.

Provision of Separated Pedestrian and Bicycle Lanes

The Comprehensive Plan, the 2001 Area Wide Transportation Plan and the 2009 Juneau Non-motorized Transportation Plan, all identify a need for shared pedestrian and bicycle lanes separated by a vegetative strip or berm from the motorized-vehicle travel way. The proposed project has been designed in accordance with those specifications. Mendenhall Loop Rd. roundabouts are designed to provide a bicyclist with the opportunity to either ride through the roundabout or to cross as a pedestrian via crosswalks to the 10-foot multiuse paths on either side of the road.

Bicycle vs. Pedestrian/Multi-use paths have been delineated in the design with signage and markings (including painted cycle lane symbols), while signs on the multi-use paths would be installed to indicate crosswalk locations. The proposed project would install rectangular rapid flashing beacons on the north side of the Mendenhall Loop Road and Floyd Dryden intersection and on both Mendenhall Loop Road Crossings at the SRMD intersection.

The Non-Motorized Transportation Plan specifically identifies improvements at the Nancy St. intersection, including consideration of signals and a crosswalk with a refuge island, as high priority actions. DOT&PF is aware of these concerns but is unable to improve the Nancy St. intersection as part of the proposed project due to budgetary constraints.

Transit Stops

The Comprehensive Plan recommends all transit and school bus stops are provided with bus pullouts to allow these services to be 'good neighbors' with other vehicle traffic. The proposed project has incorporated bus pullouts at the SE and NW sides of each of the roundabouts.

The 2014 Transit Development Plan, the Comprehensive Plan, the Area Wide Transportation Plan, and the 2011 Juneau Climate Action and Implementation Plan all recommend improvements to transit stops and DOT&PF has designed the proposed project for this purpose in coordination with Capital Transit. DOT&PF will place concrete pads at all bus stops to accommodate CBJ's placement of amenities such as passenger shelters and locking bicycle racks.

Vegetative Buffers along Mendenhall Loop Rd

To address concerns with noise and dust from the road, the Comprehensive Plan encourages CBJ to work with the DOT&PF on '*providing dense vegetation along State roadways that border residential areas*'. The proposed project's fill slopes would be planted with a native grass blend and care would be given to reduce the number of trees removed during implementation. A larger area of clearing will be required in the areas of the roundabouts due to their width in comparison to the roadway. Overall, the corridor concept developed to 75% including the currently proposed roundabouts limits the number of traffic lanes providing for the least impact to the vegetative buffers of all concepts considered during public involvement.

Fire Access

In response to CBJ's concerns regarding Fire/ Public Safety, access at the El Camino St. entrance to Mendenhall Loop Rd. (just south of the proposed Floyd Dryden roundabout) has been designed to allow for only a right turn out of El Camino onto Mendenhall Loop Rd. This exit will be open at all times. The project team has also coordinated with the CBJ Fire and Police Departments and taken measurements on fire equipment vehicles to design and allow for emergency vehicle left hand turns from Mendenhall Loop Rd. onto El Camino over the median island ensuring the quickest access for Emergency Responders to the neighborhood while discouraging the same movement for all other drivers.

Street Lighting

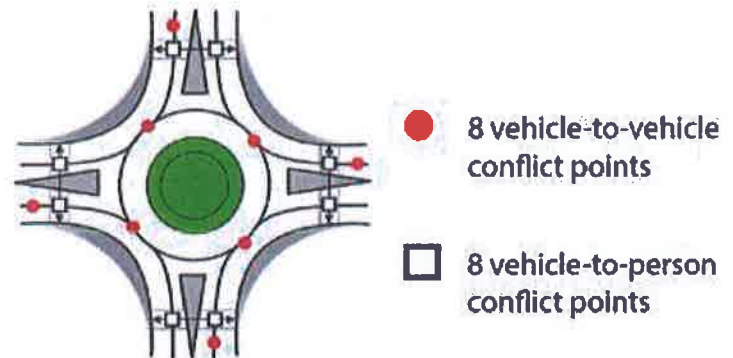
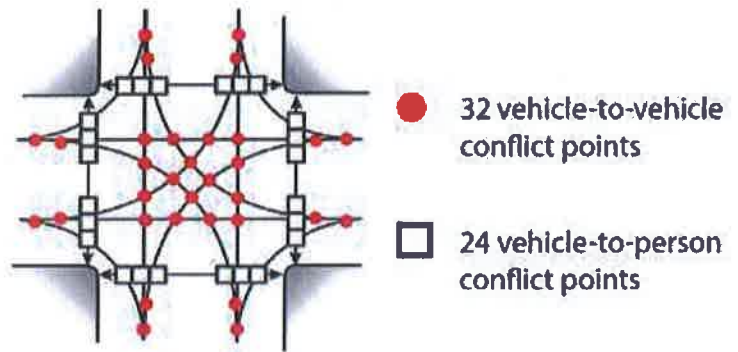
Both the Juneau Renewable Energy Strategy (2018) and the Juneau Climate Action and Implementation Plans support reduced energy use. The DOT&PF has designed the proposed project for the exclusive use of LED streetlights to be consistent with this goal.

Safe Routes to Schools

The 2012 Juneau Safe Routes to School Plan identifies some concerns with current crossings on Mendenhall Loop Road. The proposed project has been designed to address those issues by improving pedestrian safety and promoting the use of multi-use paths by the public (including students of Floyd Dryden Middle School and Glacier Valley Elementary School).

According to U.S. DOT Federal Highway Administration, single-lane roundabouts (when compared to a signaled intersection) reduce fatalities by 90%, reduce injury crashes by 76%, and reduce pedestrian related crashes by 30-40%. Additionally, other studies have found a 35-50% reduction in total crashes (ones not including injuries).

Three main reasons account for these overwhelming safety benefits in all modern roundabouts. First, speeds through a roundabout are low (under 30 mph), and in the case of the Mendenhall Loop Road roundabouts, the majority of the designed turning movements dictate speeds of less than 25 mph. Second, roundabouts have 75% fewer vehicle-to-vehicle conflict points compared to a signalized intersection (please see figure to the right). Last, roundabouts have 67% fewer vehicle-to-pedestrian conflict points compared to a signaled intersection (please see figure to the right). Simply put, roundabouts have a well-defined track record of saving lives.



*Graphics courtesy of AARP Modern Roundabouts website

Further more modern roundabouts place the crossing point back from the roundabout circle and provide a center island as a pedestrian refuge. This allows for a two-stage crossing of the road meaning a pedestrian or wheel chair user will have to only look for vehicles approaching in one direction before reaching a pedestrian refuge. Once in the pedestrian refuge the pedestrian or wheel chair user will look in the opposite direction and wait for traffic to stop prior to crossing again.

On Mendenhall Loop Rd. (at Floyd Dryden) and at the south to north crossing of the SRMD Roundabout, pedestrians would only have to cross one lane of traffic prior to reaching a pedestrian refuge. Pedestrians at the other two crossings at SRMD (east to west) would have to cross two lanes of traffic before reaching a pedestrian refuge. At the two lane crossings Rectangular Rapid Flashing Beacons (RRFB), like those on Riverside Drive adjacent the elementary school, would be installed to assist pedestrians in notifying drivers they are there and attempting to cross. Rectangular Rapid Flashing Beacons would also be installed at the northerly crossing at the Floyd Dryden roundabout to assist with students crossing the roadway.

Again, I would like to thank you for your time and comments. Your comments, together with the other comments from CBJ staff, stakeholders, and the public, have heavily influenced DOT&PF's decisions during the design phase of this project. DOT&PF looks forward to further collaboration with CBJ and welcomes the opportunity to address any remaining questions.

I can be reached by phone at (907) 465-4443, or by e-mail at christopher.goins@alaska.gov.

Thank you for your time and consideration.

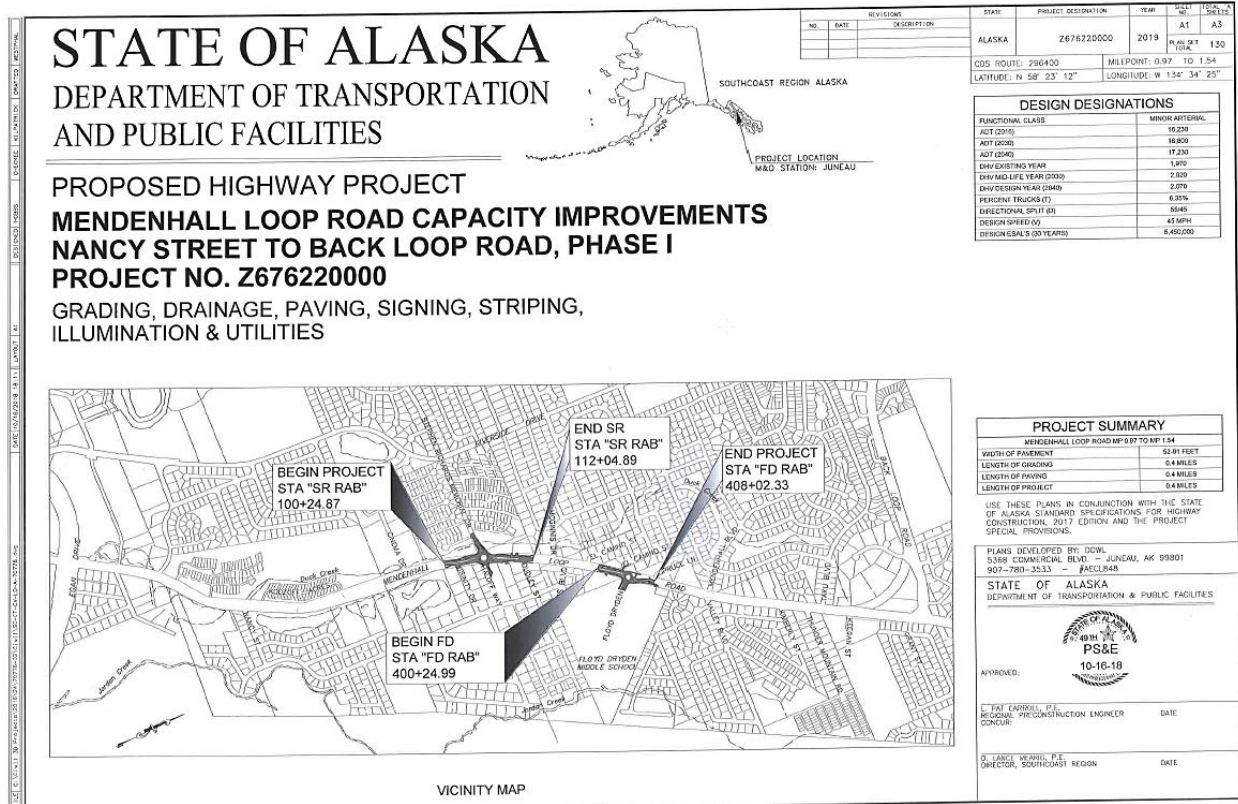
Sincerely,

Christopher Goins, P.E.

DOT&PF Design Group Chief

A full packet of project drawings for CSP2019 0004 can be found with the online version of the staff report at the CBJ Agendas and Minutes page for the June 11, 2019, Planning Commission Regular Meeting or by following this link:

<https://packet.cbjak.org/CoverSheet.aspx?ItemID=7013&MeetingID=978>



From: Coble, Jessica <jessica.coble@juneauschools.org>
Sent: Friday, May 17, 2019 8:52 AM
To: PC_Comments
Subject: Roundabout Feedback

Hello,

I am writing as a teacher working at Floyd Dryden Middle School. I am all in favor of roundabouts, but have concerns about there being one at the entrance to our school.

I feel that if a round about goes in at this location, **there will not be a designated safe place for students who walk to and from school everyday to cross the street.** Will there be a designated crossing path with a stop light for students?

Please consider this as you vote on plans to add in the roundabout.

Cheers,
Jess

--

Jessica Coble

7th Grade Science Teacher

Floyd Dryden Middle School

Juneau, AK

From: Amy Liu
Sent: Friday, May 17, 2019 2:33 PM
To: PC_Comments
Subject: FW: Roundabout Feedback
Attachments: att2.pdf; att1.pdf

From: Amy Liu
Sent: Friday, May 17, 2019 2:33 PM
To: 'jessica.cobley@juneauschools.org'
Subject: RE: Roundabout Feedback

Jessica,

Thank you for follow-up on the public notice for the roundabouts project. There several features that attempt to address safety for students walk to and from school daily to cross the street.

- Pedestrian paths and vehicle traffic will be separated by a vegetative strip.
- Crosswalk locations will have static and flashing beacon signage that indicates times during which pedestrians have right of way.
- Vehicle traffic will be generally slower than it is currently. Turning speeds tend to reduce speeds to 25 mph.
- The center of the roundabout functions as a pedestrian refuge where there is not one currently. The center allows for two-stage crossing, by which a pedestrian only has to look for vehicles approaching in one direction in between crossings.

The attached drawings may help illustrate some of those features. Don't hesitate to let me know if you have further questions.

Amy Liu | Planner

[Community Development Department](#) | City & Borough of Juneau, AK
Location: 230 S. Franklin Street, 4th Floor Marine View Building
Office: 907.586.0764



From: Amy Liu
Sent: Saturday, May 18, 2019 12:54 PM
To: 'Coble, Jessica'
Subject: RE: Roundabout Feedback

Hi Jess,

Sorry about the typos in my first email. As for the flashing lights, have a look at the attached diagram. Under the pedestrian sign, there is an LED light that will flash when pedestrians have right of way.

Correct me if I'm wrong, but I sense that there could be concern about whether that signal is clear enough for children, in which case a crossing guard would be helpful. I'm not aware of whether crossing guards were specifically factored into the project design, but I will raise this question to the project lead when I talk to him on Monday. And based off of the drawings, it doesn't seem that the proposed infrastructure will prohibit crossing guards. The road median provides space for someone to stand when not ushering pedestrians.

Please feel free to let me know your thoughts.

Sincerely,
Amy

From: Cobley, Jessica [<mailto:jessica.cobley@juneauschools.org>]
Sent: Friday, May 17, 2019 4:47 PM
To: Amy Liu
Subject: Re: Roundabout Feedback

Hi Amy,

Thank you for the feedback. Will there be a place for a crossing guard to initiate the flashing lights for students crossing before and after school? Sorry if that is what you meant by flashing lights - I just wasn't sure.

Thanks,
Jess

From: Amy Liu <Amy.Liu@juneau.org>
Sent: Tuesday, May 21, 2019 12:11 PM
To: Goins, Christopher B (DOT) <christopher.goins@alaska.gov>
Subject: FW: Roundabout Feedback

Hi Chris,

Please see the message below. Any comments? I'm wondering if Kittleson was able to speak to this at one of their public meetings.

Thanks!
Amy Liu

From: Cobley, Jessica [<mailto:jessica.cobley@juneauschools.org>]
Sent: Monday, May 20, 2019 1:35 PM
To: Amy Liu <Amy.Liu@juneau.org>
Subject: Re: Roundabout Feedback

Hi Amy,

Yes - my main concern is how the school would need to adjust the number of people needed for the crossing guard position. Right now we have 1 person in the morning and after school who are crossing guards. I would hope that we can continue to do that easily and when one crosswalk button is pressed, the other side also activates - if that makes sense :)

Thank you so much for bringing this to the committee!

Cheers,
Jess

--

Jessica Cobley

7th Grade Science Teacher

Floyd Dryden Middle School

From: Goins, Christopher B (DOT) [<mailto:christopher.goins@alaska.gov>]
Sent: Tuesday, May 21, 2019 2:16 PM
To: Amy Liu <Amy.Liu@juneau.org>
Subject: RE: Roundabout Feedback

Amy,

I am assuming Jessica is asking when the Rapid Rectangular Flashing Beacon (RRFB) (flashing light) button is pushed does it light up the full crosswalk from one side of the road to the other in the singular crosswalk on the north end of the roundabout. The answer is yes. The push button when pressed will activate four RRFB's. The first RRFB is close to the button where pushed, two in the pedestrian island and one on the far side of the road. This means a driver approaching the crosswalk will see one on either side of the lane they will approach from. In the advent the pedestrian crosses slowly and only makes it to the pedestrian island there will be a push button in the center to reactivate the signal as necessary. Furthermore in discussions and coordination with the school district throughout the project, and confirmation efforts most recently in the last month with the school district, Floyd Dryden Principal, and First Student Bussing it was determined to place this crossing on the north end of the intersection and work with the school to educate the teachers, crossing guards, and students to use this crossing as it requires students to only cross the road in one location and not two as it would be the case if the south crossing was used.

Lastly, this design is set up to be compatible with crossing guards as the school desires.

I hope this answers the question, but if not please do not hesitate to reach out again.

P.S. Do you have your draft report ready you could pass along to me for review and preparation of the coming meeting? Thanks!

Christopher Goins, P.E.

Design Group Chief
Alaska Department of Transportation and Public Facilities
Southcoast Region
Ph: (907) 465-4443



From: Casperson, Robert <robert.casperson@juneauschools.org>
Sent: Friday, May 17, 2019 12:31 PM
To: PC_Comments
Subject: Mendenhall Loop Round About Project

To Whom it May Concern,

I believe there have been two substantial accidents involving pedestrians (with injuries) at the new round about by DeHart's since it was completed. In those accidents, it is my understanding that the victims were adults.

There is a lot more foot traffic on M. Loop Rd, adults and kids alike, and kids are notorious for not paying attention. I have concerns as a teacher for our students' safety and their ability to navigate morning and afternoon traffic in a round about. Have there been any injury accidents involving pedestrians since the installation of the stop lights and and HAWK systems on MLR?

I believe changing from the recently added stop light and HAWK systems in place would be a dangerous mistake. Please consider a safer alternative (if one exists?), or leave it as it currently stands.

Thank you,
Robert

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From: jmmanning@gci.net
Sent: Monday, May 20, 2019 12:15 PM
To: PC_Comments
Subject: Fwd: Round about csp2019 0004

From: "Jack Manning" <jmmanning@gci.net>
To: sayulitamex@gmail.com, purves@gci.net, "Jack Manning" <jmmanning@gci.net>
Sent: Sunday, May 19, 2019 9:18:04 PM
Subject: Round about csp2019 0004

We are glad to hear that the CBJ and Valley residents will have a voice in this project through the Planning Commission. In general we support the roundabouts primarily because of the safety they bring for valley residents. We do however, as residents and business owners in the immediate neighborhood have a major concern regarding the construction traffic plan. As of last discussions with DOT the plan has Stephen Richards closed from Loop for left hand turns, for a period of two months, June and July. As you can imagine this could be devastating to our business Duck Creek Market especially in the summer. We understand there will be a need for closures and delays during construction but to survive as a convenience store you must be convenient and accessible. Recently a roundabout was built in Auke Bay, all roads and access were kept open during construction, DOT felt it was important for the people and businesses of Auke Bay to spend the money for a construction traffic plan that kept the roads open. I ask the commission if the citizens of the Valley should be treated any different. We are looking for CBJ /Planning Commission to have an effect on DOT's construction traffic plan, one that affords the Valley residents the same consideration as Auke Bay residents

Jack Manning 8592 Duran st
Tom Manning 789 4637

From: Goins, Christopher B (DOT) <christopher.goins@alaska.gov>
Sent: Wednesday, May 22, 2019 12:37 PM
To: Amy Liu
Cc: Schelb, Christopher A (DOT)
Subject: RE: Round about csp2019 0004 Draft

Amy,

I realized I made a miss-statement below when rereading the notes in my discussions with our consultant. I made this statement, "These final two phases (phase 3 and 4 mentioned above) at the Steven Richards Intersection can be started as early as May 23rd and will have an interim completion date of August 15th." The part about starting on May 23rd for the 3rd and 4th phase at Steven Richards Memorial Drive (SRMD) at the earliest is not accurate. We are still evaluating this at this time to see if these two phases can be restricted to this start date and still make August 15th. If we believe it is not possible we will allow those two phase to begin before May 23rd at the SRMD intersection.

Let me know if this is not clear or you have other questions.

Christopher Goins, P.E.
Design Group Chief
Alaska Department of Transportation and Public Facilities
Southcoast Region
Ph: (907) 465-4443



From: Goins, Christopher B (DOT)
Sent: Wednesday, May 22, 2019 8:49 AM
To: 'Amy Liu'
Cc: Schelb, Christopher A (DOT)
Subject: RE: Round about csp2019 0004 Draft

Amy,

Absolutely, we have been in communication for a long time. We have been working through ways to best accomplish traffic control phasing to limit disruptions to them while not causing significant backups in the valley given construction of this the nature.

To help avoid impacts to the business owners we have developed an 8 phase construction project plan with 4 phases for each roundabout. During the last two phases of construction at the Steven Richards intersection left hand turns will not be allowed into Steven Richards to avoid extensive backups on Mendenhall Loop Road for all other users. The elimination of the left hand turn during these two phase creates a longer route to get to Duck

Creek Market, however access will still exist to the business but it will be through detours. Also, open business signs will be in place to help people understand they are still open during construction.

While left hand turns will not be allowed during these two phases certain right in and right out movements will be allowed on to Steven Richards Memorial Drive. During the third phase of the four construction phases at Steven Richards Memorial Drive intersection the contractor will be required to maintain a right in or right out of Steven Richards Memorial Drive but not both due to the amount of work required during this phase. This was placed into the contract specifically to help alleviate the concerns of the Duck Creek Market owners. During the last phase Steven Richards will have both right hand in and right hand out access. These final two phases (phase 3 and 4 mentioned above) at the Steven Richards Intersection can be started as early as May 23rd and will have an interim completion date of August 15th. To incentives the contractor to complete the work by August 15th the interim completion date will come with liquidated damages which the Duck Creek Market data helped support the creation of. These phasing plans should be actuated to the back end of the plans submitted to you.

We are also in continuous discussion and more than willing to listen and consider any further ideas they may have to try to make this as least impactful to them as possible while taking into consideration the needs of the work and the other road users.

Additionally, I was made aware today the wetlands review board meets tomorrow and Mendenhall is on the agenda with an applicant presentation. I was not aware of this time and am somewhat concerned I am needed. Can you help clarify your expectation and potentially the review boards. Thanks.

Christopher Goins, P.E.
Design Group Chief
Alaska Department of Transportation and Public Facilities
Southcoast Region
Ph: (907) 465-4443



From: Amy Liu <Amy.Liu@juneau.org>
Sent: Tuesday, May 21, 2019 4:40 PM
To: Goins, Christopher B (DOT) <christopher.goins@alaska.gov>
Subject: FW: Round about csp2019 0004

Hi Chris,

I have another concern for you. Have you interacted with this business before?

Thanks,
Amy

From: Amy Liu
Sent: Tuesday, May 21, 2019 4:39 PM
To: 'Jack Manning' <jmmanning@gci.net>

Cc: PC_Comments <PC_Comments@juneau.org>
Subject: RE: Round about csp2019 0004

Good afternoon,

Thank you for following up on our public notice. I'd like to discuss this with the project lead and have more information for you afterwards. Let me know if any other questions arise in the meantime.

Amy Liu | Planner
[Community Development Department](#) | City & Borough of Juneau, AK
Location: 230 S. Franklin Street, 4th Floor Marine View Building
Office: 907.586.0764



From: Amy Liu
Sent: Wednesday, May 22, 2019 4:34 PM
To: 'Jack Manning'
Cc: PC_Comments
Subject: CDD Follow-Up on Roundabouts
Attachments: phasing_plans.pdf

Good afternoon,

Thank you for following up on CBJ's public notice. Please have a look at the attached construction phasing drawings.

To help avoid impacts to the business owners, DOT and consultants plan for an 8 phase construction project plan with 4 phases for each roundabout. During the last two phases of construction at the Steven Richards intersection left hand turns will not be allowed into Steven Richards to avoid extensive backups on Mendenhall Loop Road for all other users. DOT acknowledges that elimination of the left hand turn during these two phases creates a longer route to get to Duck Creek Market. However, access will still exist to the business but it will be through detours. Also, open business signs will be in place to help people understand they are still open during construction.

While left hand turns will not be allowed during these two phases, certain right in and right out movements will be allowed on to Steven Richards Memorial Drive. During the third phase of the four construction phases at Steven Richards Memorial Drive intersection the contractor will be required to maintain a right in or right out of Steven Richards Memorial Drive, but not both due to the amount of work required during this phase. This was placed into the contract specifically to help alleviate impacts to Duck Creek Market. During the last phase Steven Richards will have both right hand in and right hand out access.

Let me know if you have further questions.

Amy Liu | Planner

Community Development Department | City & Borough of Juneau, AK

Location: 230 S. Franklin Street, 4th Floor Marine View Building

Office: 907.586.0764



From: Charles Collins <charles.collins@wsialaska.com>
Sent: Tuesday, May 21, 2019 4:41 PM
To: PC_Comments
Subject: case CSP2019 0004
Attachments: image002.jpg; image004.jpg

While we are applauding the effort to reduce congestion on Mendenhall Loop Road and improve the access to Stephan Richard's Drive, we have concerns on the project.

Our concerns start with access for our tenants to the properties off of Stephan Richards, both Glacier View Park and Alderwood Apartments. The impact of the construction and possible closing of the intersection at Loop Road and Stephan Richards is enormous. The vast majority of our tenants use this intersection and the loss of it will bring not only inconvenience but financial hardship. We have approximately five hundred residents that transverse this area daily, for work, school and entertainment. That is over 1,000 car trips through the intersection. We also have several dozen that use the bus stop located at the intersection or just walk through the area. All of these trips, whether by vehicle, bicycle or walking will be greatly impacted.

Secondly, we wonder why a round about is the answer? Would an extension of the two lane both directions past Nancy St and continuing on past the Floyd Dryden intersection not make for less congestion? Certainly the width of the project should be of no concern as this must be the widest right of way in Juneau. If reducing congestion and moving traffic through the area is the reason for the project, then add another lane. This would allow commuters to move through intersections to the street of their choice without a stoppage for turns or slow down to deal with round abouts.

Lastly, what is the medigation for the impact upon our property? Not only does this project seem to infringe upon Wright Service property, still waiting for that answer, it effects the value of our business. As the landlord for several properties directly impacted by this project, which will lose value to renters, what is the recourse for us? While we are prepared for certain limits for access, our product will become less valuable if access is limited and other locations seem a better value. To put it bluntly, if I lose money because I lose renters due to access whom can I call to make up the difference in my sales?

What I would like the Planning Commission to do:

Require that the intersection at Stephan Richards and Loop Road is open from 7am to 9am and from 4pm to 6pm every day.

That a traffic assistant is on duty to guide people to the easiest way to detour around construction.

That no construction start before 7am or continue after 7pm.

Allow left turns off of Loop Road onto Stephan Richards Drive.

That a clear and concise time line be posted and followed, and that residents have a point of contact that is reachable and knowledgeable.

Thank you!

Charles Collins
907-321-2130
charles.collins@wsialaska.com
General Manager Driftwood Hotel and Wright Services Inc [Wright Services LOGO][DriftwoodHotel-
Logo2018_FINALvG2_Gray-Blue_SMOOTH(NEW-WHALE-WAVES)]

From: Gary Miller <gmiller.juneauak@gmail.com>
Sent: Thursday, May 23, 2019 12:57 PM
To: PC_Comments
Subject: RoundABOUTs

I support the proposed roundabouts at the intersections of Stephen Richards Dr. with Mendenhall Loop Road and the one by Floyd Dryden.

I live out the road and drive through the roundabout in Auke Bay. It works far better than when the intersection was controlled by a stop sign. It works especially well during rush hour traffic. I have also come through the one by the Juneau-Douglas bridge during rush hour and it too works incredibly well, especially during rush hour.

Thank you.

Gary Miller
20135 Cohen Dr
Juneau, AK 99801-8211
(907) 789-3757

From: Lynda Foreman <gmtravelodge@gci.net>
Sent: Friday, May 24, 2019 12:06 PM
To: PC_Comments
Subject: Conditional use permit

I live at 8682 Dudley Street and I am not in favor for the Recreational Facility on the Mendenhall Loop Road. This would cause to much traffic on the Loop Road which is already an issue.

I think the round abouts are not a solution for the traffic problems and that the Mendenhall Loop Road should be expanded into a Four Lane Highway with a middle turning lane.

Thank you for your time.

Lynda Foreman, General Manager

Email: gmtravelodge@gci.net

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Quality Rating and Improvement Systems and Children's Cognitive Development

Lieny Jeon · Cynthia K. Buettner

Published online: 20 September 2014
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Abstract

Background Providing enriched learning environments is important to stimulating children's development in early childhood. Early child-care policymakers in many states in the US have adopted Quality Rating and Improvement Systems (QRIS) as a way to verify quality of child care and to support children's school readiness.

Objective The purpose of this study was to examine associations between QRIS, a statewide government-funded early childhood care and education policy which integrates structural quality of child-care, and children's cognitive skills.

Methods A sample of randomly selected 313 children (mean age = 54.9 months, SD = 6.7) from 36 QRIS-participating early child-care programs was included in this study.

Results Multilevel analysis with a latent variable (i.e., observed cognitive skills consisting of vocabulary, phonological awareness, and mathematical skills) revealed that children in the highest level of QRIS programs demonstrated better cognitive skills after controlling for child demographics, and home and neighborhood environments. In addition, QRIS moderated a negative association between family socioeconomic risk and children's cognitive skills.

Conclusions The results suggest that policymakers may expect positive returns on QRIS investments in terms of children's early cognitive achievements that support their school readiness in later life.

Keywords Quality rating and improvement systems · Early education · Child-care quality · Cognitive development · School readiness

L. Jeon (✉) · C. K. Buettner
Department of Human Sciences, The Ohio State University, 135 Campbell Hall, 1787 Neil Avenue,
Columbus, OH 43210, USA
e-mail: jeon.45@osu.edu

Introduction

There are approximately 15 million children under age 6 in the US (64.5 % of all children) who require non-parental child-care while parents are working (Child Care Aware of America 2013). Therefore, child-care quality is a concern to many parents, researchers, and policy makers because preschoolers need enriched and stimulating learning environments to enhance their developmental outcomes (e.g., Belfield et al. 2006; Buyse et al. 2011). A number of experimental (e.g., Belfield et al. 2006; Reynolds et al. 2011; Schweinhart and Weikart 1981) and non-experimental (e.g., Early et al. 2007; Peisner-Feinberg et al. 2001) studies have established that child-care quality is associated with children's developmental outcomes. For example, the High/Scope Perry Preschool Study (Schweinhart and Weikart 1981), which was developed to implement high quality child-care for at risk African American 3- to 4-year-old children, provided an extensive curriculum that was designed to stimulate children's intellectual and social development, a small teacher-to-child ratio (1:6) and home visitation. The results showed that participants who were in the high quality program group had greater commitment to school, higher academic motivation and achievement, and less delinquent behaviors at age 15 (Schweinhart and Weikart 1981), and demonstrated higher rates of high-school graduation and employment, fewer crimes, and higher income at age 40 (Belfield et al. 2006) compared to participants in the control group. The Abecedarian Project, which provided full-time, high-quality child care for children from infancy to age 5, found that children in the treatment group attained better scores on cognitive and academic tests through age 21 than children in the control group (Campbell et al. 2001). Extensive non-experimental research also has demonstrated that there are consistent direct effects of child-care quality on children's cognitive development, especially for literacy and language development (e.g., Burchinal et al. 2000a, b; NICHD Early Child Care Research Network 2002a). For example, Peisner-Feinberg et al. (2001) found that global child-care quality was strongly associated with children's literacy skills and was associated with children's math skills with smaller effect sizes. A meta-analysis of studies on child-care quality and a variety of child outcomes using data from 20 large-scale studies of early childhood settings (Burchinal et al. 2011) found that on average, child-care quality had .081 of partial correlation with preschool-aged children's overall developmental outcomes. Specifically, the partial correlation was .085 for children's academic and cognitive development, and .122 for their language development.

Driven by the importance of high quality of early care and education for children, there have been a number of efforts across countries to improve the quality of child-care. For example, Australia piloted and implemented Quality Improvement and Accreditation System (QIAS) to oversee the quality of long day care for the last 20 years (Press and Hayes 2000); Finland established high levels of initial teacher qualifications and education for early child-care (Taguma et al. 2012a); New Zealand, Sweden, and Norway instituted integrated universal curriculum in early care and education settings (e.g., Taguma et al. 2012b); and several Asian counties (e.g., South Korea and Japan) plan on developing universal child-care programs covering a wide range of children's developmental outcomes (e.g., Taguma et al. 2012). Federal and local governments in the US also have developed several strategies to integrate early child-care structural quality indicators (e.g., teacher-to-child ratio, group size, and teachers' professional characteristics such as education, qualifications and training) and to promote access to higher levels of child-care through state level licensing and national accreditation (National Association for the Education of Young Children 2005). Among those strategies are quality rating and improvement systems (QRIS), which policymakers in almost every state in the US have recently launched

to verify and heighten the structural quality of preschools by defining quality standards (Sabol and Pianta 2014) and setting in place a system to recognize and encourage adoption of those standards. Despite the growing popularity of these quality rating systems, a limited number of studies have investigated the impacts of these efforts on child outcomes. This study, therefore, examined the associations between a QRIS, which globally measures the structural quality of preschool, on children's cognitive skills, above and beyond children's home and neighborhood environments. Although research describes links between child-care quality and children's cognitive outcomes, child-care quality may not be equally important for all children (Peisner-Feinberg et al. 2001). There is evidence that children from disadvantaged homes who attend high-quality child care programs have better outcomes than those attending lower-quality programs (e.g., Burchinal et al. 2008; Votruba-Drzal et al. 2004). Therefore, we also explored in the current study if high-quality child care, defined by QRIS, is more important for some children than others, depending on socioeconomic risks in their family.

Quality Rating and Improvement Systems

Statewide government-funded QRISs are designed to (a) provide transparent information to consumers (e.g., parents) regarding quality of child-care, (b) improve child-care quality through providing incentives/resources and coaching for child-care practitioners, and (c) facilitate children's developmental outcomes (Zellman and Perlman 2008). QRISs are completely voluntary for child-care programs in most states, while in some states, the QRISs assign the lowest rating level to all licensed programs and programs can voluntarily decide to attain higher ratings (Swenson-Klatt and Tout 2011). According to the QRIS logic model (Zellman and Perlman 2008), once the rating system is developed and disseminated across the state, parents are expected to learn about ratings and to use ratings in selecting higher quality programs for their children. The rationale is that if sufficient high-quality choices are available for parents, parents would be less likely to select low-quality programs. In this process, because programs would want to be a top choice of parents, programs are anticipated to apply to the voluntary systems to achieve a quality rating, and to improve program quality. As a result, low-quality programs or programs without ratings might be undersubscribed and eventually have to close. In this process, the system supports participating programs in their efforts to improve quality by providing incentives and staff development trainings (Child Trends 2010). In addition, the system provides advertisement materials for parents to help them understand the ratings and benchmarks, and the benefits to children's development. A greater availability of high quality child-care programs is expected to allow children to experience better quality in child-care, which in turn, would ultimately improve children's school readiness.

QRIS and Children's Cognitive Skills

Although the components of QRIS are varied across states, QRIS typically covers child-care structural quality indicators that are shown to have positive associations with a range of child outcomes. The QRIS which we examined, employed five quality benchmarks including staff education and qualifications, specialized training, teacher-to-child ratio and group sizes, early learning, and administrative practices (i.e., an overall stabilization and professionalization of the early childhood workforce), using three additive levels of quality

rating with level 3 representing the highest quality. For example, to obtain the highest rating level (i.e., level 3), all administrators and lead teachers were required to have at least an Associate of Arts (A.A.) degree in early childhood education (ECE), whereas the lowest rating level (i.e., level 1) required one lead teacher in a program to have an A.A. degree. Teacher-to-child ratio for preschool-age classrooms had to be less than 1:14, 1:12, and 1:10 to reach level 1, level 2, and level 3, respectively. Furthermore, level 3 programs had to systematically assess children via formal and informal methods to inform teachers and parents, whereas level 1 and 2 programs were only required to utilize a curriculum which was aligned with the states' early learning content standards (more details on study design are available from Jeon et al. 2014). According to previous research, children in smaller group sizes with lower teacher-to-child ratios had better cognitive development as a result of appropriate caregiving and creating a secure environment (Howes 1997). In addition, children with teachers who had at least an Associate of Arts degree or who held Child Development Associate (CDA) certificates were more ready to enter school (Early et al. 2006; Torquati et al. 2007) and teachers with higher numbers of training hours were predictive of children's better outcomes (Phillips et al. 2000). Further, children in more organized classrooms with specific early learning curriculum had better developmental outcomes in classrooms through clear cues and instructions from teachers (Mashburn et al. 2008).

Although there are a number of studies examining the associations between each component of child-care structural quality and children's outcomes, few studies have examined the effectiveness of integrated structural quality, such as QRIS, on children's cognitive skills. Sabol and Pianta (2014) found that a QRIS employing education, qualification and training, interactions, staff-to-child ratio and group size, and learning environment and instructional practices as quality standards had a positive effect on children's literacy growth using a sample of 2,488 children in 71 pre-kindergarten programs. The study of Colorado's QRIS found a few associations between individual QRIS components and children's cognitive outcomes; however, the overall ratings did not significantly predict child outcomes (Zellman et al. 2008).

Child-Care Quality as a Moderator

Although research studies have indicated that higher levels of child-care quality predict better school readiness in children, the effects of child-care quality may vary depending on a child's background (Burchinal et al. 2000; NICHD Early Child Care Research Network 2002b). Of particular interest for researchers is whether or not experiences in high-quality child care can help close the gap in school readiness from different family socioeconomic status (Rimm-Kaufman et al. 2009). In the literature, it has been hypothesized that high quality child-care will buffer negative influences of family socioeconomic risks such as poverty, parental educational attainment, and parents' marital status (e.g., NICHD Early Child Care Research Network 2000, 2002b; Votruba-Drzal et al. 2004). However, there are mixed results for this hypothesis. Some studies have demonstrated that high quality child-care is linked more strongly to cognitive development for children from low-income families than those from middle-class families (e.g., Caughy et al. 1994), for children with single mothers than for those with married parents (e.g., NICHD Early Child Care Research Network 2002b), or for children with less educated mothers than for those with more educated mothers (e.g., Lee 2010; Peisner-Feinberg et al. 2001). In studies of the moderating effects of child-care quality, however, it should be noted that there has also

been a large portion of studies that did not find moderating effects of child-care quality on the associations between family socioeconomic risks and children's cognitive skills (e.g., Burchinal and Nelson 2000; NICHD Early Child Care Research Network 2000; Zhai et al. 2010), indicating that child-care quality equally predicted children's outcomes regardless of home environments. For example, NICHD Early Child Care Research Network (2000) found that the overall quality of child-care was consistently related to children's cognitive skills and language-related school readiness at preschool age; however, they did not find any evidence that child-care quality to child outcomes varied as a function of family income, quality of home environment, or ethnic group. Otherwise, Bryant et al. (1994) found that children from better home environments seemed to benefit more from classroom quality in the area of problem solving and reasoning than did children from at-risk home environments.

Although there are studies investigating the moderating effects of child-care quality on the associations between family socioeconomic risk and children's cognitive skills, there is a lack of study particularly examining QRIS as moderator. In a study of Missouri's QRIS, Thornburg et al. (2009) found that children in higher quality programs had increased social and emotional skills, and children in poverty attending higher quality programs made significantly greater progress in school readiness outcomes compared to children from middle-class families, but they primarily focused on children's social-emotional functioning.

The Present Study

Although QRIS is a growing interest for early childhood research and policy, as stated previously, to date there are a limited number of studies that have found any association of these efforts with child outcomes. To provide more accurate information to consumers and to improve the features of the system, it is necessary to understand the associations between QRIS and child outcomes. Given the gap between research and practice in QRIS, in the current study we hypothesized that (1) children in the highest rated QRIS-participating programs will demonstrate better cognitive skills than those in lower QRIS rating levels after controlling for family and neighborhood socioeconomic disadvantage and home environments; and (2) the associations between QRIS and children's cognitive skills will be stronger for children from socioeconomically at risk family environments.

Methods

Participants

The data used in the current study is from a larger study that evaluated the effectiveness of a QRIS in a Midwestern US state. A total of 313 children from 36 randomly selected full-time child care centers participating in the QRIS were included in the current study. There were 101 children (32.3 %) from the 12 lowest-rated (i.e., level 1) programs, 111 children (35.5 %) from the 12 middle-rated (i.e., level 2) programs, and 101 (32.3 %) children from the 12 highest-rated (i.e., level 3) programs. More specific characteristic of children, home, and neighborhood are described in Table 1. As shown in Table 1, the results of comparisons between children in level 1 or 2, and level 3 revealed that children in level 1 or 2 programs had more disadvantaged home and neighborhood environments than children in

level 3 programs. The relationship of the parent questionnaire respondents with the participating children was primarily mothers (88.9 %), 8.8 % were fathers, 2.1 % were grandparents, and one respondent was a legal guardian.

Procedure

All research procedures in this study were approved by the university's institutional review board (IRB) and included obtaining written informed consent. After administrators in randomly selected child-care programs confirmed participation in the study, approximately ten children in preschool classrooms from each program were randomly selected for inclusion in the study. Parents received a consent form, a questionnaire, and a return envelope via the administrator, and children whose parents consented to participate in assessments (e.g., literacy and math skills) were observed by our trained research assistants. The QRIS parent/child dataset was linked to the 2006–2010 American Community Survey 5-year estimates data at the census tract level to characterize the neighborhood environments using children's addresses. Although we randomly sampled the same number of programs from each QRIS level, the number of programs in the state participating in QRIS were unevenly distributed across QRIS status (i.e., there were fewer programs in the higher quality level). Because unequal selection probabilities might bias parameter estimates (Stapleton 2002), we created a sampling weight to better generalize the study findings to the larger population of all preschool-aged children enrolled in QRIS-participating full-time child care centers in the state.

Measures

Children's Cognitive Skills

Trained research assistants measured children's literacy, language, and mathematical skills using three direct assessments. The *Peabody Picture Vocabulary Test Third Edition* (PPVT-III, Dunn and Dunn 1997) was used to measure children's receptive vocabulary, which represents verbal ability. This is a standardized test that reflects each child's vocabulary performance relative to the expected performance of children in the population who are at the same age, converting raw scores into standardized scores. The *Phonological Awareness Literacy Screening Pre-Kindergarten* (PALS-PreK, Invernizzi et al. 2004) was used to assess children's early literacy skills and phonological awareness that are shown to be predictive of later reading skills. We used a sum of six subtests of the PALS-PreK: upper- and lower-case alphabet recognition, letter sounds recognition, beginning sound awareness, print and word awareness, and rhyme awareness (Cronbach's $\alpha = .85$). A subtest in the *Woodcock-Johnson Test of Achievement III* (WJ-III, Woodcock et al. 2001), Applied Problems, measured children's mathematical abilities. The Applied Problems subtest scores on children's ability to analyze and solve practical math problems through deciding mathematical operation to be used, and conducting simple calculations. The WJ-III provides an age-standardized score, which can be converted from each raw score.

Child-Care Quality

Quality rating and improvement systems level was used to represent the integrated structural quality of the child-care programs. The QRIS that was employed in this study

Table 1 Demographics across QRIS levels

Variables	Total		QRIS levels		t/χ^2
	<i>N</i>	M (SD)/%	Level 1, 2 M (SD)/%	Level 3 M (SD)/ %	
Child characteristics					
Age (in months)	313	54.92 (6.67)	54.84 (6.66)	55.10 (6.73)	−.32
Sex (<i>girl</i>)	310	46.77	44.50	51.49	1.34
Ethnicity	311				
White, non-Hispanic		63.02	63.33	62.38	2.09
Black, non-Hispanic		17.68	18.10	16.83	
Hispanic		6.75	7.62	4.95	
Other race		12.54	10.95	15.84	
Home/neighborhood characteristics					
Income (<\$30,000)	300	31.67	36.32	22.22	6.09*
Educational attainment (<i>At least an AA degree</i>)	311	59.81	54.76	70.30	6.85**
Single marital status	312	37.50	41.23	29.70	3.87*
Cognitive stimulation at home	308	8.85 (1.31)	8.69 (1.37)	9.19 (1.12)	−3.16**
Parental depression	306	3.38 (4.07)	3.46 (4.08)	3.2 (4.06)	.53
Neighborhood disadvantage	313	−.05 (.76)	−.03 (.74)	−.11 (.79)	.84

All analyses were weighted

AA Associate of Arts

* $p < .05$; ** $p < .01$

had three quality levels above state licensing standards (level 1, level 2, and level 3). A higher rating represents higher quality programs: fewer children per classroom; additional requirement for teacher qualifications (e.g., educational attainment or major in early childhood education) and annual specialized training for teachers; a more comprehensive early education curriculum and assessments for children; and increased workforce professionalization and stabilization efforts. A binary variable was created to represent child-care quality using QRIS levels (1 = *the highest level 3 programs* and 0 = *the lower level 1 or 2 programs*).

Family Socioeconomic Risk

Family socioeconomic risk was measured by counting the number of risks as reported by parents. We used the cumulative risk index because family socioeconomic risk factors are likely to be highly correlated (Burchinal et al. 2000a, b). Three indicators were singled out as an index: single parent status (dummy coded as 1 = *single, separated, divorced or widowed* and 0 = *married or cohabitating*), parents' educational level (dummy coded as 1 = *less than an Associate of Arts (AA) degree* and 0 = *at least an AA degree*), and family income (dummy coded as 1 = *annual income less than \$30,000* and 0 = *more than \$30,001*). The Cronbach's α for three indicators in the current study was .77.

Covariates

Several child characteristics and children's home and neighborhood environments that have been associated with children's cognitive development were included as covariates. First, child age, sex (dummy coded as 1 = *girls* and 0 = *boys*), and race/ethnicity (dummy coded into three binary variables, White, non-Hispanic as a reference category; *Black, non-Hispanic*; *Hispanic*; and *other race*) were included. Second, we included parent-reported quality of cognitive stimulation at home and parental depression. A degree of cognitive stimulation at home was measured by the Home Observation of the Environment-Short Form (HOME-SF, Center for Human Resources Research 1993). The HOME-SF measures parents' cognitive stimulation at home by ten items asking about literacy environments for a child. Ten items were summed to represent a total score of home cognitive stimulation (Cronbach's $\alpha = .54$). The short form of Center for Epidemiological Study of Depression Scale (CES-D, Radloff 1977) was used to measure parents' depression. Parents responded to a total of nine items describing the feelings that they had during the past week, using a 4-point scale [1 = *Rarely or none of the time (<1 day)*, 2 = *Some or a little of the time (1–2 days)*, 3 = *Occasionally or a moderate amount of time (3–4 days)*, 4 = *Most or all of the time (5–7 days)*]. We used a sum of nine items, higher scores representing more depressive symptoms (Cronbach's $\alpha = .76$). To control for neighborhood concentrated disadvantage (Sampson et al. 2002), six indicators were extracted from the US Census Bureau data: the percentage below the poverty line, the unemployment ratio, minority concentration, the percentage of female-headed households with children, the percentage of people receiving public assistance, and the percentage of people receiving food stamps (Cronbach's $\alpha = .75$). Indicators were standardized and averaged to represent neighborhood disadvantage.

Data Analytic Strategy

As a preliminary analysis, we conducted exploratory factor analysis (EFA) to examine whether three cognitive skills assessments could be represented by a single factor. We assessed the measurement model fit in the subsequent multilevel confirmatory factor analysis (CFA) by multiple goodness of fit indices: (1) a p value of Chi square statistic (χ^2) larger than .05; (2) a comparative fit index (CFI) of .90 or higher; and (3) a root mean square error of approximation (RMSEA) $<.06$ (Browne and Cudeck 1993). In the primary analysis, a two-level multilevel analysis with a latent variable representing cognitive skills was conducted in Mplus 7.0 (Muthén and Muthén 1998–2012) because the data was nested (i.e., children nested within child-care programs). Prior to examining the hypotheses, intraclass correlation (ICC), the variation in child cognitive skills between programs, from the unconditional baseline model was calculated (Raudenbush and Bryk 2002). Next, we added the family socioeconomic risk index and covariates in a model to compare with the subsequent model adding the QRIS level to estimate children's cognitive skills that are predicted by QRIS levels. The model fit was evaluated via a comparison of the log-likelihoods from two models. The log-likelihood ratio test statistics follow a Chi square distribution with the degrees of freedom of difference between the null model and the alternative model. If the null hypothesis of the Chi square test is rejected with a p value $<.05$, the alternative model, which added the QRIS indicator at between-level, was considered as having a better fit than the null model having within-level covariates. To estimate the cross-level interaction (QRIS $\times$ family socioeconomic risk), the random slope from level 1 was regressed on QRIS level at level 2 (Eq. 1–2).

$$Y_{ij_cognitive} = \beta_{0j} + \beta_{1j}(\text{family socioeconomic risk}) + \beta_{2j\dots 9j}(\text{covariates}) + r_{ij} \quad (1)$$

$$\beta_{0j} = \gamma_{00} + \gamma_{01}(\text{QRIS level}) + u_{0j}$$

$$\beta_{1j} = \gamma_{10} + \gamma_{11}(\text{QRIS level}) + u_{1j} \quad (2)$$

$$\beta_{2j\dots 9j} = \gamma_{20\dots 90}$$

where γ_{00} represents the intercept, average cognitive skills for children in lower level (i.e., level 1 or 2 programs); γ_{10} represents the effects of family risk on children's cognitive skills; γ_{01} represents the direct effects of QRIS on children's cognitive skills; γ_{11} represents the cross-level interaction between QRIS and family socioeconomic risk. The maximum likelihood with robust standard error (MLR) estimator was used to adjust non-normality of some indicators and the non-independence of observations due to the nested neighborhood census tracts. The sample weight was added at the between-program level in all analyses. Missing data (0.7–5.5 % of missing for each variable) was handled in the model using full information maximum likelihood (FIML) estimation, which is preferred due to the less biased estimators over other traditional approaches (Acock 2005).

Results

Preliminary Analyses

The EFA using children's cognitive outcomes suggested that three assessments measuring vocabulary, phonological awareness, and mathematical abilities could be reduced to a single factor. In the following multilevel CFA, one-factor model showed an excellent model fit, $\chi^2(3, N = 420) = 5.12, p > .05$, RMSEA = .04, CFI = .99. Table 2 shows bivariate correlations between variables including the cognitive skills latent variable. QRIS level was negatively correlated with family risk and positively correlated with children's cognitive skills. All family and neighborhood variables were significantly correlated with children's cognitive skills.

Multilevel Analysis

First, ICC was computed for the children's cognitive skills latent variable to determine the proportion of variance attributable to preschool- or child-level variance. There was a considerable variation in the intercepts for the sample—28 % variability in overall cognitive skills was found due to child-care programs (child-care level variance = 20.75; child level variance = 53.04). Next, we added covariates in the model to obtain the log-likelihoods. In addition, we tested our hypotheses by adding the QRIS variable. The first hypothesis testing a direct association between QRIS level and children's cognitive skills was supported. As shown in Table 3, children who were in the highest level of QRIS programs demonstrated better scores in cognitive assessments than those who in lower level programs after controlling for family/neighborhood disadvantage, cognitive stimulation at home, parental depression, child age, sex, and race/ethnicity ($\gamma_{01} = 2.56, SE = .05, p < .001$). To test the cross-level interaction in the second hypothesis, random slopes of family socioeconomic risk was regressed on QRIS status. The analysis revealed that there was a significant moderating effect of QRIS quality level on the association between family socioeconomic risk and children's cognitive skills after controlling for

Table 2 Bivariate correlations between variables

	1	2	3	4	5	6
1. QRIS level (1 = level 3)	–					
2. Family socioeconomic risk	–.12*	–				
3. Neighborhood risk	–.05	.37***	–			
4. Parental depression	–.03	.28***	.19***	–		
5. Cognitive stimulation	.18**	–.40***	–.22***	–.14**	–	
6. Cognitive skills	.25***	–.49***	–.37***	–.13**	.36***	–

* $p < .05$; ** $p < .01$; *** $p < .001$

neighborhood disadvantage, parental depression, cognitive stimulation at home, and other covariates ($\gamma_{11} = 1.30$, $SE = .05$, $p < .001$). Figure 1 shows that the negative association between family socioeconomic risk and children's cognitive skills is no longer significant for children in the highest QRIS level programs ($\gamma_{10} = .13$, $p = .76$), however, there is still a negative association between family socioeconomic risk and children's cognitive skills for children in the lower level programs ($\gamma_{10} = -1.16$, $p = .001$). The model fit comparison between the null model without the level 2 QRIS indicator and the cross-level interaction, and the alternative model adding the QRIS indicator and the interaction showed that the alternative model fit the data better (log-likelihood test statistics = 25.02, $df = 2$, $p < .001$).

Discussion

Preschool-aged children's cognitive skills have been related with success in the transition to formal schooling (Furnes and Samuelsson 2009; Mistry et al. 2010). Preschoolers who demonstrate greater language development and mathematical abilities experience better academic achievement (Duncan et al. 2007) and social-emotional functioning (Hair et al. 2006). In the literature, child-care has been considered a place where children can improve literacy, reasoning, problem-solving, and mathematical skills (Vandell et al. 2010) as many children spend a considerable amount of time in child-care. In response to the importance of high quality child-care experiences and its relation to children's better development, policymakers have engaged in efforts to identify, implement, and evaluate strategies that improve child-care quality (Blau and Hagy 1998; Love et al. 2003). The aim of this study was to examine the association between a recent state-funded early childhood care and education policy (QRIS) and children's cognitive skills, and to test whether the QRIS serves as a moderator of the association between family socioeconomic risk and child outcomes.

The first hypothesis, which tested the direct association between QRIS and children's cognitive skills, was supported. It is worthwhile to note that children in programs with the highest level of QRIS rating demonstrated better cognitive skills, which consisted of direct assessments of literacy, language and mathematical abilities, after controlling for family/neighborhood socioeconomic disadvantage, cognitive stimulation at home, parental depression, child age, gender and race/ethnicity. To date, this is the first study that simultaneously controls for family and neighborhood contexts in examining a QRIS. It is

Table 3 QRIS and children's cognitive development

Variables	Cognitive skills		
	<i>B</i>	<i>SE</i>	95 % <i>CI</i>
Within level			
Family socioeconomic risk	−1.16**	.34	[−1.86, −0.46]
Covariates			
Child age	.65***	.06	[.53, .78]
Child sex	.56	.55	[−.52, 1.64]
Ethnicity			
Black	−2.99*	1.41	[−5.76, −0.23]
Hispanic	−4.12**	1.36	[−6.79, −1.46]
Other race	−.20	.76	[−1.68, 1.29]
Neighborhood disadvantage	−1.94**	.58	[−3.08, −.79]
Cognitive stimulation	1.14 ***	.28	[.68, 1.70]
Parental depression	−.11	.07	[−.25, .03]
Between level			
QRIS quality level (1 = 3 level)	2.56***	.05	[2.47, 2.65]
QRIS × family risk	1.30***	.34	[.64, 1.96]

N = 313; Unstandardized coefficients are reported

* $p < .05$; ** $p < .01$; *** $p < .001$

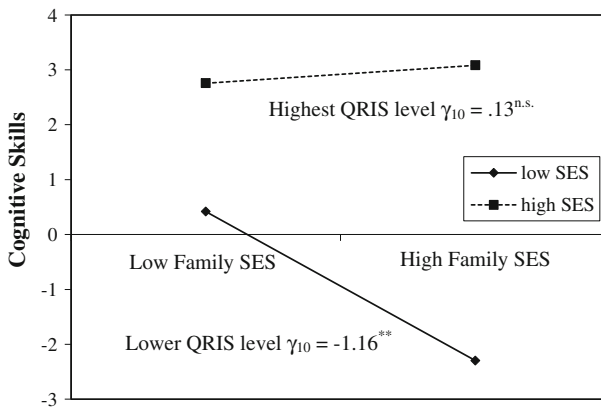


Fig. 1 Conditional direct effects of family socioeconomic risk on children's cognitive skills by QRIS rating level. SES = socioeconomic status. ** $p < .01$

important to consider neighborhood environment in child-care studies because the resources available in a neighborhood often impact parents' child-care selection (Burchinal et al. 2008), which might bias parameter estimates. It is also noted that we accounted for children's mathematical abilities in cognitive skills. Duncan et al. (2007) found from six longitudinal studies that children's math skills are the strongest predictor of children's later achievement, followed by reading skills, regardless of children's sex and socioeconomic backgrounds.

The association between QRIS and children's cognitive skills may be the result of lower ratios and smaller group sizes at higher levels of the quality-rating system; that is, children are able to receive more individualized instructions and learning activities because of the smaller group size (Howes 1997), and this, in turn, may allow children to better gain cognitive skills. Further, children in the highest level QRIS programs may more effectively learn vocabulary, literacy skills, or how to apply and solve mathematical problems from more highly trained teachers and a well-organized environment, both of which are components in the QRIS benchmarks. Otherwise, it is possible that formal or informal assessments tracking children's developmental growth that are required for the highest level 3 programs might have teachers who better understand children's developmental stages and provide appropriate learning materials, activities, and interactions for each child. In fact, there are a few studies finding that teachers in the higher levels of QRIS programs demonstrate better classroom organization, instructional support, or a global classroom quality than teachers in lower level programs (e.g., Jeon et al. 2014; Karoly et al. 2013; Ma et al. 2011), which might be a proxy that supports children's development.

The second hypothesis testing the QRIS level as a moderator was also supported, indicating that the negative association between family socioeconomic risk and children's cognitive skills was buffered for children who were in the highest level programs, after controlling for child, family, and neighborhood covariates. Although QRIS was not specifically developed to target children in poverty, the use of well-organized curriculums in the highest level of QRIS programs might stimulate cognitive development, especially for children at risk, because those children are less likely to have cognitively rich learning resources at home (Burchinal and Cryer 2003). In addition, teachers who had better training and smaller teacher-to-child ratio in the highest level programs as compared to the lower level programs might be more sensitive and responsive to low-income children's specific needs.

Limitations

The present study has several limitations. First, this study was a cross-sectional observational study that cannot establish the causal relationships between QRIS and child outcomes. There are potential selection biases and omitted or unexplained variable biases which might not be explained in this study. For example, although the state provides informative materials for all parents to learn about the system, it is possible that children who are in more advantaged family and neighborhood backgrounds might be in the higher QRIS level programs due to parental selection. Because QRIS does not particularly target disadvantaged children, parents in certain disadvantaged areas might not have enough access to QRIS highly rated programs. We, however, acknowledge that there are a number of QRIS-rated Head Start programs in disadvantaged areas and that states recognize the importance of accessibility for disadvantaged children and often make efforts to provide subsidy for children entering QRIS-rated programs. In addition, there could be teacher- or program-level unexplained variables in the current study, such as program size, Head Start status, and individual teachers' qualifications and education. Second, the effects of QRIS on children's cognitive skills may be overestimated because although the assessors were blind to the objectives of the study, they could not be blind to the QRIS levels. The banners indicating QRIS levels were displayed in front of each QRIS-participating program for advertisement. Third, a sample weight was utilized in this study to generalize the findings to the targeted population, preschool-aged children in full-time child care centers in the state. However, even though this study illustrates the associations between QRIS and

children's cognitive skills, the results cannot be generalized to other states' QRIS or other types of child-care programs such as part-time or home-based child care. Finally, most participants in this study were European American and middle-class parents. Although we found that QRIS moderates the association between family socioeconomic risk and children's cognitive skills, additional studies are needed to further test the moderating effects of QRIS in more diverse samples including those with more children from disadvantaged backgrounds.

Implications for Future Research and Practice

Despite limitations, the findings of the current study suggest several implications for future research and practice. The current study investigated the association between QRIS and children's cognitive skills. The mechanisms of this association can be an important topic for further exploration. For example, higher level rankings in a QRIS (better structural quality of child-care) might predict better teacher–child relationships or emotional support due to smaller group size and better professional development of teachers, which in turn, might predict children's outcomes. Furthermore, longitudinal studies are needed to test the lasting direct and buffering effect of QRIS on child outcomes and to establish a causal relationship between QRIS and children's development. In addition, a wider range of child outcomes such as social–emotional functioning or behavioral problems need to be investigated because children's social and emotional development is one important component of school readiness. Utilizing this study as a starting point, in future QRIS research, each benchmark in the QRIS can be separately investigated to determine specific structural indicators that influence particular child outcomes. This would be useful information for system modification.

At the policy level, even though the ultimate goal of the QRIS is to improve children's school readiness, there are only few studies examining the associations between QRIS and child outcomes because QRISs are in a stage of validating benchmarks and disseminating information on the system to child-care programs and parents. This study suggests that the QRIS model has the potential to influence children's developmental outcomes, especially in the area of academic achievement, so that QRISs may be a good place to allocate public dollars. Additionally, state funding might be used to reserve more slots for subsidized children in higher rated QRIS programs as a way to buffer the negative effects of family risk. Because there is an increasing number of low-income mothers entering the labor force and more children in poverty requiring out-of-home child care (Loeb et al. 2004), the quality of the child-care experience is particularly important for children at risk. Although QRIS is not particularly designed for vulnerable families and children, if QRIS helps at-risk children's development, it might be an important policy consideration to determine how the system can provide greater benefit to vulnerable children and how the system can be more available in disadvantaged areas. In addition, states might consider additional and varied outreach efforts with parents in disadvantaged areas so they are able to learn about QRIS (e.g., ratings, benchmarks, and benefits) and the importance of high quality of child-care experiences in early childhood. Finally, the findings of this study are expected to help the dissemination of QRIS by policymakers and child-care professionals.

Quality rating systems will take time to build and evaluate in terms of children's outcomes and school readiness (Zellman and Perlman 2008). Although this study suggests that outcomes may be positive, further research in the states adopting these systems is needed. Early-childhood care and education programs that facilitate children's development can be viewed as a long-term investment (Barnett 1985). Although not conclusive,

these early results suggest that federal and state policymakers may be able to expect positive returns on the current QRIS investments, which, in turn, may provide the impetus for more robust systems.

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Best Starts Input: Best Starts Model (per child subsidy) and comparison with the CBJ staff model (per hour worked subsidy), including input from Providers and Families.

For the CBJ Committee of the Whole, December 2, 2019

Summary Recommendations:

1. Informed by the child care provider survey (below), and our local and national research, we strongly recommend **focusing on the amount of direct subsidy, plus HEARTS, needed to make child care/early learning a sustainable business that can attract and retain qualified staff.** This is necessary to reach the Assembly’s goal of attaining the needed child care slots. While the other options may be useful, an appropriate direct subsidy is the easiest, fairest, and most efficient means of achieving the goals.
2. We feel it is critical for the Assembly to establish a public child care/early education steering and oversight committee to ensure that the model is operating most effectively and there is steady communication and accountability with the Assembly, partners, and the community.

Per child (Best Starts) and Per hour worked (CBJ Staff) Subsidy Models in a nutshell

<u>Overview</u>	<u>CBJ Per hour worked model:</u> \$2 per hour worked for levels 1 and 2 \$3 per hour worked for level 3 + NOTE: For both models, “level” is the State Learn and Grow system that has five quality levels.	<u>Best Starts Per child subsidy</u> Staffing Stability/Quality Incentive \$50/child/month - level 1 \$100/child/month ¹ - level 2 \$200/child/month - level 3+ Incentive to serve infant/toddlers: - Additional \$150/month - level 2+ Incentive to serve low income families: - Additional \$50/month - level 3+
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Best Starts (per child) model versus CBJ Staff Hours Worked model

1. **Funding Level:** Both models respond to the level of funding available. In other words, the distinction between models is not cost, but which model might achieve better results, based on design. Both models allow the resources from the subsidies to flow to the program (and not to individual employees), so both provide program managers the ability to use the resources as needed to compete in the market.
2. **Desired Outcomes:** The per-child subsidy of Best Starts incentivizes the desired outcome (child of a certain age or income characteristics in a quality program) versus the hourly subsidy, which focuses on an input (hours worked). Behavior economic models favor placing incentives closest to the outcomes desired.

¹ Level 2 is not additive with level 1 because Level 1 phases out after FY21.

3. **Administrative Simplicity:** The per-child subsidy was chosen by Best Starts, in part, because the state already collects this information: the FTE (Full Time Equivalent) number of children in licensed care. We believe it is administratively easier to track number of children than hours worked by employees because the latter would likely require a new monthly report by providers and some means of auditing.
4. **Targets Groups in Need:** The per-child subsidy of Best Starts can be easily adjusted to incentivize desired outcomes, such as more children from lower-income families, higher quality, age of children, etc. If there is interest in more lower-income children participation, subsidies can be shifted. If more infant and toddler spaces are needed, subsidies can be directed in that direction.
5. **Growth Incentive:** The Best Starts model more effectively encourages providers to increase both quality and quantity of child care by reducing the amount of work needed to see any additional incentives. For example, the CBJ per hour model encourages a higher occupancy but providers only see results when they increase staffing, while the per child subsidy gives providers an incentive for each child added. In the case of family child care (i.e., childcare provided in residences), the per hour worked model would pay the same for two children as for eight children in a family child care home. In other words, the hours worked model program only adds an incentive when additional staff are hired or work, not when additional children are served.
6. **Few (no) Unintended Consequences:** The incentive tied to an input (in this case, hours worked) is more likely to have unintended consequences (such as an incentive for more lower-paid staff or longer hours). With an outcome-based incentive (targeted children in targeted programs), the risks of unintended consequences is lower AND it is easier to adjust the incentives, as needed.

Overall Assembly funding decision

Best Starts and the CBJ staff fully agree that “child care is an economic problem.” The key to increasing quality and quantity of child care is attracting and retaining staff, i.e., adequate wages and benefits. According to the Alaska DOL, the average wage for child care workers in 2017 was almost \$26,000, or approximately \$12.50 per hour with few benefits. **A pivotal question is, “What incentive level attracts and retains adequate child care workers to meet Juneau’s need.”** Once that question is addressed and the correct subsidy applied, the open market should correct the scarcity. The funding levels proposed by Best Starts are based on discussions with current local providers, other research, and consultation with Bright Horizons, a well-respected nationwide child care provider that partners with many private businesses. Bright Horizons estimated approximately a \$250/month difference between what parents can afford and the amount needed to sustain a child care operation.

Kinder Readiness via Quality Child Care

One of the driving reasons for addressing the child care problem in Juneau is a large number of kindergarten students (68.1% in the 2017-2018 school year) that are not ready for kindergarten. The Best Starts (per child subsidy) program (and the hours worked model) use Thread Alaska’s Learn and Grow system, nationally known as a Quality Rating and Improvement System (QRIS), to measure and control the quality of child care providers.

A study done at Ohio State University tested the cognitive skills of children that attended different child care programs. The conclusion of this study was summed up as: “It is worthwhile to note that children in programs with the highest level of QRIS rating (level 3) demonstrated better cognitive skills, which consisted of direct assessments of literacy, language, and mathematical abilities, after controlling for

family/ neighborhood socioeconomic disadvantage, cognitive stimulation at home, parental depression, child age, gender and race/ethnicity.”²

Another notable finding in the study was level 3 programs were found to buffer the negative correlation between children’s cognitive skills and family socioeconomic risk while controlling for child, family, and neighborhood variables. In other words, quality child care reduced the difference in cognitive skills between upper and lower-income children. The caveat is that low-income families are less likely to enroll their child in a level 3 or higher quality program. However, this is addressed in the Best Starts (per child subsidy) by providing a direct incentive for level 3 and above programs to have low income children.

Measurements of kindergarten readiness are based off of the Alaska Developmental Profile³ that is used by Alaska teachers to evaluate all kindergarten students when they enter kindergarten. This tool evaluates kindergarten readiness based on whether students generally demonstrate 13 goals. Some of these goals are: demonstrates strength and coordination of large and small motor muscles (separate goals), participates in group activities, demonstrates knowledge of numbers and counting, demonstrates knowledge of letters and symbols. For a student to be deemed “ready for kindergarten”, they have to be observed meeting 11 out of 13 goals. The kindergarten readiness average for Juneau over the last seven years is 36%.

Best Starts Summary

Incentives	Costs	FY21	FY22	FY23	FY24	FY25
Annual Award Level 1, FY21 ramp up	\$50/month/child	\$ 68,100				
Annual Award Level 2 (not added to Level 1)	\$100/month/child	\$ 238,200	\$ 579,480	\$ 816,480	\$ 838,080	\$ 902,880
Annual Award Level 3+	\$100/month/child	\$ 138,000	\$ 300,000	\$ 652,080	\$ 802,080	\$ 902,880
Infant/Toddler, FY21 Ramp Up, Level 2	\$150/month/child	\$ 57,600				
Infant/Toddler Award for Level 3+	\$150/month/child	\$ 57,600	\$ 115,200	\$ 219,240	\$ 278,640	\$ 311,040
Low Income Award for Level 3+	\$50/month/child	\$ 13,500	\$ 16,200	\$ 48,960	\$ 52,560	\$ 63,360
Administrative costs		\$ 52,716	\$ 54,033	\$ 55,384	\$ 56,769	\$ 58,188
Preschool Quality Coordinator		\$ 97,910	\$ 100,610	\$ 103,394	\$ 106,254	\$ 109,208
Cost of Program		\$ 655,526	\$ 1,165,524	\$ 1,895,538	\$ 2,134,383	\$ 2,347,556
Childcare & Early Learning Supported by Best Starts		427	536	680	698	752
Children ages 3-5		328	418	532	544	580
Infant/Toddler Learning Supported by Best Starts		99	119	149	155	173
Cost Per Child (Increases with Overall System Quality)		\$ 1,535	\$ 2,173	\$ 2,786	\$ 3,056	\$ 3,120
% Children Ready for Kindergarten	Current 34.5%	37%	49%	62%	67%	71%

² Jeon, Lieny, and Cynthia Buettner. 2015. “Quality Rating and Improvement Systems and Children’s Cognitive Development.” *Child & Youth Care Forum* 44 (2): 191–207. doi:10.1007/s10566-014-9277-7. <https://link.springer.com/article/10.1007/s10566-014-9277-7>

³ See Alaska Developmental Profile: <https://education.alaska.gov/assessments/developmental>

Recommendations Re: Options presented by CBJ Staff

Appropriate Direct Subsidy options:

- Provider per child or per hour worked subsidies (including necessary administrative costs)
- HEARTS

These are the subsidies and incentives that treat the key problem – attracting and stabilizing a qualified workforce.

Facility related options:

- Make Modulers available for child care at FDMS and MRCS
- Grants to churches to support child care facility improvements
- Property tax exemptions

Our recommendation is to monitor the implementation of the subsidy program and consider assisting as needed to support facility needs if needed in the future. It may be helpful to make the public aware of the availability of the CBJ Modulers and see if there is interest. Once the critical subsidies are addressed, the market should (and has in the past) solve the facility issues for child care. For example, every current child care operates in essentially free facilities except one center in which the owners also reside above. Some facilities that have been forced to close (E.g., the PuddleJumpers) were also located in churches. In the past, churches have stepped up. When the critical subsidies are in place, we may also see employers more active in partnering for the creation of new child care facilities and operations.

Regarding property tax exemptions, providers surveyed pointed to effectiveness issues (see survey below).

Training and Assistance Options :

- Early Education coach: This is an important quality piece. It is next in priority after critical subsidies are addressed.
- Community training partnerships/training grants: Once the critical subsidies are addressed, current resources and partners can be expanded to meet the increased need. If help is needed, it may be addressed in the future.
- Employer Guide: This is a good idea that has been initiated by Thread Alaska. AEYC and JEDC will continue to assist businesses, especially once the critical subsidies are available to support onsite business/child care partnerships.

AEYC Survey of Juneau Family Child Care Programs November 2019 (I.e., Child Care provided in family residences)

AEYC conducted phone interviews with six family child care programs during the week of November 7, 2019, to gather feedback on the options under consideration by the CBJ Assembly. This is a summary of their responses and comments:

- A. 50% off of property taxes for licensed family child care.
- B. \$2 per hour for hours of operation with participating children.
- C. \$100 per month per child for programs participating in Learn and Grow Level 2 (with additional for infant toddlers).

Option A:

Five of the programs commented that they already deduct approximately 50-60% of their property taxes from their business taxes. One program is renting a duplex but would like to purchase a home in the future, so it would be helpful then, but not as much as the other options. One program said she has spoken to unlicensed child care programs and they already deduct property taxes for the IRS and so she didn't think it would be a very big incentive for programs to open or become licensed. Programs generally commented that any support from the city would raise the visibility and recognition of child care and that would be a morale boost.

Option B:

"Option B would not encourage me to stay open longer."

"This would be about \$100 per week for me. I'm not sure if people would become licensed or start up."

"I start setting up at 5am and my last child leaves at 5:30pm. Then in the evenings I do my paperwork. Would any of these hours count?"

"Would a program with two children enrolled get the same amount as a group home with 12 children? I'm not sure if this option would lead to as many new family child care spaces as the per child options."

"On a scale of 1-5 (5 building the most expansion) I would give it a 3 1/2."

"This would be financially about the equivalent of a part time child for the year. I will give it a 4."

Option C:

"This would be a huge incentive. I think it would encourage new programs to open, and maybe expand to group homes."

"Option C would encourage more people to become licensed, and indirectly may cause more infant/toddler care ability."

"I would give this a 4 (out of 5)."

"I meet all the criteria for Level 2 in Learn and Grow already so would definitely sign up if there were this incentive. It doesn't take that long, and it's not that hard to do, so I think people would step up."

"This would be great! It still would not be enough for me to hire someone. But I would most likely use the extra funds to hire someone a couple hours a day."

"An incentive for infant toddler care is the most needed. I get SO many calls. This would make the most impact."

"Infant toddler care is where we are lacking. I am getting about three calls a week this fall for care for infants."

"I am already serving three children under age three, so it would not expand, but I think it would encourage other programs to serve more younger children."

"I think it would encourage providers to take younger kids and for unlicensed providers to become licensed. I rent, so I wouldn't benefit from property tax forgiveness."

"Oh yes, I think this would be very effective. If you are trying to incentivize infant toddler care, you should weight it more."

"I would use the funds to hire a helper for 2 or 3 hours a day, especially while getting everyone ready to go outside. It is hard dressing the toddlers, and it takes a lot of time and patience. We go outside every day and it is such an important part of my program. But it is harder to include toddlers."

"Would it make me decide to enroll a toddler rather than a preschooler if I had an opening? Maybe. But they are so much harder. I probably would. But I'm not sure its fair to the babies, because we are on the go a lot. They have different needs and so it's hard to include different ages in family child care. But I think overall it would definitely lead to more infant toddler spaces in the community."

"Holy Moly, its twice as much work to care for infants and toddlers as preschoolers. They have completely opposite needs. I worry that offering incentives might lead to some programs trying to take more than they can handle, and lead to less quality. It's really tricky. I already do take infants and toddlers. This incentive could help me bring in more adult support."

Summary of five child care center directors comments (November, 2019):

Child Care Center directors interviewed:

ABC

Aurora Lights

Discovery Preschool

Gold Creek

Juneau Montessori

(Juneau Co-op Preschool, Montessori Borealus, and the program to be operated by Tlingit and Haida Central Council were not interviewed.)

Administration: All bs would favor reporting by child through submitting a copy of their attendance reports to the state, rather than a new extra report of payroll information, but would be able to run a payroll report monthly.

Closures: Three of the five directors expressed concern that unless market conditions (funding support) improves soon, they fear no one would take over if they left, and their programs might close.

Wages and Benefits: Inability to pay adequate wages and benefits, leading to high turnover was their greatest concern. One Director is planning to retire this year. Two said they would likely stay in business longer with incentive grants from CBJ.

How would CBJ funds impact your program?

1. I would add employee benefits. It is hard on staff to not have health insurance.
2. We would increase wages to stabilize staff. Turnover has been a huge barrier to participating in Learn and Grow or to even try.
3. We would likely expand to include more toddlers but would need to know it was a stable funding source.
4. My priority is to make the program attractive for someone to step in and take over when I leave this year.

5. We would expand spaces for infant toddler age, and would offer more parent scholarships. We would also be able to pay for profession development.

Learn and Grow participation: All five programs said funding support would make it possible to achieve and maintain Level 2, and then to advance to level 3.

Infant toddler expansion: If offered an incentive specific to infants and toddlers, three programs would consider enrolling more infants and toddlers in place of a preschool classroom. They have been discussing this, but can't make it work financially.

If I had affordable quality child care I would...

Here is what Juneau parents had to say at a family event at the Fieldhouse October 19, 2019:

- "I am blessed with an amazing program, but I waited 3 years to be able to receive a spot."
- "Have more time for work, be more present for my kids." (small business owner)
- "Be able to make sure our grandkids get a healthy start and their parents can remain in Juneau; infant care is very scarce."
- "Have more children, stay in Juneau!"
- "I would feel more confident in entering the workforce. More financial security for our family."
- "I would have had another child by now. We can only afford 1 monthly child care payment @ \$850 a month, both parents working full time. The cost of child care forces us to keep our family small and forces us to constantly consider if leaving Juneau is inevitable."
- "I would be able to go back to work if I could get affordable child care."
- "Get my degree so I could better support my 2 girls."
- "Be able to work and earn more income for my family."
- "Go back to work."
- "Go back to teaching."
- "I would be worry free and be able to work."
- "Work full time or go to college and finish my degree."
- "Open my own center to offer affordable, good care."
- "Be working; I had to stop for 4 years due to lack of affordable quality care."
- "I would love for my kids to be in one of those child cares."
- "Be able to send my daughter to child care and preschool. Be able to save more money for college funds for my kids."
- "I would be able to see my husband; we have to have 2 incomes to make it work. So I work days, he works nights. We only see each other in passing. I miss him."
- "Worry less about whether we can really afford for me to work."
- "Not worry about being able to pay my bills and mortgage."
- "Be thrilled!"
- "Work part-time in the community."
- "I would start education (nursing school) earlier, so I would get a job I like."
- "Work more and possibly increase my commission based income."
- "Start a saving account for both children and plan for their future and college tuition."
- "I'm trying to open a quality child care."
- "Not move."

"Go to work with the degree I graduated with."

"Maybe consider having more than one child! Also, would be able to be assured that my daughter was well taken care of and receiving developmental opportunities. I would sleep better at night!"

"Be able to work more, not be afraid to have to find child care."

"I owned an in-home child care for 4 years, because it was not affordable to pay for child care so I could work in my field. The child care was a lot of work for little pay or support."

Childcare Program Options

Assembly Committee of the Whole

December 2, 2019

Assembly Goal

- Economic Development
 - 2.D: Complete work of Child care Committee and act on Recommendations

Assembly Child care Taskforce Recommendations

- Identify what, if any public facilities might be used to provide child care
- *Establish a revolving loan fund for use in start-up and on-going programs - Complete*
- *In FY20 fund existing child care and early education programs - Complete*
- Fund Best Starts model with some structural changes to clearly delineate how the program would prioritize increasing capacity until demand is fulfilled – and direct the Manager to present an implementation plan.

It's an economic problem

- The cost of providing childcare in Juneau exceeds parents' ability to pay.
- Demand exceeds supply, but providers cannot increase tuition enough to offset costs without pricing themselves out of the market.
- Childcare providers have 3 primary costs:
 - Facility space
 - Personnel costs
 - Admin/overhead

It's a workforce problem

- The only consistent ways to keep costs down are to pay lower wages and/or seek a facility that is subsidized (in home care or a space that is provided by another entity).
 - Average hourly wage - no facility subsidization : \$11.00
 - Average hourly wage - with facility subsidization: \$14.00
- Lower wages mean a lower quality applicant pool and higher turnover.
- Higher turnover means centers spend time training staff on basics rather than building on the basics to achieve a higher skill level.

It's a quality problem

- Less skilled workers translates to children not being as prepared as they should be for kindergarten.
- If children enter kindergarten trying to catch up, they generally stay behind academically. This has an overall adverse impact on the quality of instruction for all children in the system.

The greatest need is for infant and toddler care

- Staffing ratios for younger children are greater than older children making providing care to infants and toddlers more expensive.
- The McDowell group estimates that 74% of infants and 47% of toddlers in need of care do not have access to childcare. In contrast, the same report estimates that only 11% of preschoolers don't have access to care.
- There are many, lower cost options available for preschool programs including: Head Start, Kinder Ready, Integrated Preschool, and Cooperative preschools.

Staff Recommended Solution Parameters

- Address facility costs
- Incentivize Infant/Toddler care over pre K
- Require licensing
- Require full time, year round care
- Require a minimum of Level 2 Learn & Grow
- Must be eligible for State childcare grant (assures low income access)
- Not eligible if receiving direct funding from CBJ or federal block grant funds (e.g. Kinder Ready, Headstart, LEARN)
- Be simple to administer
- Provide a workforce development component to assure there is a trained workforce ready, and available to meet employment needs.

What Staff Recommendations have changed since last COW?

Additional discussions with providers resulted in the following changes:

- Eliminated Property Tax exemption
- Eliminated Provider Stipend Option in a favor of a simplified per child model
- Eliminated Quality Coach

Capacity and Staffing Projections*

- Economic Models were built on the following projections:

Projections	FY21	FY22	FY23	FY24	FY25
Capacity	487	587	687	787	887
Staffing	98.9	123.7	148.4	173.2	197.9

- Capacity: Each year one additional childcare center serving 60 children, one group home serving 12 children, and three home care centers serving 24 children (8 in each home).
- Staffing: In order to meet an increased capacity of 100 children per year, an additional 25 childcare workers per year would be needed to be added to the workforce.

*Best starts has a slightly different capacity model but not significantly so.

Potential Facility Solutions

Facility Offsets	FY21	FY22	FY23	FY24	FY25
CBJ Controlled space					
FDMS Modular (60)	\$ 150,000				
MRCS Modular (40)		\$ 110,000			
Mt. Jumbo Gym (60)					
	\$ 150,000	\$ 110,000			
Facility Grants	\$ 25,000	\$ 50,000	\$ 75,000	\$ 100,000	\$ 125,000
# of new centers per year	1	2	3	4	5
Cost per child served	\$417	\$417	\$417	\$417	\$417
Total Facility Offsets	\$ 175,000	\$ 160,000	\$ 75,000	\$ 100,000	\$ 125,000

Best Starts vs Simplified

- Common elements:
 - Funding per child
 - Requires licensure
 - Requires L&G participation
- Differentiators:
 - Funding prioritization (infant/toddler – pre-k)
 - Eligibility of providers receiving other direct funding
 - Level of L&G participation

Per Child Financial Comparison

	Best Starts	Simplified
Infant/Toddler - Level 2	\$ 100	\$ 200
Infant/Toddler - Level 3	\$ 350	\$ 200
Preschool - Level 2	\$ 100	\$ 50
Preschool - Level 3	\$ 200	\$ 50
Low income, any age - Level 3 adds	\$ 50	required

Best Starts Solution

- Paid out on a per child basis.
- The higher the Learn & Grow level, the more earned per child.
- Provides an additional amount per child for Infants/Toddlers and for low income children and Learn and Grow level 3.

	FY21	FY22	FY23	FY24	FY25
Best Starts 2.0	\$ 573,000	\$ 1,010,880	\$ 1,736,760	\$ 1,971,360	\$ 2,180,160
Children Served	427	536	680	698	752
Cost per child served	\$ 1,341.92	\$ 1,884.56	\$ 2,552.56	\$ 2,822.68	\$ 2,897.61

- Note: Full Best Starts Model includes additional staffing costs and support to AEYC's HEARTS initiative. Those elements have been pulled out to assure a more accurate comparison with other options.

Simplified Per Child Solution

- This option pays out on a per child basis, but simplifies the calculation. \$200 per child for Infant and Toddlers. \$50 per child for 3 – 5 year olds.
- Must meet Learn & Grow Level 2 to qualify.

	FY21	FY22	FY23	FY24	FY25
Simplified per Child model	\$ 618,000	\$ 786,000	\$ 954,000	\$ 1,122,000	\$ 1,290,000
Children Served	487	587	687	787	887
Cost per Child	\$ 1,268.99	\$ 1,339.01	\$ 1,388.65	\$ 1,425.67	\$ 1,454.34

Workforce Stabilization

	FY21	FY22	FY23	FY24	FY25
Expand HEARTS funding	\$ 91,000	\$ 169,000	\$ 247,000	\$ 325,000	\$ 403,000
Current funding	\$ 180,000	\$ 180,000	\$ 180,000	\$ 180,000	\$ 180,000
# of Provider awards	75	100	125	150	175
Cost per child served	\$ 556.47	\$ 594.55	\$ 621.54	\$ 641.68	\$ 657.27
Training Offsets (pays program costs)	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000
Training Grants (27 per year)	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000
Total New Funding	\$ 191,000	\$ 269,000	\$ 347,000	\$ 425,000	\$ 503,000

Next Steps

- Work with the School District to modify the modular units
- Conduct an RFP for providers interested in operating a new center in the modular units.
- Develop Program Parameters for economic offsets
- Develop metrics for measuring program impacts.

Requested Assembly Action

- Direct staff to preferred model and infrastructure options (Simplified or Best Starts)
- During the budget process, determine amount of funding available for ongoing programs.
- Appropriate funds in FY20 for infrastructure needs.
- Consider appropriating funds in FY20 for workforce development grants.

Childcare Program Options

Assembly Committee of the Whole

December 2, 2019



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# of new centers per year	1	2	3	4	5
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- Provides an additional amount per child for Infants/Toddlers and for low income children and Learn and Grow level 3.

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Best Starts 2.0	\$ 573,000	\$ 1,010,880	\$ 1,736,760	\$ 1,971,360	\$ 2,180,160
Children Served	427	536	680	698	752
Cost per child served	\$ 1,341.92	\$ 1,884.56	\$ 2,552.56	\$ 2,822.68	\$ 2,897.61

- Note: Full Best Starts Model includes additional staffing costs and support to AEYC's HEARTS initiative. Those elements have been pulled out to assure a more accurate comparison with other options.

Simplified Per Child Solution

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- Must meet Learn & Grow Level 2 to qualify.

	FY21	FY22	FY23	FY24	FY25
Simplified Per Child	\$ 618,000	\$ 786,000	\$ 954,000	\$ 1,122,000	\$ 1,290,000
Children Served	487	587	687	787	887
Cost per Child	\$ 1,268.99	\$ 1,339.01	\$ 1,388.65	\$ 1,425.67	\$ 1,454.34

Comparative Impact

Type	Mixed Center		Licensed Home		Center PK only		Center I/T only	
Quality	LG2	LG3	LG2	LG3	LG2	LG3	LG2	LG3
# of children								
Infants	10	10	3	3	0	0	20	20
Toddlers	12	12	4	4	0	0	40	40
Pre-K	24	24	5	5	60	60	0	0

	Dollars per month	
	After ramp up phase, if any	
	Best Starts	Simplified
Mixed LG2	\$4,600	\$5,600
Mixed LG3	\$12,500	\$5,600
Home LG2	\$1,200	\$2,400
Home LG3	\$3,450	\$2,400
PK Center LG2	\$6,000	\$3,000
PK Center LG3	\$12,000	\$3,000
I/T Center LG2	\$6,000	\$12,000
I/T Center LG3	\$21,000	\$12,000

Workforce Stabilization

Workforce Stabilization	FY21	FY22	FY23	FY24	FY25
Expand HEARTS funding	\$ 91,000	\$ 169,000	\$ 247,000	\$ 325,000	\$ 403,000
Current funding	\$ 180,000	\$ 180,000	\$ 180,000	\$ 180,000	\$ 180,000
# of Provider awards	75	100	125	150	175
Cost per child served	\$ 556.47	\$ 594.55	\$ 621.54	\$ 641.68	\$ 657.27
Training Offsets	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000
Training Grants	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000
Total New Funding	\$ 191,000	\$ 269,000	\$ 347,000	\$ 425,000	\$ 503,000

	Best Starts Solution					Simplified Per Child Solution				
	FY21	FY22	FY23	FY24	FY25	FY21	FY22	FY23	FY24	FY25
	\$ 573,000	\$ 1,010,880	\$ 1,736,760	\$ 1,971,360	\$ 2,180,160	\$ 618,000	\$ 786,000	\$ 954,000	\$ 1,122,000	\$ 1,290,000
Children Served	427	536	680	698	752	487	587	687	787	887
Cost per child served	\$ 1,341.92	\$ 1,884.56	\$ 2,552.56	\$ 2,822.68	\$ 2,897.61	\$ 1,268.99	\$ 1,339.01	\$ 1,388.65	\$ 1,425.67	\$ 1,454.34
Expand HEARTS funding	\$ 91,000	\$ 169,000	\$ 247,000	\$ 325,000	\$ 403,000	\$ 91,000	\$ 169,000	\$ 247,000	\$ 325,000	\$ 403,000
Current funding	\$ 180,000	\$ 180,000	\$ 180,000	\$ 180,000	\$ 180,000	\$ 180,000	\$ 180,000	\$ 180,000	\$ 180,000	\$ 180,000
# of Provider awards	75	100	125	150	175	75	100	125	150	175
Cost per child served	\$ 556.47	\$ 594.55	\$ 621.54	\$ 641.68	\$ 657.27	\$ 556.47	\$ 594.55	\$ 621.54	\$ 641.68	\$ 657.27
Training Offsets	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000
Training Grants	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000
Facility Grants	\$ 25,000	\$ 50,000	\$ 75,000	\$ 100,000	\$ 125,000	\$ 25,000	\$ 50,000	\$ 75,000	\$ 100,000	\$ 125,000
# of new centers per year	1	2	3	4	5	1	2	3	4	5
Cost per child served	\$417	\$417	\$417	\$417	\$417	\$417	\$417	\$417	\$417	\$417
Total New Funding	\$ 789,000	\$ 1,329,880	\$ 2,158,760	\$ 2,496,360	\$ 2,808,160	\$ 834,000	\$ 1,105,000	\$ 1,376,000	\$ 1,647,000	\$ 1,918,000
Anticipated CBJ Funding	\$ 180,000	\$ 180,000	\$ 180,000	\$ 180,000	\$ 180,000	\$ 180,000	\$ 180,000	\$ 180,000	\$ 180,000	\$ 180,000
based on current programs	\$ 300,000	\$ 300,000	\$ 300,000	\$ 300,000	\$ 300,000	\$ 300,000	\$ 300,000	\$ 300,000	\$ 300,000	\$ 300,000
Total Program Funding	\$ 1,269,000	\$ 1,809,880	\$ 2,638,760	\$ 2,976,360	\$ 3,288,160	\$ 1,314,000	\$ 1,585,000	\$ 1,856,000	\$ 2,127,000	\$ 2,398,000
Total cost per child	\$ 2,315	\$ 2,896	\$ 3,591	\$ 3,881	\$ 3,972	\$ 2,242	\$ 2,350	\$ 2,427	\$ 2,484	\$ 2,528

Next Steps

- Work with the School District to modify the modular units
- Conduct an RFP for providers interested in operating a new center in the modular units.
- Develop Program Parameters for economic offsets
- Develop metrics for measuring program impacts.

Requested Assembly Action

- Direct staff to preferred model and infrastructure options (Simplified or Best Starts)
- During the budget process, determine amount of funding available for ongoing programs.
- Appropriate funds in FY20 for infrastructure needs.
- Consider appropriating funds in FY20 for workforce development grants.



City and Borough of Juneau
City & Borough Manager's Office
155 South Seward Street
Juneau, Alaska 99801
Telephone: 586-5240 | Facsimile: 586-5385

DATE: December 2, 2019

TO: Maria Gladziszewski, Chair, Assembly Committee of the Whole

FROM: Mila Cosgrove, Deputy City Manager

RE: Dockless Transportation Devices

Background:

In response to Ordinance 2019-12, which placed a moratorium on commercial rentals of dockless shared micromobility devices within the City and Borough of Juneau, the Manager's Office created an inter-departmental team to review and make recommendations on potential steps forward for the use of these devices in the City and Borough of Juneau. The current ordinance is due to sunset on February 1, 2020. Participants on the review team included Michele Elfers, Deputy Director of Parks & Recreation; Teresa Bowen, Municipal Attorney; Scott Hinton, Operations Supervisor at D&H; and Tim Felstead, Planner II.

Dockless shared micromobility devices are a relatively recent phenomena in the United States. They consist of vehicles, such as a scooter, electric scooter, bicycle, or electric bicycle, among other vehicles, that can be rented for short periods of time using an "app" and without further human interaction. In some communities, these devices have appeared prior to the community being ready to handle them, hence leading the City to implement the moratorium until a thorough discussion and regulatory framework, if needed, could be developed.

The team undertook review of legal considerations and concerns, community goals currently in place, the existing market interest in these type of rentals, physical limitations to use of micromobility devices within Juneau, disposal concerns, potential administrative costs, and other pertinent considerations. This review addressed both dockless and docked types of services as many potential issues were common to both.

The review team generated a longer document which is attached to this memorandum to provide additional detail supporting the recommendations below.

Recommendations:

The team, in consultation with the Manager's Office, makes the following recommendations:

- 1) Commercial shared micromobility devices should be subject to a regulatory and permit process.
- 2) Regulations and permitting should apply to both docked and dockless devices.
- 3) Commercial services should be offered first on a pilot basis to assess community impact.
- 4) Commercial shared micromobility devices should not be allowed in the downtown core.

December 2, 2019
Assembly Committee of the Whole
Dockless Transportation Devices

Requested Action:

The Manager's Office asks the Assembly to *request that the Manager draft an ordinance that would require Commercial Micromobility providers to operate under a regulatory scheme that includes a permitting process and that restricts use within the downtown core.*

COMMERCIAL SHARED MICROMOBILITY DEVICES IN JUNEAU

Background

On 22nd April, 2019 the Assembly adopted Ordinance 2019-12, placing a moratorium on the commercial rental or provision of dockless vehicle services within the Borough. This was in response to issues many communities in the US were experiencing with such services, where commercial dockless vehicles were placed prior to a comprehensive regulatory structure being implemented. There was an awareness that the high number of seasonal visitors could be an attractive market for a shared micromobility system to arrive in the Borough. However, due to limited travel way and sidewalk width in the downtown core area, unregulated shared micromobility systems could create traffic hazards and broader right-of-way management issues. The Assembly stated its intent to solicit public comment and create a regulatory structure for the potential of dockless vehicles, and placed a sunset date on the moratorium of February 1, 2020.

Dockless vehicles are a component of shared micromobility systems. As defined currently under Ordinance 2019-12, *'dockless vehicles includes bicycles, bicycles with electric assists, scooters, scooters with electric assist, and similar micromobility devices which are available for public use under short term rentals, and are picked up from, left at, or returned to a location in which the vehicle is not locked to a docking station or other secured facility'*. The ordinance did not cover docked vehicles, which are secured to a set location and utilized throughout the US, or businesses that rented bicycles from a set location.

In meeting the Assembly's purpose under Ordinance 2019-12, the Manager's Officer created an interdepartmental team to research shared micromobility systems around the US and outline issues for consideration for the implementation or prohibition of these vehicles. This memorandum provides background and recommendations for the operation of dockless shared micromobility services and highlights some implications of existing CBJ code provisions for the types of vehicles that are common with dockless or docked shared micromobility. While docked shared micromobility systems were not initially included under the Ordinance, the team determined there was benefit in including these systems in their review.

Considerations on implementation in Juneau

I. Legal Context

Micromobility devices such as e-bikes and scooters do not have a clean fit within the CBJ Code of Ordinances. To give an overview of potential code provisions that impact such devices, the following codes apply:

- CBJ 72.28.010 – Provides a definition for 'bicycles' as *'a vehicle propelled exclusively by human power upon which a person may ride, having two tandem wheels or three wheels in contact with the ground, except scooters and similar devices'*
- CBJ 72.02.385-.420 - Provides rules of the road for bicycles

- CBJ 72.02.425 – Provides a definition for ‘motor-driven cycles’ as ‘*a motorcycle, motor scooter, motorized bicycle, or similar conveyance with a motor attached and having an engine with 50 or less cubic centimeters of displacement.*’ E-bikes and E-scooters have motors but no engine. It does not appear State law contemplates E-bikes as a motor-driven cycle based on this distinction.
- CBJ 72.02.425 – provides further regulations for motor-driven cycles.
- CBJ 72.10.140 - prohibits the operation of a skateboard, roller skates, unicycle, coaster, scooter or similar device on a sidewalk, roadway, or street within certain portions of the business district (Downtown area), with this area expanding during tourist season.

The result of the above is that depending on the type of micromobility device in play, different rules may apply and could pose difficulties in enforcement if there is a drastic increase in micromobility devices. The Assembly should consider if these rules are sufficient if there is an increase in the type of traffic these devices create. Further, would enforcement be easier if common micromobility devices were grouped together under similar rules of the road?

The above ordinances apply to all micromobility users, regardless of personal or commercial ownership, and any proposed rules on the user of the device will need to remain that way. However, when it comes to the commercial operator, the City can regulate the commercial activity of the operator in a different manner than the personal activity of an individual user.

As a starting point for commercial activity, the City has to consider management of the commercial micromobility device, as there is currently no specific code provision regarding commercial micromobility device operations, and hence it could fall any number of places. For example, depending on where the shared micromobility device is used, it could fall under various commercial permit systems. Use of City land in general is regulated under CBJ 53.09, and generally managed by the Lands Division. Commercial use of the docks is regulated by Docks & Harbors under Title 5 of City regulations. Commercial use of City parks and trails are handled by Parks and Recreation under Title 11 of City Regulations. Commercial use of residential streets and highway may be managed by the Manager’s Office, which also provides that the Manager can prohibit such use under CBJ 72.01.105. Under this section, the Manager may prohibit commercial vehicle use on roads and highways if it would cause undue public inconvenience or an exceptional hazardous condition.

Given the multiple areas that a commercial shared micromobility device could potentially be used, any related permit would likely be the most appropriate under the Manager’s Office. This is especially true given that most use will likely occur in the rights-of-way or streets.

A primary concern for local authorities with dockless vehicles is clutter. Docked systems provide users a designated location for them to return a shared micromobility device, which can then be locked to fixed infrastructure. Dockless vehicles have a greater potential of being placed wherever the user decides to stop riding, especially if there is no designated area for return. This issue can be somewhat minimized by providing a predesignated ‘corral’ area for dockless vehicles, but there is still no guarantee that the users will return to this location. Under CBJ 72.02.420, bicyclist are prohibited from parking a bike on the street or sidewalk that obstructs pedestrians or motor vehicles. Under 72.12.010, a motor vehicle user is prohibited from obstructing or blocking traffic on the roadways. Private landowners may remove unauthorized vehicles under CBJ 72.12.070. If dockless shared micromobility systems are allowed,

because of the higher potential of clutter with a dockless system, prohibitions regarding parking locations should be moved into one streamlined area of code which should include a financial guarantee system to deal with removal of such devices.

II. Community Goals

Many shared micromobility programs across the US attempt to achieve broad community goals through the implementation of a system. These goals often include:

1. Safety and Infrastructure: Reducing traffic congestion.
2. Environment: Reducing air pollution (electric and human powered).
3. Transit: Enhancing the use of transit by integrating with existing transportation systems to extend range and improve access to service.
4. Equity: Serve vulnerable communities to increase access to smart technology and new opportunities.

Adopted CBJ plans, including the 2013 CBJ Comprehensive Plan, the 2009 Juneau Non-motorized Transportation Plan, the 2011 Juneau Climate Action and Implementation Plan, the 2018 Juneau Renewable Energy Strategy, and the 2014 CBJ Transit Development Plan discuss providing alternatives to private motor vehicles. None specifically encourage shared micromobility services, perhaps in part because such systems are a recent phenomenon.

While there is potential in Juneau for these services to provide alternatives to motor vehicles, it is unclear how many existing trips would actually be replaced. If a tourist is not participating in an organized tour, their trips during their visit will typically be undertaken by foot. To achieve the typical goals identified above, a micromobility system would need to replace motor vehicle trips undertaken by local residents. Studies being performed in other cities in the US do not yet have conclusive data on whether goals of reducing private vehicle trips or augmenting the transit system are being met.

III. The Market

It is likely that the most attractive market for a private company would be the downtown area in tourist season. However, there is a local seasonal and year-round resident population that could benefit from there being a service being provided for the primary market. The prospect of being able to rent a vehicle and not be concerned about theft or vandalism of a personal bike or allow daytime non-car journeys in the downtown area would remove one barrier to increasing non-car-based journeys.

Meeting this potential residential demand through established dockless vehicle providers appears difficult. Discussions with one service provider from the market in the Lower 48 indicated Juneau does not have the population density, cycle lane infrastructure, or climate to be an attractive market. Distance from the vehicle supply chain, cost of shipping vehicles to the community, maintenance and ultimately disposal costs (discussed below), all increase operator costs and make Juneau a difficult selling point. However, one Alaska-based operator has approached CBJ with a proposal to operate a docked shared micromobility service, utilizing conventional bikes. This indicates there is at least some interest in the market.

IV. Physical and Environmental Limitations

Many cities prohibit riding vehicles on sidewalks, yet this practice is reported to still occurs, especially if cycle lanes are not provided. The downtown area in the summer could be particularly problematic:

- a. Juneau's sidewalks are very narrow throughout town and often substandard in downtown, <5' wide. Many large cities with scooter programs have sidewalks in their downtown of 10-20' wide with buildings set back from sidewalks and open plazas extending public use space.
- b. Topography – some cities don't allow scooters to be ridden downhill. Companies have indicated that they don't have sufficient power to ride uphill.
- c. Juneau is geographically spread out, so riding between Douglas, Lemon Creek, Salmon Creek, Mendenhall Valley, Downtown and Auke Bay. This is manageable for bikes or e-bikes, but may not be possible with available scooter range.
- d. Juneau's bike lane network is limited to arterial and collector roads but is fragmented with some arterials and collectors, and local street not having any bike lanes. Scooters can operate at 15mph, which is dangerous for sidewalks and pedestrians, but slow for roadways. E-bikes have the potential of reaching even greater speeds, exceeding 25 mph.
- e. There will be a temptation for use of the Seawalk. Currently there is no prohibition of bicycles or electric micromobility devices on the Seawalk. However, adding additional micromobility devices to the community may create congestion that warrants review of current seawalk use. It is noted that this potential already exists, however, through potential bike rentals at standard businesses and pedicabs. Attention is needed to the impacts that may be created by increased vehicle traffic.

Enforcement could help address sidewalk use but additional resources would need to be found for this to be effective. In other cities, education campaigns have been offered by service operators to mitigate this but it is unclear how effective they are.

V. Disposal issues

Many municipalities are dealing with increased waste issues as a result of large numbers of scooters being deployed. Reports based on data from Louisville demonstrated that in areas of heavy use, e-scooters may have a lifespan as little as 29 days, and even more durable commercial scooters did not typically last for even a year. This causes concerns with potential disposal issues. The lithium battery is hazardous waste and will have to be disposed of at the Household Hazardous Waste facility. Most municipalities require scooter companies to retrieve scooters and charge them daily. Some also require a bond or payment for disposal costs. This is an important consideration for Juneau, as we have a growing landfill and high costs of hazardous waste disposal due to shipping costs.

VI. State Department of Transportation and Public Facilities and Division of Motor Vehicles

The State has not developed a policy on how shared micromobility services can operate on State Rights-of-Way, nor is it clear if they intend to. Some State managed roads have existing bicycle lanes although notably the most congested downtown South Franklin/Marine Way corridor does not. In terms of the legal status of electric micromobility vehicles, Staff notes that both the State and Juneau should address

current legal deficiencies on how e-bikes and scooters are currently regulated and licensed. Currently, because the e-bikes and e-scooters lack an engine, they do not require the user to obtain a license or registration to operate the vehicle. This may change as the vehicles grow in popularity.

VII. Permit and on-street enforcement costs

If a private entity operates a service, processing permits and on-street enforcement of riding and parking will require CBJ staff time. The City of Sacramento estimated 0.15 of an FTE for an operation with 500 vehicles. If a shared micromobility service is allowed, any expected costs for CBJ should be estimated and recouped through permit fees. Fines or impound fees could also provide some revenue but should not be relied on to cover costs.

VIII. Safety

Many cities with shared micromobility regulations require helmets, have a maximum speed, prohibit riding on sidewalks, and implement a minimum age for riders and driver's license requirements. However, these rules are typically not followed due to lack of enforcement. Cities that have better bike lane infrastructure see more riding in bike lanes but still have issues with illegal sidewalk riding. Also, helmets are not provided with scooters at the time of rental.

IX. Interaction with transit

There is a possibility that micromobility could provide transportation to bus stops. DOT&PF has indicated where sufficient right-of-way exists they may allow stands for micromobility vehicles. Due to the 'per minute' fee structure it is unlikely that users would want to bring the vehicles onto the bus with them especially if they know one would be available when they alighted. It is unclear if most of Juneau has sufficient residential density for an operator to benefit from placing vehicles in residential areas unless required to.

Framework for regulation of shared micromobility schemes

Staff has reviewed the evolving implementation of shared micromobility in the US and identified key best practice guidance that has been provided by the National Association of City Transportation Officials (NACTO) as basis for how the City and Borough of Juneau should regulate the introduction of shared micromobility. Current recommended best practice is for a municipality to regulate all shared micromobility providers, both docked and dockless, through a permit. The regulations would lay out very clear operational requirements and expectations on behalf of the municipality for the operator to abide by. Areas that should be addressed in this permit are identified below. Often a municipality will refine the requirements of a permit by allowing for a pilot study/permit with one or two service providers and limiting the number of vehicles, the period of time, and the use area. These pilots allow the municipality to:

- develop reporting structures between providers and the municipality
- observe any compliance issues from both the service provider and service users
- understand public acceptance and impacts on traffic and right-of-way management
- understand the staff commitment on the municipality side to ensure permit compliance

Based on the results of the trial, the broader permit requirements and number of vehicles/permits can be addressed. Fortunately there is considerable best practice from the US that CBJ could draw on in designing a pilot project that would closely match a full scale permit implementation.

The NACTO guidelines identify the best practice for the key aspects of a shared micromobility service permit. The guidelines provide an outline of key considerations, recommendations, considerations and best practice for creating a program. These include:

- Permitted and Prohibited Locations for Riding
- Insurance, bonds, and fees
- Fleet size
- Authority to remove vehicles
- Rebalancing and distribution
- Equipment, vehicle maintenance and disposal
- Customer service
- Staffing and workforce development
- Pricing and discounts to low income users
- Outreach and public events
- Data privacy and provision of data
- Parking requirements
- Safe places to ride and helmets
- Restricted and limited areas

Recommendations

When the team began review of regulating dockless vehicles in Juneau, it became quickly apparent that docked shared micromobility systems needed closer consideration. Whereas both systems have potential positive effects, as well as problems, some of the more glaring problems with dockless systems were less present with the docked system. Docked systems have more noticeable and usable locations to “pick up” and “drop off” a shared device, which could reduce potential clutter. There is currently some business interest in the Juneau market to create a docked system, which can assist in creation of a pilot program. Finally, while docked systems can include multiple types of shared micromobility systems, it is commonly associated with bikes, which appears to be a better fit to the Juneau community.

Another concern the team factored in was the narrow rights of way in Juneau, which may not adapt well to increased congestion. However, this concern cannot be limited to just the potential of docked or dockless shared micromobility systems entering the Juneau community. Increased commercial rentals of bikes or other vehicles at more traditional businesses may also attribute to this concern. Regarding

dockless vehicles such as scooters, however, other communities faced an increased threat of abandoned vehicles in the rights of way, and while code provisions could be included to allow for immediate impoundment, it may be better to start out limiting commercial use to a docked bicycle system, whether conventional bikes or e-bikes. Finally, attention is necessary to the potential of increased vehicle traffic in pedestrian ways and road ways, hence there may be need to prohibit these devices in the downtown core area. This again would impact both traditional bike rentals and shared micromobility devices if they overwhelmed the current infrastructure downtown.

Regarding the creation of a regulatory system for shared micromobility devices, the team makes the following recommendations:

1. Provide better definitions regarding micromobility devices. As technology and types of micromobility devices have evolved, regardless of whether they are commercially rented or privately owned, the rules of the road under Title 72 have not. Also, rules for immediate impoundment should be imposed if a device is left in the right of way or otherwise impedes pedestrian or vehicle traffic.
2. Prohibit commercial shared micromobility service operation in a defined downtown area. This is due to the narrow rights-of-way in the downtown area which could result in:
 - a. ad-hoc and unorganized device parking on sidewalks particularly with dockless devices
 - b. the temptation to ride on sidewalks or the Seawalk where bike lanes do not exist in in the travel way
 - c. mixing of micromobility devices in the travel way with large motor vehicles potentially slowing traffic speeds and increasing accident risk
3. If dockless shared micromobility services are considered detrimental for Juneau, extend the moratorium or add to code, and address docked e-bike and pedal bike use in Juneau as this is the most likely market to develop.
4. If any shared micromobility are allowed, regulate shared micromobility device use and rules through some form of permit requirement for service operators. This may be best housed under the commercial business regulations of Title 20 of the CBJ regulations and would be applied for through the Managers Office. Fees should take into consideration the cost of enforcement, heavier use of rights-of-way and potentially residential streets. Further, it should be decided if specific areas should be prohibited for such commercial use because too concentrated a proliferation of micromobility devices may result in conflicts with pedestrian and motor vehicles. The potential of this issue is not yet known.
5. To help develop regulations under Recommendation 4, a one year pilot program/permit should be implemented. Many cities are doing this to better assess their needs and create a standard permit that any future service provider would have to operate under. The NACTO Best Management Practices should be used as a basis for regulation development. In creating such a program/permit, the following factors should be considered although care should be taken not to create regulation too onerous for an operation to be attractive:

- a. Some cities issue RFP's to directly solicit companies. Other cities open permits, and some wait for service providers to come to them.
- b. Cities can regulate micromobility types in different geographical areas and traveled ways such as downtown and sidewalks. They also require companies to set a certain number of vehicles in underserved less attractive markets to ensure nondiscrimination in the market.
- c. Given that the vehicles can reach speeds above 15 mph, regulations should address speed limits, although it may be difficult to enforce.
- d. Distinguish between docked, dockless and vehicle types such as e-bikes and pedal bikes.
- e. Address parking requirements for private and commercial micromobility devices to address potential clutter.
- f. Thought should be given to the equity of regulating the riding a privately owned version of a micromobility device differently from a commercially rented.
- g. Consider if it is necessary distinguish this as specific land use under CBJ 53.09 and under the Title 49 Land Use Code.

Existing relevant definitions in CBJ Code of Ordinances:

Bicycle means a vehicle propelled exclusively by human power upon which a person may ride, having two tandem wheels or three wheels in contact with the ground, except scooters and similar devices.

Highway means the entire width between the boundary lines of every way that is publicly maintained when a part of it is open to the public for purposes of vehicular travel, including every street and the state marine highway system but not vehicular ways or areas.

Low-speed vehicle means a motor vehicle that has four wheels, that was manufactured to be capable of propelling itself and achieving a minimum speed of 20 miles per hour and a maximum speed of 25 miles per hour, that has not been modified to have a maximum speed greater than 25 miles per hour, and that meets weight, equipment, and safety standards set by the State of Alaska by regulation; weight, equipment, and safety standards shall be consistent with, and may not exceed, federal standards.

Motor vehicle means a vehicle which is self-propelled except a vehicle moved by human or animal power.

Motorcycle means a vehicle having a seat or saddle for the use of the rider and designed to travel on not more than three wheels in contact with the ground; the term does not include a tractor.

Motor-driven cycle means a motorcycle, motor scooter, motorized bicycle, or similar conveyance with a motor attached and having an engine with 50 or less cubic centimeters of displacement.

Operator means a person who drives or is in actual physical control of a vehicle or who is exercising control over or steering a vehicle being towed by a motor vehicle.

Owner means a person, other than a lienholder, having the property in or title to a vehicle, including a person entitled to the use and possession of a vehicle subject to a security interest in another person, but exclusive of a lessee under a lease not intended as security.

Registration means to complete a process in order to obtain a parking privilege. Registration shall be valid for the limited time indicated on the receipt, hang tag, or permit obtained. To be valid, any registration or payment must be completed correctly as indicated on signage, receipt, hang tag, or permit, including inputting the correct license plate number, parking space number, or other data as indicated.

(i) When parking payment or registration is by display of a receipt, hang tag, or permit, to be valid, the receipt, hang tag, or permit, must be displayed in the vehicle as indicated. Only the most clearly and prominently displayed receipt, hang tag, or permit shall be valid.

Sidewalk means that portion of a street between the curblines or the lateral lines of a roadway and the adjacent property lines, and intended for use by pedestrians.

Vehicle means a device in, upon, or by which a person or property may be transported or drawn upon or immediately over a highway or vehicular way or area. The term "vehicle" does not include devices used exclusively upon stationary rails or tracks or mobile homes.

Recommendations on Dockless Transportation Devices

Michele Elfers – Deputy Director Parks and Recreation

Teresa Bowen – Municipal Attorney

Scott Hinton - Port Operations Supervisor

Tim Felstead - Planner

Assembly Committee of the Whole

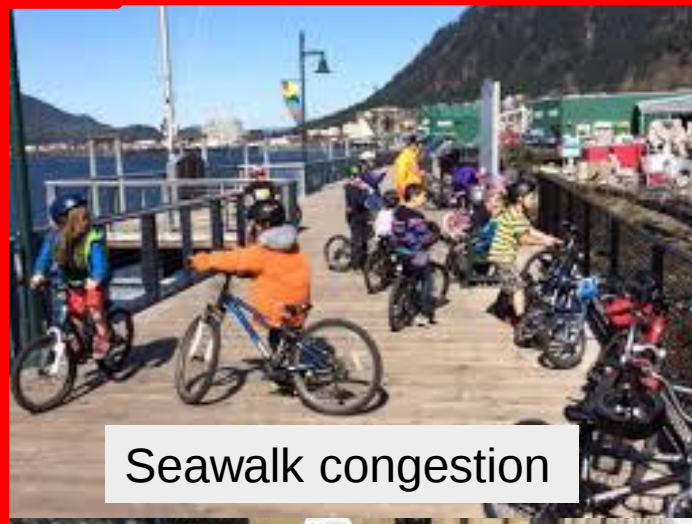
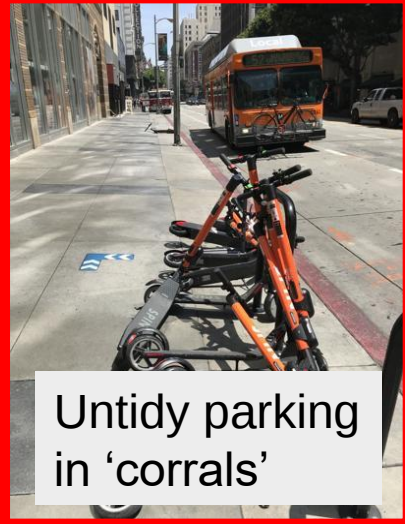
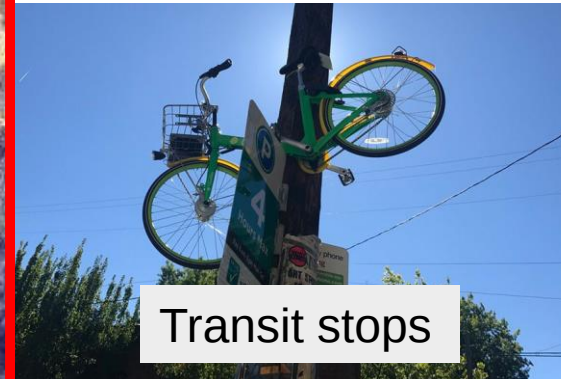
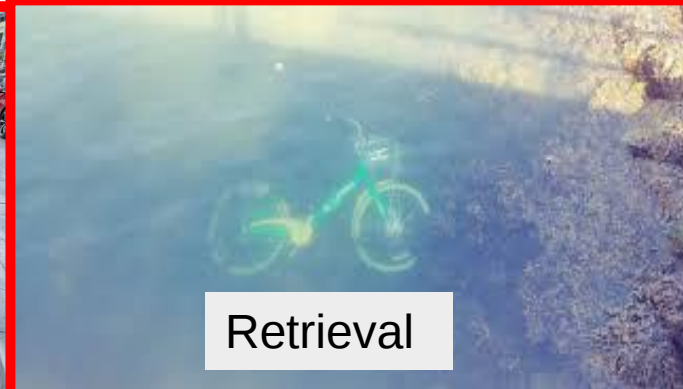
December 2, 2019

Moratorium (Ord. 2019-12)

- Ordinance justification includes:
 - Sidewalk clutter concerns for pedestrians and mobility disabilities, and aesthetics
 - Lack of safety equipment
 - Congestion and terrain
- Definition:

Dockless vehicle includes a bicycle, a bicycle with an electric assist, a scooter, a scooter with an electric assist, and similar micromobility devices, which (a) are available for use by the public for short term rentals and (b) are picked up from, left at, or returned to a location in which the vehicle is not locked to a docking station or similar secured facility for that vehicle. Dockless vehicle does not include a micromobility device provided to a person with a mobility disability.
- Does not include fixed locations (rental locations or locked docking stations)

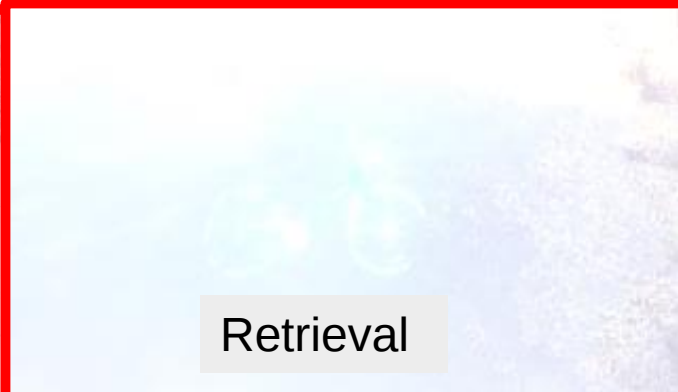
Potential issues identified for Juneau context



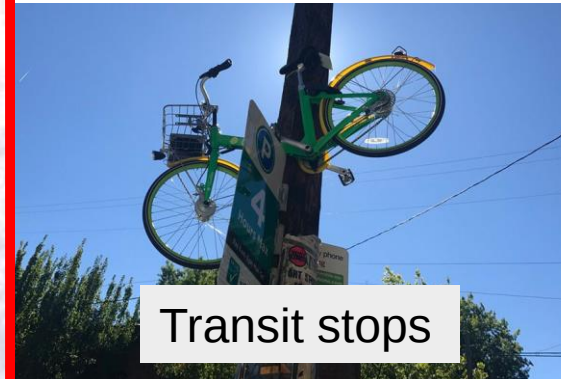
Potential issues identified for Juneau context



Parking on sidewalk



Retrieval



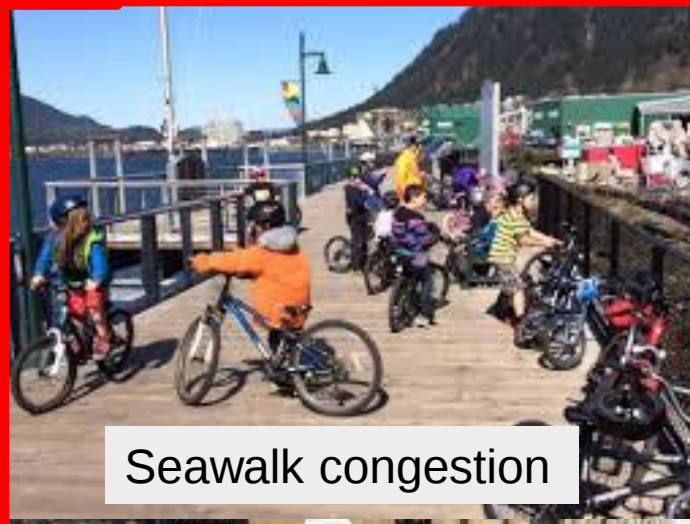
Transit stops



Unsafe vehicles/accidents



Untidy parking in 'corrals'



Seawalk congestion



Mix in traffic



Disposal



Mix in cycle lanes



Enforce/monitor



Riding on sidewalk

Achieving community goals

1. Safety and Infrastructure: Reducing traffic congestion.
2. Environment: Reducing air pollution (electric and human powered).
3. Transit: Enhancing the use of transit by integrating with existing transportation systems to extend range and improve access to service.
4. Equity: Serve vulnerable communities to increase access to smart technology and new opportunities.
5. *Economy: Business development opportunity*

Regulation framework – pilot program or permits

- Permitted and Prohibited Locations for Riding
- Insurance, bonds, and fees
- Fleet size
- Authority to remove vehicles
- Rebalancing and distribution
- Equipment, vehicle maintenance and disposal
- Customer service
- Staffing and workforce development
- Pricing and discounts to low income users
- Outreach and public events
- Data privacy and provision of data
- Parking requirements
- Safe places to ride and helmets
- Restricted and limited areas



Recommendations

Commercial shared micromobility recommendations

1. Commercial shared micromobility devices should be subject to a regulatory and permit process.
2. Regulations and permitting should apply to both docked and dockless devices.
3. Commercial services should be offered first on a pilot basis to assess community impact.
4. Commercial shared micromobility devices should not be allowed in the downtown core.

Additional recommendation

1. Address existing definitions for micromobility devices in general to clarify where they can be used and parked

Crowded Seawalk





(907) 586-0715
CDD_Admin@juneau.org
www.juneau.org/CDD
155 S. Seward Street • Juneau, AK 99801

DATE: November 27, 2019

TO: City and Borough Assembly Committee of the Whole

FROM: Beth McKibben, AICP, Senior Planner
Community Development Department

RE: ***Blueprint Downtown Juneau Area Plan -update***
[Blueprint Downtown Juneau](#)

ATTACHMENTS

February 8, 2018 Memo to CBJ Assembly & Planning Commission

DISCUSSION

The Comprehensive Plan, the Economic Development Plan and the Housing Action Plan identify the need for an area plan for Downtown Juneau. In 2018, the Assembly tasked the Community Development Department (CDD) with undertaking the *Blueprint Area Plan*. The Blueprint Planning effort began with a separate “visioning” process that was led by the consultant team of MRV Architects, Sheinberg Associates and Alaska Robotics.

Visioning

This vision component was intended to identify broad community sentiment, and refine it to help define and guide the more detailed Area Plan. The vision process was completed in February 2019. The first component established a community vision for nine focus areas, which will be used to inform details of the broader Area Plan as it is completed. Each focus area identified vision priorities, as well as strategies for cultivating opportunities and addressing challenges, which will be integrated into the plan.

A diversity of outreach techniques was used to capture a broad cross-section of what downtown users felt was right and wrong with current conditions and what changes should be prioritized over the next 20 years.

These outreach efforts took place during July through late October 2018, and included an initial community meeting (August 30) that about 120 attended; approximately 400 clip-board surveys

of seasonal visitors, business owners and managers, and residents; and comment forms submitted by meeting attendees and submitted via the project's web page. In addition, a few groups conducted "meetings-in-a box" to provide their comments. Efforts also included outreach to social, fraternal, and non-profit groups to host additional meetings, including Sealaska Heritage Institute, Filipino Community, Inc., and the Historic Resources Advisory Committee. Social media and website updates were open throughout the process for additional comments. Information was also gathered from the Juneau Economic Development Council (JEDC) 2018 Alaska State Legislature Satisfaction Survey and the JEDC 2018 (winter) Business Visitor Satisfaction Survey, and collection of short surveys left in local businesses and public venues.

These outreach efforts solicited comments from as diverse an audience as possible and recorded and shared those results. The best estimate is that input was received from 800 to 900 unique individuals.

Steering Committee

The Steering Committee was appointed by the Planning Commission on October 23, 2018 to guide and inform the Blueprint Downtown Area Plan. The Steering Committee is a dynamic, well-balanced, informed group representing a wide variety of interests including business, personal, environmental, and cultural perspectives, ensuring fairness, transparency and an effective planning process. The steering committee initially meet in January and provided input to the consultants before completion of the visioning process. The committee has been meeting regularly since April. They have established the planning area boundaries, developed sub-areas within the diverse planning area, developed an overall vision statement, endorsed the plan outline/chapters and order to be developed, and completed draft chapters 1 (Introduction) and 7 (Parks & Open Space). Draft chapter 3 (Natural & Historic Context) is expected to be completed at the December meeting. They have also started work on chapter 4 (Transportation, Parking & Infrastructure).

Meetings/Focus Groups

CDD has conducted six focus group meetings thus far and has plans for two additional focus groups. These focus groups include professionals in transportation and infrastructure, natural resources and recreation, human services, business and economic development, history, and culture, and CBJ departments.

Each focus group is asked specific questions regarding their knowledge about an identified topic. Focus group meetings are held in an interactive forum setting where participants were able to speak openly with fellow focus group members. The results of these focus group meetings will be summarized in a report that will be published on the Blueprint Downtown website and will inform the development of the plan.

Timeline

Winter 2019/2020: Staff and Steering Committee continue work on plan development

Late Spring 2020: Public review of the draft plan. The draft plan will be offered to the public for review and comment. The Steering Committee will consider the comments and revise the plan, which will then go to the Planning Commission for review and public process.

Summer 2020: At public hearings, Planning Commission will consider public testimony and make a final recommendation to the Borough Assembly for adoption of the area plan.

All steering committee materials and the visioning report are available on the Blueprint Downtown Juneau webpage.



(907) 586-0715
 CDD_Admin@juneau.org
 www.juneau.org/CDD
 155 S. Seward Street • Juneau, AK 99801

DATE: February 8, 2018
TO: CBJ Assembly and Planning Commission

FROM: Beth McKibben, Planning Manager, AICP
 Jill Maclean, Senior Planner, AICP

SUBJECT: *Blueprint Downtown Juneau*

Beth McKibben
Jill Maclean

The CDD Planning Division recommends creating “*Blueprint Downtown Juneau*”. After considering several options for undertaking a plan for downtown Juneau, we recommend the Blueprint, rather than a traditional area plan, since many plans have been undertaken for downtown Juneau, or include downtown Juneau, since the 1980s. The Blueprint approach differs from a traditional plan in that the history and existing conditions have been well-documented in downtown. What is missing is a community vision of how downtown Juneau should continue to grow and develop, how to harness the opportunities while addressing the challenges, and ensuring that downtown continues to be a place to live, work, and visit. We recommend using the existing plans, and the time and effort that was spent to create them, as the foundation for *Blueprint Downtown Juneau* – an action-oriented strategy to enhance downtown, leverage assets, create placemaking opportunities, update zoning, and develop a community vision for downtown Juneau, built from a dynamic public engagement process.

Blueprint Downtown Juneau

Visioning & Values

The community visioning piece of the Blueprint will focus on identifying common values and priorities necessary to create downtown Juneau for the next 20 years. The community visioning process may include:

1. Intensive public process to develop a long-term vision for sustaining downtown Juneau as the state capital, as an economic driver for Southeast Alaska, and as a cultural, social, and governmental center for the Borough through:
 - a. Steering Committee and focus groups
 - b. Neighborhood walking tours and neighborhood meetings
 - c. Soliciting public engagement through social media and community events – such as the Juneau Maritime Festival– to gather ideas on downtown, and inform the public about other ways to participate and ask questions of CDD etc.
2. Identifying Key Opportunities and Challenges by:
 - a. Involving residents, property owners, business owners, developers, and visitors to identify opportunities and challenges
 - b. Working with the core business district, the residential neighborhoods, and the shoulder areas (Rock Dump and Norway Point) to identify opportunities as a means to extend downtown Juneau, and its user base, encourage more year-

Blueprint Downtown Juneau

February 8, 2018

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round uses, and improve connectivity

- c. Identifying opportunities and challenges may:
 - i. Inform Capital Improvement Projects
 - ii. Include a review of existing zoning

Implementation Strategies for Creative Growth – “Knitting together past initiatives”

Implementation Strategies will focus on synthesizing existing plans related to downtown Juneau, such as:

1. Developing a complete list of action items from each existing plan
2. Engaging the public to determine which actions from existing plans have been completed and which are still outstanding; which actions are still relevant and which are no longer relevant; and to identify the gaps.
 - a. Similar to the Lemon Creek Area Plan, a Work Plan will be developed of the actions, with responsible parties and timeframes for accomplishment.

Zoning for Downtown Juneau

Blueprint Downtown Juneau will include a review of the current zoning that regulates those areas of the downtown that are located outside of the Alternative Development Overlay District (ADOD). This zoning diagnostic will be part of the public outreach process, and may identify areas to update and revise existing zoning regulations and/or identify new zoning that supports the community’s vision for the downtown. The zoning diagnostic may create actions that become part of the Blueprint’s Work Plan. The zoning diagnostic may identify updates to the Comprehensive Plan Land Use Maps in order for proposed zoning to conform to the Comprehensive Plan.

Additionally, the ADOD for downtown Juneau expires August 1, 2019. Staff is engaged in an effort to develop new zoning for the areas located within the overlay. This effort will run concurrent with the *Blueprint Downtown Juneau* planning process. Similar to the zoning diagnostic conducted through the Blueprint, the ADOD process may identify updates to the Comprehensive Plan Land Use Maps in order for the proposed zoning to conform to the Comprehensive Plan. Community Development staff will work together in public outreach efforts to lessen the burden on residents of participating in both of these efforts and ensure that each process informs the other, creating complementary planning and zoning results.

Placemaking

Placemaking is about creating public places that promote people’s health, happiness, and well-being. Placemaking facilitates creating desirable neighborhoods and shaping their surroundings; it leverages a neighborhood’s character. Placemaking may include enhanced pedestrian connections with wayfinding signage, branding neighborhoods by creating gateways, and encouraging festivals or block parties. Placemaking encourages community engagement and activity. Working with downtown organizations, such as JEDC (specifically the Downtown Coordinator) the Main Street Program, the Downtown Business Association, the Downtown Improvement Group, and other neighborhood groups, residents, and businesses (permanent and seasonal) will be critical to the success of any placemaking initiatives

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February 8, 2018

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Timeframe and Deliverables

Blueprint Downtown Juneau requires approximately 18 to 24 months to complete. *Blueprint Downtown Juneau* will consist of:

1. Community Vision for Downtown Juneau 2040
2. Implementation Strategy
 - a. Actions and Policies
 - b. Key Challenges and Opportunities
 - c. Capital Improvement Projects
 - d. Proposed Zoning Revisions/Updates
 - e. Work Plan identifying Actions, Responsible Parties, Timeframes (similar to the Lemon Creek Area Plan)
 - f. Comprehensive Plan updates (potentially)

Staff is enthusiastic to undertake *Blueprint Downtown Juneau*, and your input into the process is appreciated. We look forward to working with the Assembly and the Planning Commission to bring this effort to completion.



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