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

February 26, 2018, 7:00 PM.
Municipal Building - Assembly Chambers

Assembly Work Session - No Public Comment - Meeting will start at 7 pm or immediately follow the Special Assembly Meeting, which starts at 5:30 p.m.

I. ROLL CALL

Chairman Nankervis called the meeting to order at 6:40pm.

Assemblymembers Present: Deputy Mayor Jerry Nankervis, Mary Becker, Jesse Kiehl, Loren Jones, Maria Gladziszewski, Rob Edwardson, Beth Weldon (telephonic), and Norton Gregory (telephonic)

Assemblymembers absent: Mayor Ken Koelsch

Staff present: Deputy Manager Mila Cosgrove, Assistant City Attorney Robert Palmer, Acting Clerk Beth McEwen, Finance Director Bob Bartholomew, Parks and Recreation Director Kirk Duncan; and Assistant Attorney Emily Wright

II. APPROVAL OF AGENDA

There being no changes, the agenda was approved as presented.

III. APPROVAL OF MINUTES

A. February 5, 2018 Committee of the Whole Meeting

B. February 13, 2018 Committee of the Whole Minutes

MOTION by Ms. Becker to approve the minutes of the February 5 and February 13, 2018 Assembly Committee of the Whole meetings and asked for unanimous consent. *Hearing no objection, the minutes were approved.*

IV. AGENDA TOPICS

A. National Council on Alcoholism and Drug Dependence (NCADD) Opioid Grant

Mr. Riley Neff Warner the Opioid Misuse Prevention Coordinator with JAMHI-Alaska Partnerships for Success gave a presentation on the status of opioid abuse in Juneau and the collaborative efforts by agencies working on the issue at the local and statewide levels.

The Alaska Opioid Policy Task Force recommended following a five step strategic prevention framework of Assessment, Capacity, Planning, Implementation, and Evaluation. They recommended focusing on 12-25 year old age group as they were identified as the majority of opioid users seeking treatment.

The Juneau Opioid Work group meets monthly at Juneau Public Health Center and consists of a coalition with partners including Juneau Police Department, State of Alaska Dept. of Public Safety, Central Council Tlingit & Haida Indian Tribes of Alaska (CCTHITA), Southeast Alaska Regional

Health Consortium (SERHC), Gastineau Human Services (GHS), and Juneau Alliance for Mental Health Inc. (JAMHI).

He explained the relevance of the situation here in Juneau and their focus on not only preventing loss of life but also addressing issues relating to diseases such as an explosion of Hepatitis C and neo-natal abstinence syndrome (NAS). He mentioned the increase in deaths in Juneau and also the increase of property crimes and other related burdens that face the Juneau Police Department as a result of the opioid epidemic. This is a multi-generational issue and their coalition has been talking about building a framework to prevent this from continuing.

He also explained the strategies they are working on including a prescription disposal bag program and information kits, a prescriber's pledge taken by medical providers, enhancement and promotion of medication assisted treatment (MAT), and a variety of other strategies using CDC guidelines, online and other resources.

Mr.Warner said they were requesting CBJ provide a liaison to the Juneau Opioid Work Group and would especially like to see an Assembly liaison involved. They would like to see CBJ be a champion for this cause.

Assemblymembers had a wide variety of questions for Mr. Warner regarding the statistics he provided, the grant funding for the Alaska task force and the coalition work as well as the extent that CBJ (police, BRH, EMTs, RRC, and the schools) is already involved in this work.

Mr. Warner explained the roles that CBJ departments have held with the coalition including the involvement of JPD and RRC. The staff from those departments also provide the coalition with updates on the services they provide. He said the coalition would welcome Assembly participation and there is no limit to who could or should come to the monthly meetings.

Ms. Gladziszewski asked how they measure success and how they will evaluate whether or not what they are doing is effective.

Mr. Warner explained that part of their five step process includes evaluation and recalibration and realignment of the program depending on the metrics and outcomes.

Mr. Nankervis asked as part of the baseline data for the doctors mentioned, if they would be trying to come up with a live number of currently addicted persons in Juneau?

Mr. Warner said that is not part of their target as it is a very difficult number to get. He said they are working from the base of knowledge that there is a substantial problem, and they would like to get a framework in place that works for this epidemic, so a similar approach can be used for any future needs.

Mr. Nankervis said that with respect to the request relating to an Assembly liaison, he suggested Mr. Warner send a notice of the meetings to the BoroughAssembly@juneau.org email address and anyone interested with time available, might attend. Ms. Cosgrove also asked Mr. Warner to notify the Manager's office and specifically if there are particular staff who should be made aware of the meetings.

B. **Centennial Hall Governance**

Ms. Cosgrove noted the memo in the packet regarding the possibility of entering into a management agreement with Juneau Arts and Humanities Council (JAHC) staff to take over the roll of managing Centennial Hall. This topic was discussed at the December 4, 2017 Committee of the Whole meeting and there have been discussions about this possibility. At that meeting, they were looking for a basic thumbs up or thumbs down on this concept. At that meeting, staff was given a "yellow light" to look into this further and try to flesh out that idea a little bit more. That is the purpose for this presentation to provide additional detail to the Assembly.

Ms. Cosgrove said that they think entering into this agreement would be beneficial to CBJ for a variety of different reasons as well as benefits to the JAHC. Some of the expected results included:

- Fiscal - this could potentially be a cost savings or cost neutral proposal.
- Operational - joint management of Centennial Hall and JACC has the potential of providing a more efficient use of space and use of multiple buildings by user groups
- Economic Development - it is hoped that this would provide for additional economic opportunities relating to arts and cultural events as well as a travel destination for larger conventions and meetings.
- Regarding operational agreement options between a lease or management agreement, they finally arrived at recommendation to go with a management agreement rather than a lease.

Ms. Cosgrove noted the main differences between the choice of the JAHC leasing the facility or entering into a management agreement has to do with control and liability. She said a management agreement gives CBJ a little more control of what happens and CBJ still retains a little more liability than if they just lease the facility all together. She said they've worked with Finance and Law to determine whether or not this would be eligible for a sole source exemption in the procurement process.

Ms. Cosgrove said with respect to the personnel issues, Centennial Hall currently employs 6 benefited employees and 9 non-benefited employees. This move would likely cause a termination study to be done. She mentioned that all the current employees are in PERS Tier 4 which are defined contribution rather than defined benefits. She said she isn't quite certain how all of this gets triggered in the PERS program and it has been difficult to get a truly informed decision from PERS about it. With respect to the impact on current staff, she would hope to be able to absorb them into our current CBJ employment pool and if that was not possible, then possibly JAHC would be able to take them on under their framework. If all of that failed, it would go through the layoff procedures but they are hoping to avoid that if at all possible.

In addition to staffing impacts, there are physical plant budget impacts. The intent is for this to be cost neutral or cost savings agreement. Centennial Hall does currently pay into the full cost allocation equation on both the building maintenance side and also to Parks and Recreation administrative functions, as well as HR, Law, and Finance departments. Those pieces would have to be cared for, and while not all of that would go away under a management agreement, it would lessen as they moved forward.

She said they are now looking for the Assembly to give staff some policy direction on how they wish to move forward. She said staff has looked at this and they believe it makes sense but that the proof would be in the final management agreement. She thinks they can arrive at a place that is in the best interest of the city. Along those lines, there is an attachment in the packet that lays out some high level conceptual pieces of what they might include in a management agreement. She noted that packet also contains FY17/FY18 Centennial Hall budget documents.

Mr. Nankervis asked if Ms. Cosgrove had anyone in the audience she wanted to bring forward to help field comments and questions. Ms. Cosgrove stated that there were a number of JAHC members present as well as JAHC Executive Director Nancy DeCherney.

Ms. DeCherney came forward to answer questions from the committee.

Ms. Gladziszewski said she feel this is a good idea but she noted that it is outside of the main mission of the JAHC and asked Ms. DeCherney to provide an assessment of their enthusiasm for taking on building management.

Ms. DeCherney said that it is not unusual for local arts agencies, which this council is, to run facilities for communities. They have gotten this far in the process because she does feel that the JAHC could do a good job with Centennial Hall and manage it for the benefit of the whole community. She realizes it is a lot more work to do and would be an interesting challenge. They are presently working on building a larger building so she feels this would fit in with that process.

Mr. Edwardson asked what they would plan to do with Centennial Hall differently than what is currently being done right now.

Ms. DeCherney said that the current set up for Centennial Hall is somewhat limited by CBJ restrictions. She said that she feels the JAHC would be able to provide additional flexibility to the community and offering of community services. An example of this would be with respect to hiring an extra person if necessary as the CBJ hiring procedures are a little more involved and time consuming.

Mr. Jones had a number of questions. He said this is a different model than that used for enterprise boards. There is very little mention in the documents relating to revenues and he would like to see additional details as to how the revenues may or may not go to the JAHC. It does mention that there is a goal to reduce general fund support. He then went through some of the ups and downs of the previous years' budgets, and said he would like to see a proposed budget on how JAHC might take this budget and make it their own including personnel services and benefits before he was comfortable in wanting to march ahead with this. One crucial question that he had was if there was any way to have a management contract that didn't require all employees to be JAHC employees.

Ms. Cosgrove stated that the short answer is no but that the reason that answer is no is because they have not gotten into the fine details of the financial negotiations yet so they don't have a draft management agreement ready to go. That takes a lot of staff time and resources to do that and they want to know for sure that the Assembly is OK with them going down that path before they get into those details. It does not mean those things are off the table, it just means that they have not finalized what that would specifically look like.

Mr. Jones mentioned concern that they hear lots of comments during budget time regarding the city "subsidizing" Eaglecrest, the pools and the Treadwell Arena. And while he doesn't agree with the arguments as the Assembly and community value those services to the community, he noted that those arguments are likely to also come up when they begin speaking about subsidizing Centennial Hall. He said with respect to the lease vs. a management agreement, he has a lot more questions before he would be comfortable with the proposal.

Ms. Becker said her concern is focused on the personnel issues and what the difference would be between a new JACC employee vs. CBJ staff currently employed by Centennial Hall.

Ms. Cosgrove said that the easy answer is that they would no longer be CBJ employees. As to whether or not they would be full time/benefittd employees, that would be up to JAHC. There may be some duplication of staff or not.

Ms. DeCherney noted that they don't currently have those answers as they will not be putting a budget together until she knows whether or not they are moving forward on this. Presently, JAHC staff do not have as good of benefits as CBJ employees. Some benefits the JAHC staff enjoy that CBJ does not is they let people bring their dogs to work with them and they have a certain amount of flexibility with things such as time off. They do not have the staff level that would be necessary to run both facilities at this time. If they did enter into this agreement, they would be able to offer more people more full time positions. Currently the JACC has 4 full time and 9 part time employees. Some events, such as the wearable arts event, required them to hire out of town staff for lighting, staging, etc...

Additional discussion took place relating to PERS and retirement benefits.

Ms. Becker asked how this might change how the Hotel Tax is redistributed and used when Centennial Hall is no longer a CBJ run facility.

Ms. Cosgrove explained that the Hotel Tax is divided into sevenths and a portion of it does go directly to Travel Juneau. She noted on page 41 of the packet that Travel Juneau allocation used to all be included in with Centennial Hall and now it is separated out as an Assembly grant. Although they have not yet finalized arrangements, she would assume the remainder of that would still be available for the running of Centennial Hall. Whether that is done through a management fee type of arrangement or through an Assembly grant, that would still need to be worked out. Using very rough numbers, Centennial Hall operations are currently paid using approximately 60% Hotel Tax funding with some General Fund money and approximately 40% of revenues through rentals, leases, and charges for services. She said part of the goal, getting back to Mr. Jones' questions, they would hope that balance would shift. That the two facilities being managed more closely together might actually generate more on the revenue side because overall they would be able to create more ability to rent the space a greater percentage of the time. The goal is to get it in use more than it is now.

Ms. Weldon asked Ms. DeCherney to comment on whether the JAHC feels a management agreement vs. a lease is the best way to go. She also asked Ms. DeCherney if management by JAHC would potentially lift some of the current Centennial Hall restrictions on outside food coming in.

Ms. DeCherney said she didn't feel she could answer the first question as it is still something they are working towards. She said with regard to the food service question, she is a food service person and she has similar concerns that Centennial Hall has with respect to food service. She also feels that the Arts Council has run the JACC in a way that has been welcoming and successful. She said that one of the things that has been mentioned is that there is an advisory group that would get together and she hopes that group will have discussions relating to what does and doesn't work in the facilities so they are meeting people's needs successfully.

Mr. Edwardson said the proposal suggests they hope to raise more revenues through this plan, he asked how frequently the JACC is currently rented out now.

Ms. DeCherney said that the JACC is rented pretty frequently. She noted that because they are a non-profit, they can do fundraising that the city cannot go out for. The JACC is busy almost every day even on Sunday's when they are closed and they often have simultaneous user groups using one or more parts of the facility at any given time.

Mr. Kiehl asked about the full cost allocation numbers as they relate to Centennial Hall. Ms. Cosgrove said she would have to get back to them on the numbers for the full cost allocation since it was not in the budget documentation provided in the packet.

Mr. Kiehl noted there had previously been discussions among Willoughby District facilities groups and he noted that Travel Juneau has been part of this discussion and asked if KTOO or Elizabeth Peratrovich Hall entities were also included in these discussions. Ms. Cosgrove said that while Travel Juneau has been part of those discussions, the other Willougby District entities have not been. He suggested they may want to reach out to those other groups as well about this proposal.

Mr. Kiehl asked Mr. Palmer to comment on the risk management issues involved in a management agreement vs. a lease and how it works. Mr. Palmer noted that this is still in the high level of talks at this time and that the devil would be in the details. On a risk spectrum, CBJ's current ownership and management of Centennial Hall being run by CBJ staff is one end of the spectrum with the highest level of risk, a lease of the facility to another entity would be the lowest end of the risk spectrum. He said a management agreement would fall on the spectrum somewhere in the middle of the two. Those details would have to be worked out once they have been given a green light from the Assembly to proceed further.

Mr. Kiehl's final concern related to the scheduling priorities of the hall and the flexibility to respond to community needs as they arise. He noted that one of the functions of Centennial Hall is to serve as an emergency relief center/shelter and asked how they envision that working as part of this concept.

Ms. Cosgrove pointed to page 2 of conceptual mutual agreement which states the priorities of use as follows:

1. Emergency Use
2. Legislature & Governor
3. Full day, multi day events
4. Full day, single day events

Mr. Jones said he has additional questions regarding the physical plant impact, the sales tax monies and timing of the CIP projects for scheduled repairs and that would need to be addressed significantly. He disagrees with the common conception that non-profits can do more and better for less money. He said that most of those non-profits get their funding from government and that it is essentially paying less for similar services and not always to the benefit of the community. He said there is no reason we can't be effective as government operations and non-profits are not a panacea.

Mr. Edwardson asked Ms. Cosgrove for confirmation that the Assembly did not ask for this and he asked if the Manager has a recommendation on where to go from here. Ms. Cosgrove said they are looking for a thumbs up or thumbs down policy level decision by the Assembly. If they support it, staff will move forward and work on a management agreement and if the Assembly is not interested in this policy change, they will not move forward on this.

Mr. Jones said he was not sure if he is ready to make a decision on thumbs up or thumbs down at this time. He would like to get public input before the Assembly tells the manager which way they should proceed and he would like to see further public process/input on the idea.

Ms. Becker said she was in agreement with Mr. Jones and still has many questions and isn't yet ready to give it a thumbs up/thumbs down at this time.

Mr. Nankervis asked how this management agreement might compare to the turf building (Dimond Park Field House). Ms. Cosgrove noted that it is a bit different, the turf building is owned by a non-profit and is currently under a management agreement under which Eaglecrest manages the contract to provide staffing resources. She did say this may be somewhat comparable to the Gastineau Human Services or the Care-A-Van management agreements.

Mr. Nankervis said he shares Mr. Jones' concerns that this needs to have public comment and he would suggest referring this to a committee to allow for further discussion and an opportunity for public comment.

Ms. Weldon said, having been a renter for both facilities, that she is excited by the idea and would like to see this move forward and also open it up for public comment.

Ms. Gladziszewski said the COW is a committee and they could take public comments here if they wished. She noted with respect to Mr. Edwardson's comment that this did not come from the Assembly, that this did in fact come from the Assembly. The Assemblyr brought up the issue of the running of Centennial Hall and asked the Manager's office to come up with a solution and this process is a result of that. She said she understands there is a lot more work to be done to flesh it out and she said that there is a little bit more information needed, as opposed to the in depth detail. She agrees that it is something they can move slowly down this path and get a little more information so the public can respond to the concept.

Mr. Kiehl said he is excited by the concept and the opportunity. His question would be for staff about whether there is an intermediate step that could be done along the path rather than going out to solicit public comment on a vague concept.

Ms. Cosgrove said she agrees that it would be valuable to have public comment on this concept. She said, where the Assembly takes that comment is up to the Assembly. They could referred it back to the Public Works and Facilities Committee (PWFC) or decide to take public comment at a COW meeting or even add it to an Assembly agenda. As to what the public will be commenting upon and the information they need before they have that opportunity, she didn't feel a fleshed out management is necessary but just the high level concept should be fine. She said that while they take the public comment route, staff could continue to work with JAHC to develop the management agreement and work out some of the details. At the end of the day, there is a body of work that no one will want to tackle until they receive a robust thumbs up from the Assembly. She said, if they are anticipating this being effective with the beginning of the fiscal year, having that public comment and getting those thumbs up on a timely basis would be important. With that in mind, she would like to get some direction from the Assembly as to where they want this to go next.

Additional discussion took place regarding which committee it would go to and what potential dates and times to hold public comment on this.

It was suggested that this might be best to be scheduled for a PWFC meeting on March 19 swapping time slots with the Lands Committee to allow for public testimony in the evening. Mr. Jones suggested they frame the message to request for public comment specifically relating to this topic. Mr. Edwardson said he would also like to see an outreach effort from JAHC and CBJ staff to those groups who are normal users of the JAHC and Centennial Hall.

Mr. Nankervis asked if the Assembly was comfortable with staff moving forward on this in the meantime and hearing no objection, he said it would move forward accordingly.

C. **Public Safety Task Force Recommendations**

Ms. Cosgrove noted that the final report from Mayor's Task Force on Public Safety was provided as a Red Folder item. She said the intent for this meeting was to provide this as informational with substantive comments to follow-up at a future meeting. She then turned it over to Mr. Nankervis who was the Chair of the Task Force for additional comments.

Mr. Nankervis extended his thanks to all the members of the task force: David Campbell from JPD; Sherri Layne and Emily Wright from the Law Department; Don Habeger Community Coordinator for the Juneau Reentry Coalition; Bradley Grigg, Chief Behavioral Health Officers from BRH; Terry Goff, General Manager at Safeway; Angie Kemp, District Attorney; and Deputy Manager Mila Cosgrove as the staff liaison.

He said they held about 10 meetings and covered a wide range of topics and the challenge was to try to stay on task. He said this is primarily just information today as the Mayor just received the final draft today and since he was the one to form the task force and isn't at this meeting, any follow-up should be scheduled for a future meeting.

He said that respect to the work of the task force, the topic of Recruitment & Retention of Police Officers took up a lot of the committee's time even though it only takes up one paragraph of the report. They also talked about a misdemeanant probation officer at length. He said that might come to fruition.

They discussed additional support in the District Attorney's (DA's) office which they didn't limit to just one thing such as just a clerk or just an attorney, there was also discussion about an investigator. Many states employ an investigator in the DA's office and that frees up a lot of law enforcement time. The DA gets with their investigator and says this is what is needed to be followed up and their office does all the follow-up and then the officers are not continually being pulled back in the case. We have not had an investigator in the 30 years that Mr. Nankervis has been in Juneau. That is something that they do in other states and it is a very valuable tool. He said that Ms. Kemp did not want to get that specific so anything we could get here would be a benefit.

They also talked quite a bit about treatment and diversion and had many great presentations on it by people who know quite a bit about that subject. He said there is so much going on in that arena that you could get lost in that for a very long time. He said they just wanted to condense it to a few things and then bring it back to the Assembly.

They discussed legislation and when they first started the group, that was when SB91 was in place. Then SB54 came along and the body decided to let SB54 work a little while before they took a position on what should be done as a result of that. In the meantime, they will keep an eye on all the legislation relating to public safety issues.

He said they also talked about security cameras and that was the issue that received the most public comment. They didn't actually receive public comment through the usual methods such as testimony at meetings, but rather, this was a topic that people would stop him to talk and say that they felt it would be great to implement security cameras. While he has some reservations about security cameras, the task force wanted it included. He said that if CBJ does go down that road, it may spark some hearty debate with possibly the ACLU and definitely with the Law Department. JPD was very concerned about how those systems would be, whether it would be a passive/unmanned system or not and where that would go. He said there are already some cameras in place at locations such as the docks, the airport and other locations. It is likely to engender quite a bit of debate if the issue of security cameras moves forward.

He said that overall, the task force did a great job and he appreciated Ms. Cosgrove's support. They had regular public attendance at meetings and providing input. Mr. Jones and others were consistently in attendance and provided valuable input as well.

Mr. Nankervis said that he had received word from the Mayor just before the meeting that he was not feeling well so would not be at this meeting and they did not have any opportunity to discuss the final report since it just came out earlier in the day.

He wanted to be sure the Assembly had a chance to see it and would bring this back for further discussion at a future meeting. They didn't pursue the budgetary details at this level but that could be something they can pursue if the Assembly did want to look further at any portions of the task forces recommendations.

Mr. Jones said that when he attended the meetings, there had been some discussion about the additional funding for a position in the district attorney's office. He said the governor has put in his proposed state budget some additional funding for more staff in the district attorney's office. Mr. Jones asked if we have requested that our CBJ lobbyist to follow and that track that topic or not. He said depending on where that was in the process, if this is something we can write a letter in support of or ask our lobbyist right away to keep on top of, that would keep it from being delayed if this task reports recommendations are to be postponed to a future committee meeting.

Mr. Nankervis said that he can't speak about where that budgetary legislation is in the legislature, but that it looked like the funding the governor was proposing for the DA's office was for one position for Southeast. He said it would not necessarily be for a position in Juneau.

Mr. Kiehl noted that the House is closing out budget subcommittees now and the Department of Law budget subcommittee did fund the Governor's request for prosecutor resources. He said that is step one of four.

V. ADJOURNMENT

There being no further business to come before the committee, the meeting was adjourned at 8:18 p.m.