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

December 4, 2017, 6:00 PM.
Municipal Building - Assembly Chambers

Assembly Work Session - No public testimony heard

I. ROLL CALL

II. APPROVAL OF AGENDA

III. APPROVAL OF MINUTES

A. **November 20, 2017 Committee of the Whole Minutes**

IV. AGENDA TOPICS

A. **Travel Juneau Update**

B. **Docks and Harbors Urban Design Plan**

C. **Lemon Creek Neighborhood Plan**

The full draft Lemon Creek Area Plan can be found at http://www.juneau.org/lemoncreekplan/

D. **Centennial Hall Management Update**

E. **Annexation**

F. **Energy Strategy**

The draft Juneau Renewable Energy Strategy can be found here: www.juneau.org/sustainability/energy_plan.php

The intent is that the COW take action on this at a future meeting.

V. ADJOURNMENT

ADA accommodations available upon request: Please contact the Clerk's office 72 hours prior to any meeting so arrangements can be made to have a sign language interpreter present or an audiotape containing the Assembly's agenda made available. The Clerk's office telephone number is 586-5278, TDD 586-5351, e-mail: city.clerk@juneau.org

ASSEMBLY STANDING COMMITTEE
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THE CITY AND BOROUGH OF JUNEAU, ALASKA

November 20, 2017, 6:00 PM.
Municipal Building - Assembly Chambers

Assembly Work Session - No public testimony heard

I. ROLL CALL

Mayor Ken Koelsch called the meeting to order at 6:00 p.m. in the Assembly Chambers.

Assemblymembers Present: Mary Becker, Rob Edwardson, Maria Gladziszewski, Norton Gregory, Loren Jones, Jesse Kiehl, Ken Koelsch, and Beth Weldon.

Assemblymembers Absent: Jerry Nankervis.

Staff present: Rorie Watt, City Manager; Mila Cosgrove, Deputy City Manager; Laurie Sica, Municipal Clerk; Roger Healy, Engineering and Public Works Director; John Bohan, Chief CIP Engineer; Bob Bartholomew, Finance Director; Rob Steedle, Community Development Director; Tom Mattice, Emergency Programs Manager; Beth McKibben, Planning Manager; Jill Maclean, Senior Planner; Allison Eddins, Planner I; Michele Elfers, Chief Landscape Architect; Julie Jackson, Aquatics Manager; Sonia Del Gado, Accountant II.

II. APPROVAL OF AGENDA

Hearing no objection, the agenda was approved as presented.

III. APPROVAL OF MINUTES

A. August 10, 2017 Committee of the Whole Minutes

Hearing no objection, the minutes of the August 10, 2017 Committee of the Whole meeting were approved.

B. October 23, 2017 Committee of the Whole Minutes

Hearing no objection, the minutes of the October 23, 2017 Committee of the Whole meeting were approved.

IV. AGENDA TOPICS

A. Pools Governance

Max Mertz, Chair of the Aquatics Board, Ritchie Dorrier, Pat Watt, and Tom Rutecki were present to provide information to the Assembly COW. He spoke about the pending termination of the Board in May 2018. They do not believe the work of the board is complete and they are attempting to define the future of the board.

Mr. Mertz discussed the memo from the board, "Juneau Swimming Pools Managemenet Alternatives Analysis." Preliminary alternatives include:

Option A: No Action

- The Assembly takes no action and the Aquatics Board is automatically repealed on May 28, 2018 and management reverts to the City Manager.

Options B: No Change/Extend the Term of the Existing Pool Board

- Option B1: Retain the feature of having the Aquatics Board and the City Manager jointly supervise the Parks Director in his/her capacity overseeing the Aquatics programs.
- Option B2: The Parks Director solely is supervised by the Aquatics Board in his/her capacity of overseeing the Aquatics programs.

Option C: More Fully Empowered Aquatics Board

- Option C1: Retain the features of the existing Aquatics Board but with the addition of hiring and supervision authority over the Aquatics Manager.
- Option C2: The Aquatics Board has hiring and supervision authority over the Aquatics Manager. The Board is expanded to possibly include the Parks and Recreation Director, the School District Liaison, and a representative of Glacier Swim Club as voting members.

Option D: Contract with an Outside Entity to Manage the Pools

- Option D1: Identify Existing Nonprofits to Manage the Pool
- Option D2: Create a New Local Nonprofit
- .Option D3: Create a Local Branch of the Alaska YMCA

Option E: Aquatics Board Merges with Other Recreational Facilities

- This is outside the purview of the Aquatics Board, so it is not in a position to evaluation this option.

Mr. Mertz said the board anticipates reporting back to the Assembly in March with a plan and said he would entertain questions from the Assembly to gain feedback.

Mr. Jones appreciated the report to the COW. Mr. Jones said he would leave all proposed options on the table.

Mr. Gregory said option A, the "no action" option, was curious and asked Mr. Watt for his thoughts. Mr. Watt said no action might be a viable alternative but it was worth looking at all options. Three years ago the aquatics community was not satisfied with the management of the pools. It was premature to think of a no action alternative until exploring the other options. When the Assembly created the Aquatics Board, it was done with a "wrinkle" of joint supervision of the Parks and Recreation Director by the board and the manager for the operations at the pool.

Mayor Koelsch asked how the options would be fleshed out. Mr. Mertz said the board has been considering these ideas for several months. Option D would require the heaviest lifting, so they have been gathering more information and looking at a financial model and there was still work to be done. We hope that we will have answers on that by February. Option C also needs more research. We will reach out to the public and protect all interests.

Ms. Weldon asked if Option A could be deleted from the list. Mr. Watt said it should be left on for consideration. We know more about that option than Option D. Ms. Weldon asked Mr. Mertz if he felt any option was not viable. Mr. Mertz said there are more challenges to D1 and D2 than D3. We have learned more about the YMCA management of pools and it is a model, but it would take a lot of work to start a non-profit from scratch.

Mr. Gregory said Option D3 has merit and he was curious about what had been learned so far. Mr. Mertz said the board has met with the YMCA and reviewed operating agreements with other communities. They have the ability to do the programming and administration of the pools. He said the YMCA seems to be very flexible and the agreements they have with other communities seemed wide, and based on the communities needs.

Mr. Gregory said there may be another option - the Aquatics Board remains in tact and the YMCA manages the pool. Mr. Mertz said that the YMCA structure is similar to that and CBJ would be a satellite to the Anchorage organization with a local board. Mr. Watt said it is his recommendation to have organized community input for whatever option taken.

Ms. Gladziszewski said the memo offered a good process. D1 and D2 seem the most logical to her.

Ms. Weldon asked about public process. Mr. Mertz said they felt that they would have sufficient information by early January and within the existing twice a month meeting they would expand the opportunity for presentation and public comment from mid- late January through February with 3-4 public meetings, and then preliminary recommendations to the Assembly.

Ms. Weldon said this is an aggressive time schedule. Mr. Mertz said he anticipated a 12-month window to fully develop would be needed to fully develop the plan.

B. **RecycleWorks Update**

Michele Elfers spoke about recent public process regarding the RecycleWorks program. When she last spoke to the COW in the spring 2017, expenditures were higher than the revenues and this was discussed, along with possible program relocation. We discussed this at the Lands Committee and the Finance Committee. We requested $2 Million in the 1% sales tax ballot measure. We have gone out with two contracts for junk vehicles and household hazardous waste and have been able to lower our costs in both to some extent. There will be some staff changes in spring that will also bring the costs down. The voters approved the sales tax measure and this has been included in our modeling. Another issue is that China is the biggest importer of recycled materials and has tightened their regulations regarding accepted materials, reducing the level of contamination. Waste Management will start charging for plastic 1 and 2 and mixed paper, which is a hit to the budget. The CBJ sponsored program is source separated, which provides a less contaminated product. We will receive the highest value that we can on our products, but we will increase education about how to recycle. She did not see the ability to recycle going away based on China's policies, but did foresee tighter regulations.

Mr. Gregory asked if there is advantage to only recycling aluminum separately from everything else. Ms. Elfers said that aluminum is the highest value, and cardboard also brings good value, less with plastic and tin. Ms. Elfers discussed the two different programs - the CBJ source separation, and Waste Connection - a private company doing co-mingled recycling.

Ms. Gladziszewski asked about the relative use of both. Ms. Elfers said CBJ has taken in 1700 tons of source separated material and estimate 700 tons taken in by the co-mingled program. The CBJ program has increased, despite the co-mingled program being offered. We have hit capacity on our facility and budget.

Mr. Gregory asked how to incentivize the most valuable material. Ms. Elfers said the future seems to be in the drop box program to increase the convenience. They are popular but are at capacity, and that is the route to increase the program.

Ms. Weldon asked about doubling the billing and if there was any consideration for people who purchase the co-mingled service. Ms. Elfers did not have an answer for that as the co-mingled program was private. CBJ is helping that program by running their materials through the CBJ owned baler and they are not paying for that. She would be surprised if they are making money on the program, but it is reducing volume at the landfill.

Mr. Kiehl asked if CBJ employees / vehicles empty the drop boxes and Ms. Elfers said yes. She said the facilty at the landfill had structural issues. She explained the operation and the restrictions on operations between CBJ commercial / private uses.

Mr. Gregory asked if there is a way to change the community's recycling habits to make this more profitable, considering that some are paying for recycling twice, including the private co-mingled and public source separated services. Ms. Elfers said the value is in source separation, no one is sure about co-mingled. The cleaner the product the more valuable. She did not discourage co-mingling, which goes to a "MERF" for processing.

Ms. Elfers proceeded with her prepared presentation. Staff is proposing an increase in user rates and she outlined the potential rate increases. There are many commercial users but few commercial permits and current operations are being greatly supported by residential users, in addition to the motor vehicle registration fees.

Mr. Gregory asked why there are two different options and asked how to get to one option for recycling as there are duplicate efforts. Ms. Elfers said the CBJ program began in the early 2000's and it was the only program. In 2012 a private company started curbside co-mingled pickup. She would not suggest moving to co-mingled with the uncertainty in the market. She understands the difficulty of paying two rates, but the source separation is popular, used, and people choose to use the co-mingled service. Moving to one option is likely for the future and there is opportunity for partnerships with Waste Connections. CBJ can't regulate commercial vs. residential at the drop boxes.

Mr. Watt said CBJ explored mandatory garbage pickup, which was not popular. It is difficult to blend the CBJ service with the market-offered service. The key is that Waste Connections provides a service for a fee and people can choose to participate. The service provide by CBJ is popular but no one is forced to use it.

Mr. Edwardson asked if the idea is to have the commercial service become mandatory. Ms. Elfers said she is proposing that commercial users be charged a fee on their utility bills similar to how residences are now charged. Mr. Edwardson asked about the types of commercial entities. Ms. Elfers said there are now about 700 commercial utility accounts and they generate materials. The biggest product is cardboard.

Mr. Kiehl asked if CBJ charges for use of the baler and she said no, which costs CBJ about $.5 million. Mr. Kiehl said there are more types of plastic accepted by the co-mingling, in addition to convenience. He asked how recycling could be charged fairly on a commercial utility bill. Ms. Elfers said the $100 fee could be charged to all commercial entities and if the user was over a specific tonnage, that charge could be done in a different way. Those heavy users are easily identified.

She spoke about relocating the recyclable collection site. The CMI property on Anka St. is a good potential site, with a large lot, some pavement and existing structures. A pilot composting program could be started and Skookum vehicle recycling is contracted with CBJ for ten years and is adjacent to the property. Other properties have been considered. She spoke about landfill diversion goals that can potentially be achieved with increased recycling, with increased capacity, facilities and budget. 50% waste diversion would extend the life of the landfill by ten years. CBJ does not own the landfill, but we still are responsible for waste and biosolid waste. Composting of organic matter is a large part of the waste stream.

Mr. Gregory said it would be beneficial to increase the number of people recycling and how can this be incentivized, and to incentivize sorted recycling. Ms. Elfers was not sure about how many people are recycling. Convenient access to recycling is the largest incentive.

Mr. Edwardson asked if the revenue from sale of the lots was designated for recycling or could it go for any other program. Mr. Watt said the sale of land would go to the lands fund for use by the Assembly for any program. Ms. Elfers said the water department and haz-mat site property has been sought by the Alaskan Brewery for their expansion. Mr. Edwardson asked if the sale could be over the counter and not competitive. Ms. Elfers said that the Assembly can authorize the manager to negotiate a sale directly.

Mr. Kiehl asked about a location to stockpile recyclables to wait for the fluctuating recyclable market. Ms. Elfers said plastic 3-7 have no value in the market now, which is why CBJ does not accept them. There is a lot of space on the CMI property for storage of materials.

Mr. Gregory asked about relocation of the recycling program. Ms. Elfers said the baler would be relocated and some electrical work would be needed. Some type of additional structure would be needed and it could be similar to the tented salt storage structure at the public works facility. Mr. Watt said there is also a cost to not moving, as the current storage at the landfill is failing, and CBJ would need to cooperate with the private entity on investment in a new facility. Ms. Elfers spoke about the current contract with the landfill.

Mr. Edwardson said he would like to see a fiscal note - a spreadsheet that outlined all the costs and revenues that explained the options. We are extrapolating information from the presentation.

MOTION, by Jones, to direct staff to draft an ordinance to authorize rate increases and negotiate the purchase of the Anka Street property.

Mr. Edwardson objected. He said he would like more organized information on the subject of the vote.

Ms. Gladziszewski appreciated Mr. Edwardson's comment and said that could be forthcoming during the work on the ordinance.

Mr. Jones said he had sat through many presentations on this topic and was comfortable moving forward in a timely manner.

Mr. Edwardson said that it would be illustrative for the public to see a fiscal note on this matter.

Mr. Kiehl supported the motion and said there would be more opportunities to analyze and discuss the matter.

Mayor Koelsch asked how the $2 million voter approval factored into this equation. Ms. Elfers said that would supplement the user rates to avoid more rate increases.

Roll call:
Aye: Becker, Gladziszewski, Gregory, Jones, Kiehl, Weldon, Koelsch
Nay: Edwardson
Motion passed, 7 ayes, 1 nay.

C. **Lemon Creek Neighborhood Area Plan**

Ms. Maclean said spoke about the origins of the plan, the public process and the outcomes of the plan, in a similar manner that she had reported to the Planning Commission. She acknowledged the work of steering committee members, including:

Stephen Johnson, Chair
Michael Lukshin, Vice-Chair
Tom Chard
Daniel Collison
Wayne Coogan
Sandra Coon
Susan Erben
Dave Hanna
Mark Pusich
Patrick Quigley
Michael Short
Paul Voelckers, Planning Commission Liaison

Community Development Department (CDD) staff conducted focus group meetings, met with the steering committee in public meetings, and the steering committee considered information from the focus groups and an open house. She said this is a 20-year plan for development of the Lemon Creek area, including the area of from Vanderbilt Creek to Fred Meyer, incorporating Sunny Point and back into Hidden Valley. With the closure of Walmart, Fred Meyer area was included as the major shopping area for consideration of transportation issues. She displayed an area plan from

MRV Architects and Skye Stekoll with CBJ Engineering. She noted major themes of the plan heard from the public and listed priority actions from the steering committee. The plan conforms with the Comprehensive Plan Maps and the plan is anticipated to be adopted as a part of the Comprehensive Plan. Items needing an amendment to Title 49 have been noted as "action items." The Planning Commission has reviewed and forwarded the plan to the Assembly for adoption.

Mr. Jones said he attended many of the meetings during the development of the plan and he complimented Jill Maclean and Allison Eddins for their work on the plan. He said it was a good process and he was impressed with the committee's and public's work and interest in the area. He thought the plan was good and he supported its adoption.

Mr. Kiehl asked about an organic waste facility in Lemon Creek. Ms. Maclean said the idea refers to a "stump dump." Mr. Watt said CBJ does not operate such a facility, there were two private dumps in Lemon Creek and a few others in other locations. The cost of transport is a factor to contractors. Mr. Kiehl said the area plan was not normally a tool to use to change the policy on gravel resources. Ms. Maclean said the discussion arose due to the potential in the Hidden Valley area. Mr. Watt said the issue of whether to sell CBJ resources to the private sector may or may not belong in the area plan, as it is a "sticky issue."

Mr. Jones said that there was significant discussion about the transport of gravel through the area and they were trying hard to say "we are open for business" if we can ameliorate the impacts of the trucks traveling through the neighborhood. Because the area includes so many mixed uses, they want to keep those mixed uses but want to make the function work better. Mr. Kiehl noted the lengthy discussion about CBJ's approach to use of publicly owned sand and gravel and his concern about discussing policy in this plan, when it is a separate conversation.

Mr. Kiehl about this plan superseding the Comprehensive Plan. Ms. Maclean said this plan is more current than the Comprehensive Plan and has had recent and thorough public process, and staff believes it should supersede the older Comp plan. This area plan has more detail and provides more public direction. One of the actions will be to work closely with Parks and Recreation. So far, we have not found any conflicts with the Comprehensive Plan, it is just more specific.

Ms. Weldon asked about extending Glacier Highway to "McNugget" intersection. Ms. Maclean said they have worked with DOTPF and they have received this information, and we are attempting to work compatibly with them.

Mr. Kiehl said some actions recommended keeping zoning the way it is, and he asked about a request to change Lemon Creek Area Plan A3 and what did that reference? Mr. Watt said it referred to the area accessed off of Mountain Avenue. Mr. Kiehl said he had advocated for that area to be available for the next CBJ housing development. Ms. Maclean said the wording was to consider rezoning from D5 to D10sf. This is a vision of what people would like to see, but there are no property lines on the area plan design. This doesn't overlap precisely with the CBJ land management plan, and the ownership of the land is varied. The committee felt it should blend with the Pinewood Subdivision and allow extension of the mobile home park. Mr. Kiehl appreciated that this was a recommendation as it was currently split zoning between D-5 and D-15. Mr. Kiehl said the ability to have a mixture of single and multi-family was key to the viability of the economics of development in the area.

Mr. Gregory said the area by DZMS has been said to have enough land for a second school and asked if that was in the plan. Ms. Maclean said the plan recognizes the need and option for an elementary school near DZMS and recommends reserving land for such future use. She was not familiar with the question about an access road to the police department. Mr. Jones said he thought the discussion regarded a potential firehouse in the area. Ms. Weldon said that at one time JPD was considering access from Alaway Drive all the way to Egan Drive.

<u>MOTION</u>, by Jones, to recommend the plan to the full assembly for adoption into the comprehensive plan.

Mr. Kiehl said he had more questions about CDD's analysis about the areas in conflict with the existing Comprehensive Plan.

Mayor Koelsch asked if people were comfortable with the LC plan superseding the Comprehensive plan, the gravel extraction, the stump dump issue, and asked if there a need for further consideration. Ms. Weldon said she agreed with Mr. Kiehl to see this one more time at the COW.

Roll call:
Aye: Gladiszewski, Gregory, Jones
Nay: Becker, Edwardson, Kiehl, Weldon, Koelsch
Motion failed, 3 ayes, 5 nays.

D. **Meander Way - Mendenhall River Bank Stabilization**

Mr. Watt referred to a memo from Roger Healy, Engineering/Public Works Director, and a letter from Nico Bus, representing a proposal from the Meander Way neighbors.

Mr. Healy reported on staff action to re-poll the proposed LID participants based on the following direction provided at the August 10, 2017 COW meeting:

- Reduce the proposed LID assessments to cover 25% match for construction costs only. The COW has offered for the CBJ to cover costs of the other associated project sponsor responsibilities (NEPA, permitting, land/easement preparation, maintenance for 10 years). This results in an estimated contribution to the project by the CBJ of $260k or greater for permitting, easements acquisition, administration, etc.
- Revise the proposed LID assessment method with proposed assessments calculated based on property values with each property being apportioned based on their property value (combined land and building value). The proposed assessments are still an estimate based on the NRCS construction estimate.
- Request for a yes/ no question on the ballot regarding willingness to provide all necessary easements (design, construction, and maintenance) for the project at no cost to the CBJ.

The results of the poll indicated that 15 were in favor of the LID and 9 were opposed. 20 were willing to provide no cost easements for the project and 4 were not willing.

The COW also asked for a proposal from the neighborhood to meet the definition of a Capital Improvement by Agreement (CIBA), which requires 100% agreement within the neighborhood, to enter into a contract between the neighborhood and CBJ. The neighbors provided their components of such an agreement, including a $40,000 cap to each neighbor, and $1.12 million or more contribution by the CBJ. Debt options of 15- 30 years were discussed and both exceed the term of CBJ's participation in the project and CBJ does not recommend a 30-year period. The neighborhood also wants a clause to allow the sale of property in the LID without completion of the LID payment. Staff has summarized the neighborhood's requested CBJ actions and the ramifications of such action in its memo dated November 20, 2017 in the packet. The CIBA is opposed by one property, and the code requires 100% agreement, so unless that owner changes their mind, this approach cannot be used. If the owners do not provide cost-free easements, the value of those easements have not been determined at this time. There are risks and costs to CBJ in the CIBA. The National Resources Conservation Service (NRCS) requires CBJ to maintain any project for 10 years. CBJ would need to be an active participant in other projects as the project could have upstream impacts on additional neighboring properties. This project must be constructed for a public purpose for NRCS funds and that definition can be met. The assessment and containment of CBJ risk in this project is of paramount concern, including a potential calculable increase in the base flood elevation. If it is the request of the COW to further pursue a CIBA we can forward to the neighborhood to see if it can obtain complete support. The initial idea of CBJ participating in a project on Meander Way was to be a conduit for federal funds, but CBJ's responsibilities have grown.

Mr. Kiehl asked about the "likelihood of upstream impacts" and FEMA flood zone maps. Mr. Healy said that given the close proximity of the homes to the river and the slope of the rip rap bank needed to protect the properties, the current channel would narrow with the stabilization work. A model shows a potential rise in the flood plane level by up to six inches at the top end of the project, which has unknown upstream impacts at this time. The NRCS request is that CBJ accepts a six inch increase and coordinate between NRCS and FEMA for project impacts on flood elevations, such as creating additional liability for flooding and/or requiring flood insurance and potential re-mapping.

Mr. Edwardson asked if engineering work has been done for this project. Mr. Healy said the design has been completed by the NRCS. Mr. Edwardson asked if NRCS understood the increase to the flood elevation level. Mr. Healy said NRCS notified CBJ of this fact during their design and modeling and their current proposal has the least impact on flood elevations. Mr. Edwardson spoke about his experience as a Natural Resource Manager for the Alaska Department of Natural Resources (DNR) and Mr. Healy said CBJ had received a position statement from DNR.

Ms. Becker asked for clarification of the decision before the Assembly.

Mr. Healy said when this project began through discussions with the neighborhood and Tom Mattice, CBJ Emergency Programs Manager, the initial assumption was the property protection was an individual property owner's responsibility. CBJ does have one lot in this group of properties. Mr. Mattice sought a variety of programs for assistance and found the NRCS - Emergency Watershed Protection Program to be the best suited to meet the financial demands and had the most flexibility, with provision of design and planning from the federal government, and CBJ and the neighbors would not be charged for those costs. Other costs include permitting and land acquisition of easements for construction and maintenance. The program requires a local sponsor - CBJ. Our initial position is that we are a conduit to federal funds. Mr. Healy said the question is, what is the CBJ's level in participation in risk and cost. There was always a component of risk as the local sponsor due to the need to maintain the project, and with this new item of elevation of the flood plane there is increased risk. If the neighbors only pay $40,000 per parcel, this assumes a larger financial responsibility by CBJ.

Mr. Kiehl asked if financing longer than the time line of the project might make sense if CBJ was a banker and he asked about any security by a lien. He asked about the risk if they loans are secured as an obligation to the property.

Mr. Bartholomew said he initially looked at three financial factors [ask Bob - no audio recorded] and was concerned about all three factors. In subsequent analysis, he has found CBJ has an ability to collect similar to its taxing authority, and our position is probably strong enough to enter into an agreement. It would come down to terms, and he preferred a 15 year term, which is 5 years longer than a normal LID at ten years. CBJ is in second position, and a source of CBJ funds for the project could be a bond. That 15 year term started when the cost was $80,000 per property, but he still recommended the 15 years.

Mr. Jones said CBJ has looked at this for about a year and a half, the neighbors have hung in there and are at 99% agreement and have come up with this proposal. None of us wanted to impose an $80,000 burden on unwilling homeowners. With the neighbors coming up with this agreement, it puts more burden on the CBJ and its resources. The COW has continually gone back to the neighbors to come up with something to make our choice easier. He said the Assembly is at the point to move forward with the neighbors proposal if they can get 100% agreement, or we discontinue these efforts, and stop the work of the NRCS. He did not feel that this project is at a stopping point. He understands the risk, and would like to know more. The remaining question is if NRCS is funded. There have been some national disasters that fund NRCS programs, and he asked if there was more information about any potential federal funding. Mr. Healy said he had no news, but had heard that a relief package had been proposed at a national level for hurricanes, but not for fires in California, and has not heard about any NRCS funding. Mr. Jones said he did not want to abandon the neighborhood that had worked through many issues, and he wanted to see this continue as far as CBJ can take it. He wanted to honor the work done to this point.

Ms. Gladziszewski said CBJ does have an obligation to continue to work towards a solution. There was never unanimity, this project met the threshold for an LID, and that is still an option, and it was the path that she favored. CBJ has put in a lot of time and money to date as it should, but assuming more risk was not something she favored and pursuing an LID was a responsible option over the CIBA.

Ms. Weldon congratulated the neighborhood on the work and Mr. Bus for his coordination, but this was not the proposal that she expected, with the increased costs and risks to CBJ. We are working with the federal delegation, we should not give up, but she didn't prefer the neighborhood proposal.

Mr. Edwardson said that river erosion is not a disaster. It is predictable and there are tools available for armoring property. The property owner is responsible for river armoring. That is the perspective that he views the project from. He did not understand the ability of the neighborhood to cap their contribution, and the project would cost what it costs. He favored the LID.

Mr. Jones said the Assembly asked the neighbors to get together and look at the costs and we got back a 99% agreement on a particular approach. If our action was to go back to the $80,000 LID, there would not likely be agreement towards that approach. The neighborhood is almost reaching the CIBA 100%. We have continued to ask the neighborhood to come up with a solution where we don't have to pick one side or the other and they have come back and told us what they can agree to. It is a lift for the Assembly, it puts more risk on the CBJ and transfers risk to us, but having walked the site, there is potential for further damage and CBJ has a lot of investment out there. That development should have been set back further from the river long ago, but we have an obligaton to public safety. Individual lots would be another story but this is 26 properties now over the initial 8 properties. They didn't come up with the answer we want to hear, but they came up with a proposal that gives us the best chance to protect their property, protect our assets and get the job done. He suggested waiting to see if the federal government provides funds to say yes or no. He supported the work of the neighborhood.

Mr. Kiehl said he did not imagine the proposal brought back would be this much of a bill to CBJ. On the other hand, this river will be armored at some point, and perhaps the neighbors can move forward without federal participation. We will see more erosion and property loss. The best case scenario if we don't find a way forward, eventually the city will pay to armor the riverbank at the edge of the road and this will require house parts to be pulled out of the Mendenhall River. Since we don't have unanimity, even at this pretty amazing request level of the city, how would you propose we move forward? What mechanism do we use without 100% agreement.

Mr. Jones suggested the COW recommend that CBJ engineering and finance move forward with this proposal to cap the homeowners participation at $40,000, to use the CIBA mechanism, and if it doesn't get 100%, that is it. If that owner understands the support, they may join. If feel that is the only way to move forward. otherwise the support will go down and I don't see another way forward. If that 100% is achieved, we have more information from staff to move forward. Unless we want to impose something on a majority of homeowners that don't want it.

Mr. Edwardson asked if the Assembly made a decision that forces that homeowner to change their mind, would that be a taking? Mr. Healy said no, it is ultimately a contract between CBJ and the homeowner. Ms. Gladsizsewski said that an LID only requires 51% of the homeowners agreement.

Mr. Watt said "by agreement" means everyone agrees, and LID is a process by which people who don't agree still have to participate. We have done many in which we have not heard from all the property owners and we typically get 2/3 agreement to much smaller dollar amoutns.

Mr. Healy said there was 80% support initially for the $80,000 contribution. If there is less than 50%, it takes an affirmative vote of eight members of the assembly.

Ms. Gladziszewski asked the cost of an easement if it was not provided at no cost by a homeowner. Mr. Healy said it was a negotiation, and if the negotiation is not successful, we would need to proceed with eminent domain and consider the value of construction and long term maintenance. Mr. Watt said it would be a discussion about how much is a certain portion of your back yard worth - there are no good benchmarks to measure. Ms. Gladziszewski said this was a liability and extra cost to the CBJ.

Mr. Gregory referred to a Lakewood Subdivision plat note stating that the area is subject to erosion. He spoke about the cost to the city to date regarding the exposed sewer pipe and the potential for further erosion. He expressed concern about taking action and still having erosion issues. He proposed a return to an LID with an $80,000 contribution.

Ms. Weldon asked if it was possible to do and LID for $40,000 each with no NRCS participation and only dump rock in the area. Mr. Healy said the NRCS funding is subject to using its design concepts. Mr. Healy said anything different would lose their design and funding contribution. At that point, he suggested that the project be taken on solely by the neighbors.

MOTION, by Jones, to instruct manager and staff to begin to work on putting this project together, capping this cost at $40,000 per parcel and use the CIBA process if they can get 100% and if that is done, have the manager bring forward the appropriate ordinance / resolution to get the project done along these lines.

Ms. Weldon objected to the cap at $40,000.

Ms. Gladziszewski objected and said the distribution of costs would not be fair. This would require $1.94 million for a local match, and this would be $.82 million from the property owners with the balance from Juneau residents through CBJ funding. She supported the LID, if anything, and did not want to set CBJ up for future liability and costs for other parts of the river and avalanche areas.

Mr. Jones spoke about actions taken by the Mat-Su and Kenai Boroughs regarding river flooding and felt those showed a level government irresponsibility and said he did not want to see Juneau go those ways.

Mr. Kiehl asked what the odds are of getting to 100%. Mr. Healy said he could not give percentages, but if there is an effort by CBJ staff to identify the specific homeowners issues and try to resolve those that he could try.

Mr. Edwardson spoke against the motion but supported the idea of a cap at $80,000 through an LID.

Roll call:
Aye: Jones, Kiehl, Koelsch
Nay: Becker, Edwardson, Gladziszewski, Gregory, Weldon
Motion failed, 3 ayes, 5 nays.

Mr. Gregory made a motion below, which upon further discussion was clarified:

MOTION, by Gregory, to cap the property owner's contribution at $80,000.

Mr. Jones objected.

Mr. Gregory said the river moves, and we need to heed plat notes. He feels terrible for the homeowners. The fixes proposed by the NRCS may not solve the problem, and there are a lot of properties that can be potentially affected. We need to do our part as a city and getting federal funding for the project is important.

Mr. Jones said this is a motion to say no to this project. At $80,000 we will lose any majority that we had and few of us want to impose $80,000 on 60% of the homeowners that he anticipated would say no the next time.

Ms. Weldon agreed with Mr. Jones.

Mr. Kiehl asked if $80,000 was the number to work with. Mr. Healy said he understands the motion to be an $80,000 cap and he believes there is an additional amount of money, roughly less than $200,000 that would need to be paid by the CBJ.

Mr. Jones said the final cost is calculated at the end of the project.

Ms. Gladziszewski said that the original calculation was $76,000 or $78,000 but the unknowns were the original concern and caused people to drop out. If we don't get "no-cost" easements, that adds to the city's cost. CBJ is assuming more risk if this passes than if the original LID had gone forward. Mr. Healy said the previous assessment without valuation of easement was $78,000. A very rough estimate of easement raised the cost beyond $80,000 but it was speculative. Ms. Weldon said she recalled an estimate of $100,000 - how much risk would this motion add to CBJ. Mr. Healy said that uncertainty of cost increases, discussion with FEMA on flood level and easements are factors.

Ms. Weldon asked if CBJ made its one parcel cost much more if that would affect the cost or reduce risk. Mr. Watt said the concern was financial risk and the estimating was fairly safe from the upside cost of the bidders. The risk is the amount above $80,000 and he thought that was a fairly low risk. Ms. Weldon said she was also concerned about the 6 inch flood level rise adding additional risk. Mr. Healy said the biggest risk is acquisition of the easements and if property owners were unwilling, it would be unpleasant. Ms. Gladziszewski asked if the easements could be sought first. Mr. Healy said that LID easements anticipated eminent domain.

Mr. Watt said asking the owners for agreement on the project would be simple for a few but very difficult for many of the owners so it would be a little grasp in the dark.

Mr. Jones said if this motion were to pass, the homeowners will take their own poll and the public testimony will be reflect their sentiment regarding the ordinance.

After a short recess Mr. Watt said staff took the opportunity to review the LID code and in Mr. Gregory's motion, he proposes an $80,000 cap. At the last COW in August staff sent out an assessment based upon the value of property because we were making the finding of proportional benefit. If we want to go to an assessment of equal benefit, it is a separate finding. There are a couple ways you can go at it. With the variable assessments, you can cap the highest of the variable assessments, maintaining the proportional spread, or we can go to equal assessments / equal benefits and cap that at a dollar amount. What type of cap is important.

Mr. Gregory said he would like the cap to be maximum, after they go out and figure out what it needs to be proportionately based on the benefit that that property owner is going to receive.

Ms. Gladziszewski said that means some property owners would pay less than $80,000 and that means the city amount would be higher and she did not favor that.

Mr. Gregory said he saw the cap as proportionate to the benefit that the property owner receives, so if you were going to receive a $92,000 benefit it is capped at $80,000. Mr. Healy said that Mr. Gregory was referring to use the existing assessment based upon property value, which proportionally assessed each property and the ultimate cap is $80,000, so that no property would pay more than $80,000, but a significant portion would pay less than that.

Mr. Watt said that the attorney might object and there either needs to be an assessment method that relies on a proportionate benefit based upon the value of the property protected and if we reduce the cost we somehow uniformly lower the cost for all the owners, or do an equal benefit finding in which it is shown that every property benefits equally and they have an equal assessment to which the bar is set.

Mr. Kiehl said he thought the proportionality among the homeowners based on the value of the property, and what changes is the total percentage contributed by homeowners so the highest, most valuable property, pays $80,000 and the city picks up the remainder. Instead of homeowners paying 25%, to do this proportionally, so that the highest one comes in at $80,000, homeowners are going to do 22.25% or such.

Mayor Koelsch asked Mr. Gregory to clarify his motion. Mr. Gregory asked Mr. Watt for additional information.

Mr. Watt said six months ago the project was conceptualized as equal assessments and the intent of that method was the belief that all properties in the project area would equally benefit and therefore their assessment would be equal because the benefits would be in proportion to the benefits derived. The LID code states that assessments shall be in proportion to the benefit derived. If one believes they all benefit equally, a flat assessment among them all, and there is an argument to be made for that.

In one meeting, Ms. Mead offered an opinion that it may be difficult to defend equal assessments and CBJ could be subject to an argument from a property owner that their benefit was not equal to their neighbors. In response to that we developed a proportionate assessment method that was based on the value of the property protected. The theory is that if a home is worth $500,000 and another is worth $350,000, the person protecting the $500,000 home would benefit more. So there is a proportional method that was based on the value protected and this was the method the neighborhood voted on after the August 10 COW meeting.

Mr. Gregory said he supported a proportional assessment. Mr. Watt said in that case, the highest amount that any homeowner would pay is $80,000 and the effects would ripple through the other properties, so it would be a uniform lowering of the bar. He could not state the dollar value of the municipal contribution, but estimated (along with Mr. Healy) a value of $3 - 400,000. Mr. Watt said it may be easier to discuss what the Assembly is willing to pay.

Ms. Gladziszewski thought homeowners preferred equal assessment if they all agreed to $40,000.

Ms. Becker asked if there was a homeowner that said they had no affects from the river at all. Mr. Healy said all the properties are a little different. Some say the river is in the same place as when they purchased the property, others have significant erosion, but the challenge is you can't start and stop revetments and achieve a benefit to all along the river.

Mr. Jones said the Assembly was at this same point in the discussion months ago and we have had this same argument before. We asked the neighborhood to come up with their plan. This is not the best public process.

Mr. Gregory said in response, we asked them to do that but the number was significantly lower than the engineer's estimate. We may not have been clear when we tasked the neighborhood.

Ms. Gladziszewski said [the motion] means that CBJ will assume more financial cost in addition to risk, and the Assembly is charged with the overall budget. Capping it at $80,000 means more money that other taxpayers would be paying.

Mr. Edwardson said there were more than two solutions, it is not this project or nothing.

Ms. Gladziszewski asked about the six inches of flood level increase. She asked if other properties are affected by that river rise, who is liable. That seems like a big risk to the area outside of the project zone.

Mr. Healy said that he understands with FEMA flood insurance it will cap a payout at a certain level, and if there was flooding, there is an issue of who "owns" the six inches, I guess CBJ would be involved at a certain level. Mr. Mattice said he understood the same, that additional water upstream could go up river or all the way to the lake, it could create new homes in the flood zone. He spoke about rain and flood events overlapping - if the homes can show that we are the cause, we may be the deep pocket. There is increased liability upstream - it will change the flood maps, change the base flood elevation and may add more homes into the flood zone. A new river study would need to be done.

<u>MOTION</u>, [restated] by Gregory, to establish an LID based on using a proportional value based upon property value and capping the property owner's contribution at $80,000.

Roll call:
Aye: Edwardson, Gregory, Kiehl, Koelsch
Nay: Becker, Gladziszewski, Jones, Weldon
Motion failed, 4 ayes, 4 nays.

<u>MOTION</u>, by Kiehl, to direct staff to bring back an LID ordinance that assesses each property at $80,000.

Mr. Jones objected.

Roll call:
Aye: Becker, Edwardson, Gladziszewski, Gregory, Kiehl
Nay: Jones, Weldon, Koelsch
Motion passed, 5 ayes, 3 nays.

Ms. Gladziszewski asked for more information about the six inch flood level rise and the risks and liabilities involved. Hearing no objection, it was so ordered.

E. **Juneau Economic Plan Update**

Ms. Cosgrove said she and JEDC had both submitted a summary of actions that have been taken toward the JEP. The period since the last update has been marked by continuation on projects previously discussed at other meetings, including the pilot road to West Douglas, senior living facilities, the Auke Bay Marine Station, housing, a transportation summary, "Best Starts" child care provision, downtown planning, and 1% sales tax planning. The Assembly retreat on December 2 will touch on many of the items in the plan, including mining, the Commission on Aging and the work of the task forces. Staff is beginning efforts on data collection to gauge progress on the economic plan.

Ms. Gladziszewski asked if the energy plan would be on the next agenda. Mr. Watt said he believed so, but there were many items on the pending list.

V. ADJOURNMENT

There being no further business to come before the committee, the meeting adjourned at 10:10 p.m.

Submitted by Laurie Sica, Municipal Clerk

December 1, 2017

To the CBJ Assembly,

Changes in the travel industry and destination marketing continue to evolve at a rapid pace. Travel Juneau is responding to those changes with a comprehensive effort to be more inclusive and to increase the use and value of our marketing programs by transitioning from a membership to a partnership organization. At our spring presentation to the Assembly Finance Committee, Travel Juneau mentioned this transition, which we believe will make the organization more efficient and better positioned to serve local businesses and the city.

In the coming months, the Assembly can expect to see Travel Juneau's members becoming partners, purchasing tiered marketing packages built upon services already provided. Businesses that are not partners will have a basic listing on TravelJuneau.com and may be referred by volunteers and staff to visitors. Paid partners will have access to the full range of marketing opportunities. This shift will enable the partnership services department to adapt quickly to marketing trends and opportunities, and make sales and account servicing more efficient. Further, we anticipate that being more inclusive will drive more organic traffic to the Travel Juneau website. More than 50% of the destination marketing organizations associated with DMA West have moved to the partnership model, as it better represents the whole destination and makes the organization more authoritative.

The new model also converts the current membership-elected board to a smaller, self-perpetuating board, like many non-profit organizations. This change will enable the board to be more nimble, effective, and responsive, and to elect directors with the experience and skills the organization needs. Candidates for the board will be vetted through interviews driven by instruments such as the Foraker Group's "Board Recruitment Matrix." Because this change requires a revision to the current bylaws, the board notified membership on November 1 about these revisions and invited responses regarding them. At the November 30, 2017 meeting, the board voted to approve the new bylaws; the transition process begins in January 2018 and will be complete no later than June 30 for the new fiscal year.

Included in this packet is an FAQ sheet and timeline for implementation.

We look forward to this exciting and important period in Travel Juneau's development and to our continued promotion of Juneau as a preferred travel destination.

Regards,

Liz Perry
President & CEO

800 Glacier Ave., Ste. 201, Juneau, AK 99801
Toll Free (888) 581-2201 • (907) 586-2201 • traveljuneau.com

TIMELINE TO PARTNERSHIP IMPLEMENTATION

Month	Target date	Action
November	11/30/17	Board meets to vote on proposed bylaw changes to transition out of membership and into partnership model
December	12/4/17	Presentation to COW – TJ update
January	1/22/18	Tier structures are in final form, ready for publication & distribution
		Sales scripts and implementation plan are in place
		Planning for first annual partnership event (Feb) underway; date TBD
		Schedule radio shows; prep & distribute PR
	1/31/18	Process for invoicing in place; CRM and operations set for transition, payments, how-tos
February	2/9/18	Trial run for invoicing; troubleshoot
		Darrin/Liz engaging in face-to-face sales meetings with businesses
		Initial sales inquiries begin
		Email/e-news to partners starts going out 1x/week; focused on educating them about transition
	2/16/18	Partner education opportunities, focused on transition, scheduled through June 15
		Partner networking events scheduled through July 1
		Darrin/Liz engaging in face-to-face meetings with businesses
		Annual partnership event - TBD

Month	Target date	Action
March	3/30/18	Partner education opp, focused on transition; continued email/e-news to educate partners
		Local PR ongoing
		Darrin/Liz engaging in face-to-face sales meetings with businesses
April	4/21/18	Juneau Travel Fair - JACC
	4/19/18	Partner education opp, focused on transition; continued email/e-news to educate partners
		Local PR ongoing
		Darrin/Liz engaging in face-to-face sales meetings with businesses
May	5/18/18	Partner education opp, focused on transition; continued email/e-news to educate partners
		Local PR ongoing
		Darrin/Liz engaging in face-to-face sales meetings with businesses
June	6/4/18	Transition fully underway; all members not otherwise sold have a proposed tier level in hand

TRANSITION TO PARTNERSHIP FAQ's

What is a marketing partnership?
A marketing partnership for a destination marketing organization (DMO) like Travel Juneau means that local businesses make a direct purchase of services from the DMO. The services and opportunities you have with us now will continue in the form of a partner marketing package; we've designed 5 packages that pull together the marketing options members have been purchasing, and all active members will be contacted regarding an appropriate package ahead of the regular invoicing period that begins June 1. The one thing that will not move over is a vote for the board of directors; all other benefits and services are assigned to the packages with a few á la carte ad options. You will become a marketing partner.

Why are you getting rid of membership?
We have a number of reasons, one of which is the concept of becoming a less exclusive organization. As a membership organization, neither we nor our volunteers were able to refer qualified operators, retailers and the like if they were not active members. "Membership" by definition means that some are included and many are excluded. This created a two-fold problem: 1) we weren't representing the entire destination, which is detrimental to visitors, and 2) city leaders were unhappy that legitimate, tax-collecting and remitting businesses were excluded. The partnership model allows us to include as many visitor-related businesses as we can find and put a basic, contact-only (no link) listing on our website. This will improve the authority and relevancy of the site, and our search engine optimization. That said, only marketing partners will have a complete listing and link on the website with images; additionally, only paid marketing partners will be listed in any print materials, including the Travel Planner Dining Guide.

What is a self-perpetuating board, and why is it better for Travel Juneau?
It's one that nominates and elects new directors, rather than having a general election of membership. Many non-profits (including the Juneau Community Foundation) have self-perpetuation boards. Historically, only 25-30% of Travel Juneau members have voted in board elections, and this has skewed the board make-up toward excursion operators. By becoming self-perpetuating, the board can bring on new directors who have the skills that the organization needs; for example, it might be beneficial to have an accountant or banker on the board at some point, or to have a director whose industry is tangentially associated with the travel industry. Terms will be limited to two 2-year terms.

How will this change my relationship with Travel Juneau?
You and your business are part of the Travel Juneau family, and we're moving this direction to provide partners the best marketing opportunities and services we can. The major change is that our board will be self-perpetuating rather than elected.

How will the board become self-perpetuating?
The currently elected board is working on this process. One possibility: the current board will serve until the end of FY18. In July 2018, the board will meet to determine seats that will have staggered terms so that by 2021, they have up to three seats that expire each year. For example, three Directors serve a one-year term expiring at the end of fiscal 2019; three Directors serve a two-year term expiring at the end of fiscal 2020, and three Directors serve a full three-year term expiring at the end of fiscal 2021.

How do I get the ear of organizational leadership?
The same way you do now – by contacting the board of directors. Day-to-day operational questions regarding your account is still handled through the Partnership department at the Travel Juneau office.

Are you dissolving the organization and rebuilding it?
No – we will continue to be Juneau Convention & Visitors Bureau/Travel Juneau. This change won't affect our mission and goals.

What are partnership packages/tiers?
They're packages of marketing and other benefits designed to corral most of the pieces that you've been dealing with á la carte or periodically during the year. We've designed packages and organized them into tiers to make your annual marketing decisions quick and easier to see. For example, you may select a tier that includes credit toward a website or travel planner ad – the next time you hear from us, it will be a reminder that a creative is due or to give you an update on how an ad is performing. Other benefits, like tickets to educational or other events, will be included in some marketing packages.

When will all this happen?
The board will vote Thursday, November 30 on the bylaws changes reflecting the 1) elimination of membership (and by extension, the election of directors) and 2) the establishment of a self-perpetuating board with term limits. This meeting will take place in the Egan Room of Centennial Hall beginning at 2:30PM.

The partnership marketing packages will be sold all spring and fully rolled out by June 1, 2018, in time for the annual invoicing cycle. Darrin and I will be working with all TJ members to make for a smooth transition into a marketing package for the upcoming fiscal year.

Port of Juneau

155 S. Seward Street • Juneau, AK 99801
(907) 586-0292 Phone • (907) 586-0295 Fax

From: Docks & Harbor Board
To: Assembly
Copy: CBJ Manager
Date: December 1st, 2017
Re: PREFERRED URBAN DESIGN PLAN (Marine Park to Taku Dock)

Background. The successful completion of several downtown infrastructure improvements along the waterfront has invigorated Docks & Harbors to pursue planning efforts refining the 2004 Long Range Waterfront Plan (LRWP). In April 2017, the Urban Design Plan (Marine Park to Taku Dock) was stood up to better manage D&H properties relating to commercial activity as well as to develop concepts to utilize the Archipelago Lot (AL) in a more cohesive and beneficial manner. CBJ consultant, Corvus Design, has led the efforts to meet with D&H staff, Board, the business community and the public in creating a plan to enhance the waterfront experience. The process timeline of the planning effort is attached. The Urban Design planning efforts were initially aspirational to develop the necessary foundation and solicit public input to visualize opportunities presented along the waterfront. In other words, the plan and designated area was pursued with a blank canvass mentality which was not constrained by financial or governance limitations. The Preferred Urban Design Plan (attached), rolled out to the public on November 2nd was adopted by the Board on November 30th. The Preferred Urban Plan generally comports with the applicable sections of the 2004 LRWP (attached).

D&H has maintained a position that increased cruise ship passenger activity will result in the necessity to provide expanded bus staging and the need to accommodate additional pedestrian traffic. More specifically, the AL has long been of interest to D&H as this undeveloped property has been listed for sale since 2008. In 2012, D&H staff proposed to the Assembly purchasing the AL for the purpose of bus/coach staging and a location for the Whale statue. The Assembly's concerns, at that time, were primarily that a CBJ purchase would remove a property tax parcel from the Assessor property tax roll. In total, the AL is 1.64 acres, with 1.24 acres owned by ARCHIPELAGO PROPERTIES and 0.38 acres under D&H management control (attached). The parcels are not contiguous as displayed in the attachment. The assessed value of the property in private ownership is $9.3M. Under the Urban Design Plan, the most valuable portions of the AL would remain private subject to the ad valoreum tax while creating additional sales tax revenue. The balance of the AL would fulfil the public/transportation needs.

Participation by Morris Communications Company (MCC). The D&H efforts to initiate a land use plan resulted in significant and unsuspected benefits in that the owners of ARCHIPELAGO PROPERTIES have formally requested to partner with CBJ in professionally developing the vacant land adjoining our respective properties. ARCHIPELAGO PROPERTIES is a subsidiary of MCC who previously owned the JUNEAU EMPIRE. MCC is transiting from a media focused company to a real estate development company and are highly motivated to make improvements along this South Franklin Street property.

<u>Infrastructure Investment and Vision</u>. After being approached by MCC in July, D&H/Corvus realized a shared vision exists at the AL that has been validated through the public process and which has been reaffirmed in the Preferred Urban Design Plan. In short, the MCC development would include retail/restaurant with the goal of providing a year round destination that would support a significant property tax base. They have also indicated a desire to provide food truck/vendors the opportunity to continue with the similar summer practice. D&H's desire is to support the cruise industry's flourishing needs along the waterfront. During the Urban planning efforts, bus staging and open space to accommodate passenger growth was heard from the local community and from transportation companies. D&H requirements, including Juneau community suggestions, are reflective in the Preferred Urban Design Plan. Collectively, the needs of the developer and the needs of D&H are symbiotic and the shared commitment should complement each other's efforts. MCC has publicly stated a desire to be operating the retail enterprises as early as summer 2019. From a fiduciary and efficacy perspective, the constructability reality is that the decking over the submerged lands, for the public purpose, must be staged from the uplands and barge mobilization from the channel side should be avoided.

<u>Next Steps</u>. With the D&H Board adoption of the Preferred Urban Design Plan, there is a desire to continue efforts to partner with MCC to jointly build out the AL in a thoughtful, deliberate, and transparent manner. There are numerous details which need to be resolved prior to any development, including available public funding, determining shared infrastructure responsibilities, land appraisals and transactions, design consultant selection and a construction execution methodology consistent with ordinance.
The Docks & Harbors Board is charged under Title 85 - <u>General Powers</u> (85.02.060) *Subject to state laws and City and Borough ordinances, the City and Borough Docks and Harbors Board shall generally exercise all powers necessary and incidental to operation of all port and harbor facilities in the public interest and in a sound business manner. In particular, and without limitation on the foregoing, the <u>board shall</u>: (1)* ***Be responsible for the operation, development and marketing of municipally owned and operated port and harbors, including such facilities as boat harbors, docks, ferry terminals, boat launching ramps, and related facilities*** *except as designated by the Assembly by resolution.*
Additionally Title 85 provides guidance to the Board's authority, specifically 85.02.065 - <u>Limitation on authority</u>. *The Board of Directors of the City and Borough Docks and Harbors Board may commit the City and Borough to long-range port development or capital improvement plans or projects only as authorized in advance by the assembly by ordinance or resolution.*

D&H requests to move forward with negotiations with MCC to execute a mutually beneficial development of the AL and **<u>requests the Assembly appropriate the funding necessary to facilitate future development from Marine Park to Taku Dock consistent with the Urban Design Plan and specified under 85.02.065.</u>**

#

Encl (1) Urban Design Plan – Process Timeline
Encl (2) Urban Design Plan – Preferred Alternative
Encl (3) Archipelago Lot – MCC & CBJ Property Lines
Encl (4) 2004 Long Range Waterfront Plan (partial)

Board Discussion: October 27, 2016 – Discuss need for Archipelago property for staging

Board Discussion: November 17, 2016 – Discuss need for MP to Taku Dock Plan

Board Approval: December 15, 2016 – Seek term contractor for MP to Taku Dock Plan

Board Advisory: February 23, 2017 - Selected Corvus Design as term contractor

Consultant Contract: NTP April 3, 2017

Planning Consultant: Corvus Design – Chris Mertl

Sub-Consultants: Rain Coast Data - Meilani Schijvens
NorthWind Architects – James Bibb
PND Engineers – Dick Somerville

May 21, 2017 Planning Team met with CBJ Docks and Harbors staff to discuss issues, constraints, opportunities, vision and goals from D&H perspective.

May 25, 2017 Docks and Harbors Board is introduced to the project and planning team.

June 8, 2017 Received Site Conditions Maps for Staff Review

June 15, 2017 Received draft Economic Analysis for Staff Review

June 15, 2017 Meeting with Transportation Providers (Holland America-Princess, Alaska Coaches, Juneau Tours, Cruise Line Agencies). Providers say they could use additional A Zone staging at Alaska Steamship Wharf if space available – noted that if B Zone were provided with 12 to 15 spaces at Archipelago Lot the A Zone spaces could be accommodated at the BrickYard.

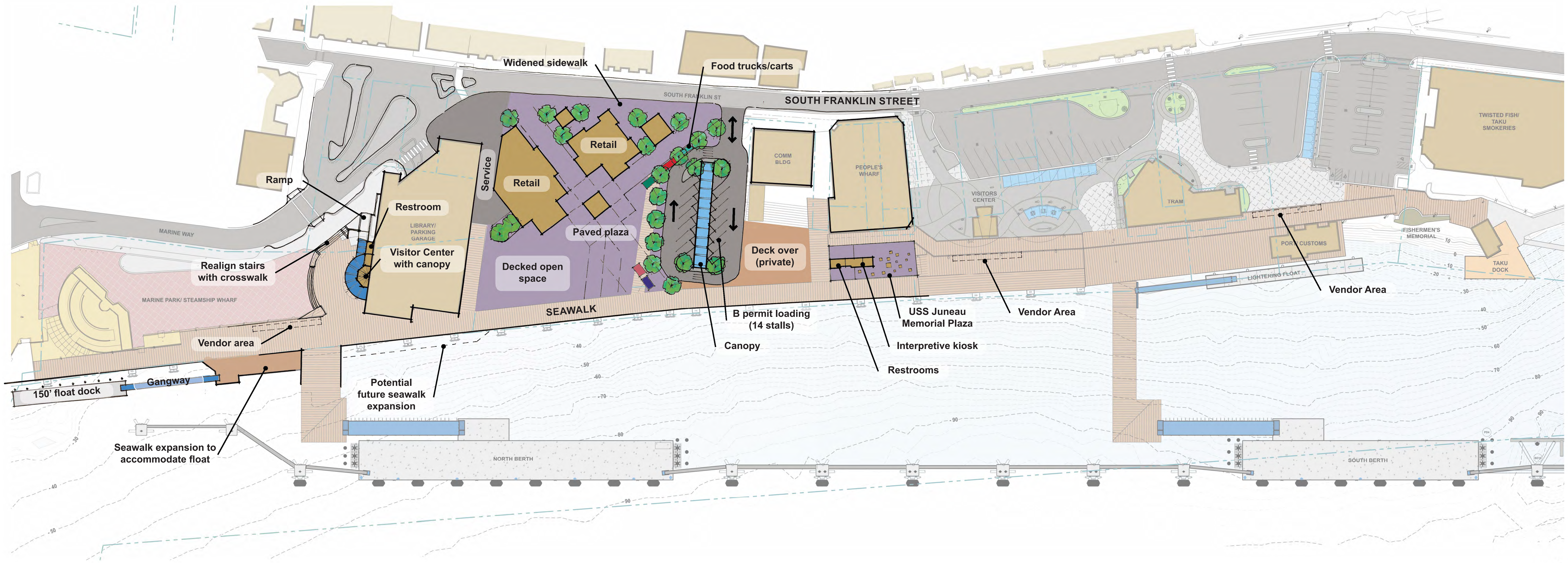
June 22, 2017 Updated Docks and Harbors Board on tentative planning schedule:

- August 29 – Board Workshop
- September 6 – Public Presentation
- September 7 – Open Studio
- September 28 – Presentation to Board of Plan Concepts
- October 26 – Presentation to Board of modified Plan Concepts
- November 30 – Final Approval by Board

July 2017 First discussions with Morris Communications Company regarding their plans to develop Archipelago property. MCC provides various concepts for their development options. Agreed to work together to develop plan that would fulfill both MCC and Docks and Harbors needs.

August 29, 2017 Presentation of Economic Trends, planning objectives, issues, constraints at Board Workshop to solicit input for planning direction

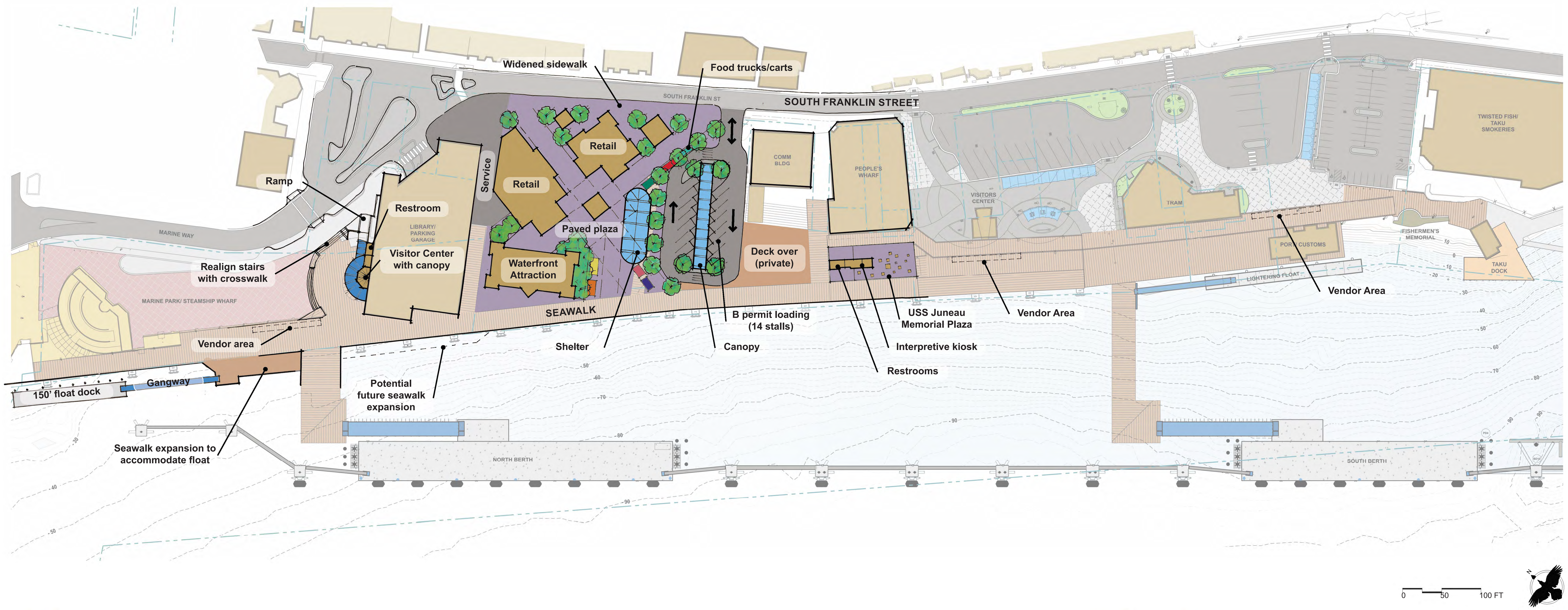
September 6, 2017	Presentation of Economic Trends, planning objectives, issues, constraints at Public meeting to solicit input for planning direction
September 7, 2017	Held day-long open studio at Senate Building for one-on-one input from public to planning team
September 28, 2017	Presented four planning alternatives to Board and public based on input received in previous Board Workshop, Public Meeting and Open Studio. Received comments from Board and public on various elements within the four different planning concepts
November 3, 2017	Presented one preferred plan based on comments received from Board and public at the September 28, 2017 meeting
November 30, 2017	Present Final Plan for Board approval



Taku Dock to Marine Park Urban Design Plan

Preferred Master Plan - Phase I

NorthWind Architects, LLC · Corvus Design · Rain Coast Data · PND Engineers, Inc.



Taku Dock to Marine Park Urban Design Plan

Preferred Master Plan - Phase II

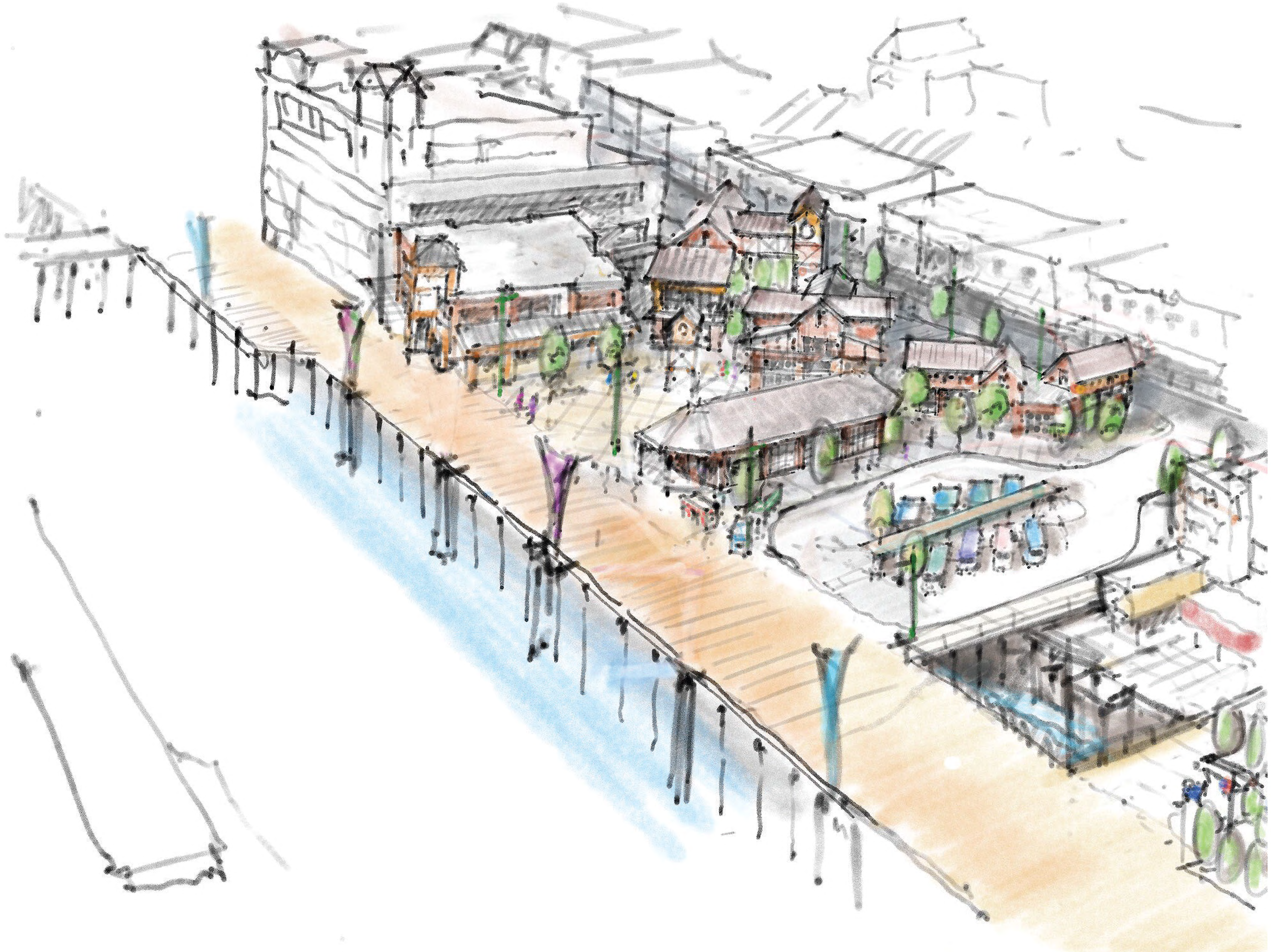
NorthWind Architects, LLC

Corvus Design

Landscape Architecture • Planning • Industrial Design

Rain Coast Data

PND ENGINEERS, INC.



Taku Dock to Marine Park Urban Design Plan

Preferred Master Plan - Sketch

NorthWind Architects, LLC
Corvus Design
Landscape Architecture • Planning • Industrial Design
Rain Coast Data
PND Engineers, Inc.

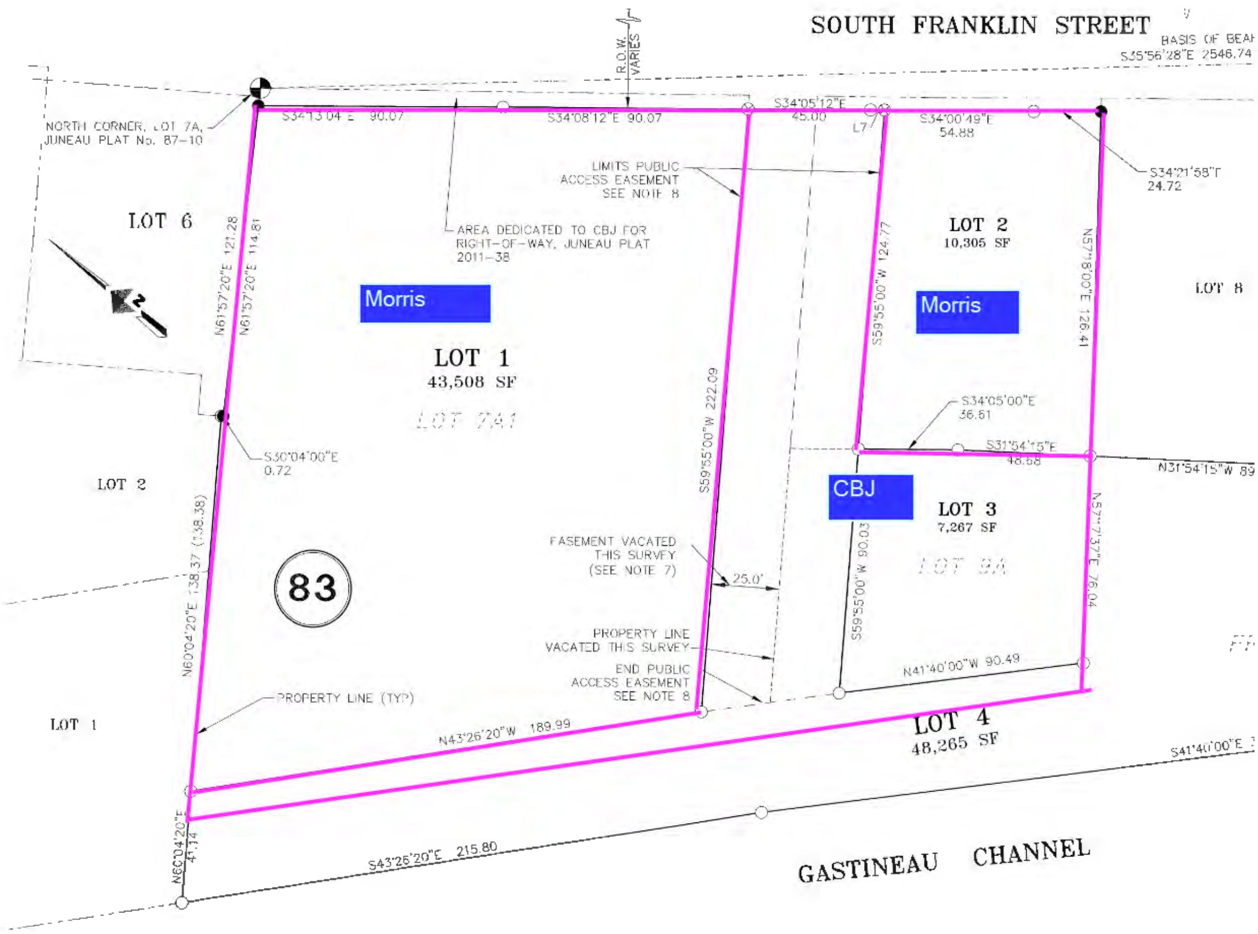
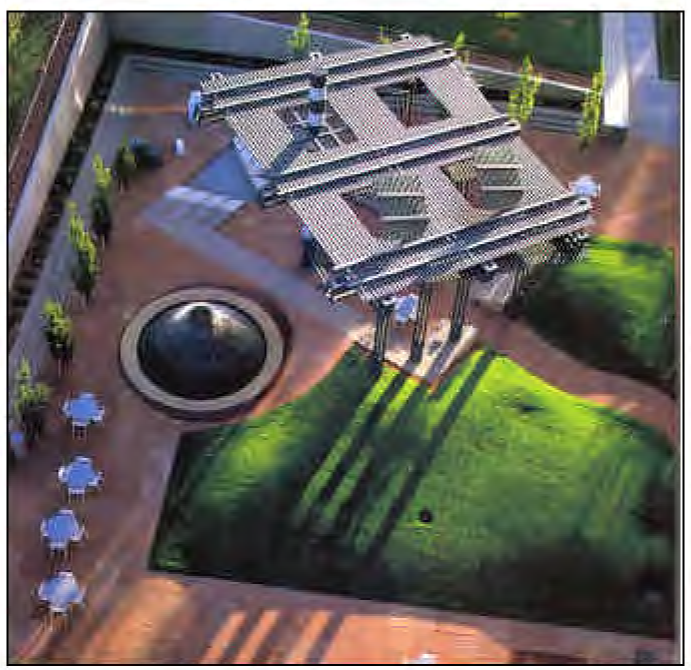

SOUTH FRANKLIN STREET
BASIS OF BEAR
S35°56'28"E 2546.74
R.O.W. VARIES
NORTH CORNER, LOT 7A, JUNEAU PLAT No. 87-10
S34°08'12"E 90.07
S34°05'12"E 45.00
L7
S34°00'49"E 54.88
S34°21'58"E 24.72
LIMITS PUBLIC ACCESS EASEMENT SEE NOTE 8
AREA DEDICATED TO CBJ FOR RIGHT-OF-WAY, JUNEAU PLAT 2011-38
LOT 6
N61°57'20"E 121.28
N61°57'20"E 114.81
Morris
LOT 1
43,508 SF
LOT 7A1
S59°55'00"W 222.09
LOT 2
10,305 SF
Morris
S59°55'00"W 124.77
N57°18'00"E 126.41
LOT 8
S34°05'00"E 36.61
S31°54'15"E 48.68
N31°54'15"W 89
S30°04'00"E 0.72
LOT 2
CBJ
LOT 3
7,267 SF
LOT 9A
S59°55'00"W 90.03
N57°17'37"E 76.04
EASEMENT VACATED THIS SURVEY (SEE NOTE 7)
25.0'
83
N60°04'20"E 138.37 (138.38)
PROPERTY LINE VACATED THIS SURVEY
END PUBLIC ACCESS EASEMENT SEE NOTE 8
N41°40'00"W 90.49
PROPERTY LINE (TYP)
LOT 1
N43°26'20"W 189.99
LOT 4
48,265 SF
S41°40'00"E
N60°04'20"E 41.14
S43°25'20"E 215.80
GASTINEAU CHANNEL

Figure 36: Area C and D (Overall) 2025 Concept Plan

Not depicted in Figure 36 is a comprehensive improvement program to the Downtown streetscape that would include standardization of signage, wayfinding, street furniture, and awnings/drip line. Additional discussion on this element is provided in Section 3.8.

View of Similar Marine Park Treatments (Area C)



Suggested Design Criteria

Design criteria for Area C include the following:

- **Site and Structures – Waterfront.** Retain the west portion of the Merchant's Wharf building and allow possible expansion and integration into the Seadrome Building parcel as part of the Aviation History Center (or similar venue) and mixed-use development opportunity. The Seadrome Building and the present Marine Park canopy are not envisioned for retention under this Plan (see Massing and Scale for Marine Park below). The City Hall building and others along Marine Way should be maintained at their present height and scale with some façade improvements to allow this area to serve as a property backdrop to Downtown from Marine Park and the waterfront.

- **Massing and Scale – Egan Drive and Marine Way.** Maintain buildings heights between 2- to 3-stories (maximum 35 feet) along Egan Drive and Marine Way, with building size stepping up as one moves back into the City (see Figure 37). At six levels, the Sea Alaska Building provides a pleasant massing along the north side of Egan Drive. Over the long term, no building in Downtown should be higher than the new State Capitol Building/Complex on Telephone Hill. Set front and sidestreet building setbacks at a maximum of 8 feet from the street edge. Establish building frontages at a minimum 80% of the building façade.

- **Massing and Scale -- Library and Parking Garage.** The scale and mass of the Library and Parking Garage should not be duplicated along waterfront parcels. Where possible, wrap the garage with commercial/cultural activity, public art, and/or landscaping. This treatment should be pursued for southeast corner of the Library Parking garage, with the buildout of a small cultural center or for rent commercial property; new restrooms in the area should be incorporated if feasible (see View of Similar Parking Garage Treatment).

- **Massing and Scale – Waterside.** Maintain buildings heights between 2- to 3-stories (maximum 35 feet) along the waterfront. Discourage introduction of at grade lots between the street and waterfront in all locations except to support Merchant's Wharf and the adjacent Aviation History Center and mixed-use development opportunity. Maintain building setbacks at 10 feet maximum along waterfront streets/seawalk (See Figure 37). Encroachment of architectural elements should be permitted up to 4 feet from the street/seawalk; ground level weather protection elements may extend the full 10 feet to the street edge. Set aside 16 feet from waterside streets and the water's edge to accommodate the seawalk. Waterside buildings should be encouraged to have double fronts (one on the waterfront and one on Egan Drive, Marine Way or South Franklin).

Figure 37: Suggested Design Guidelines, Area C

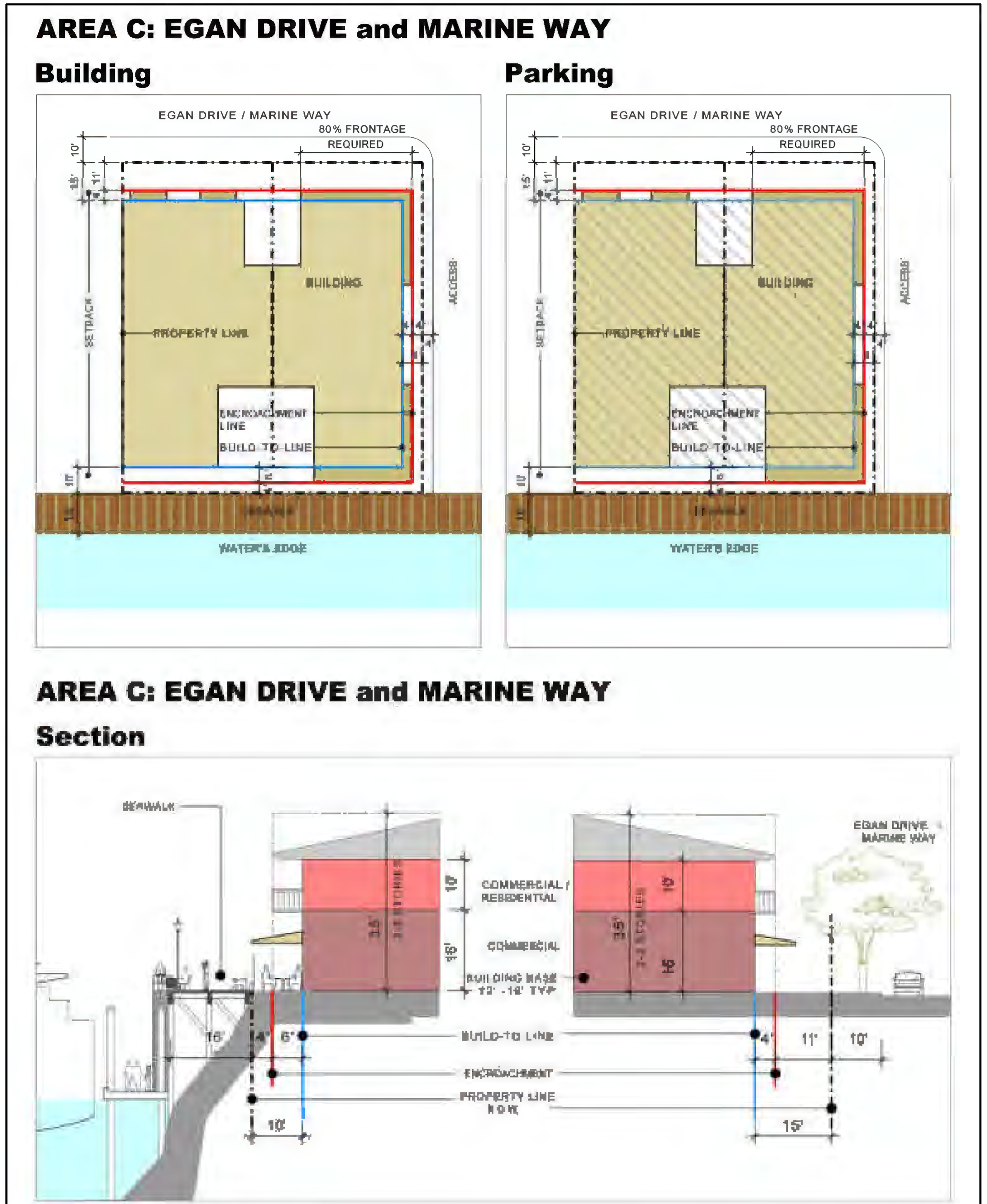
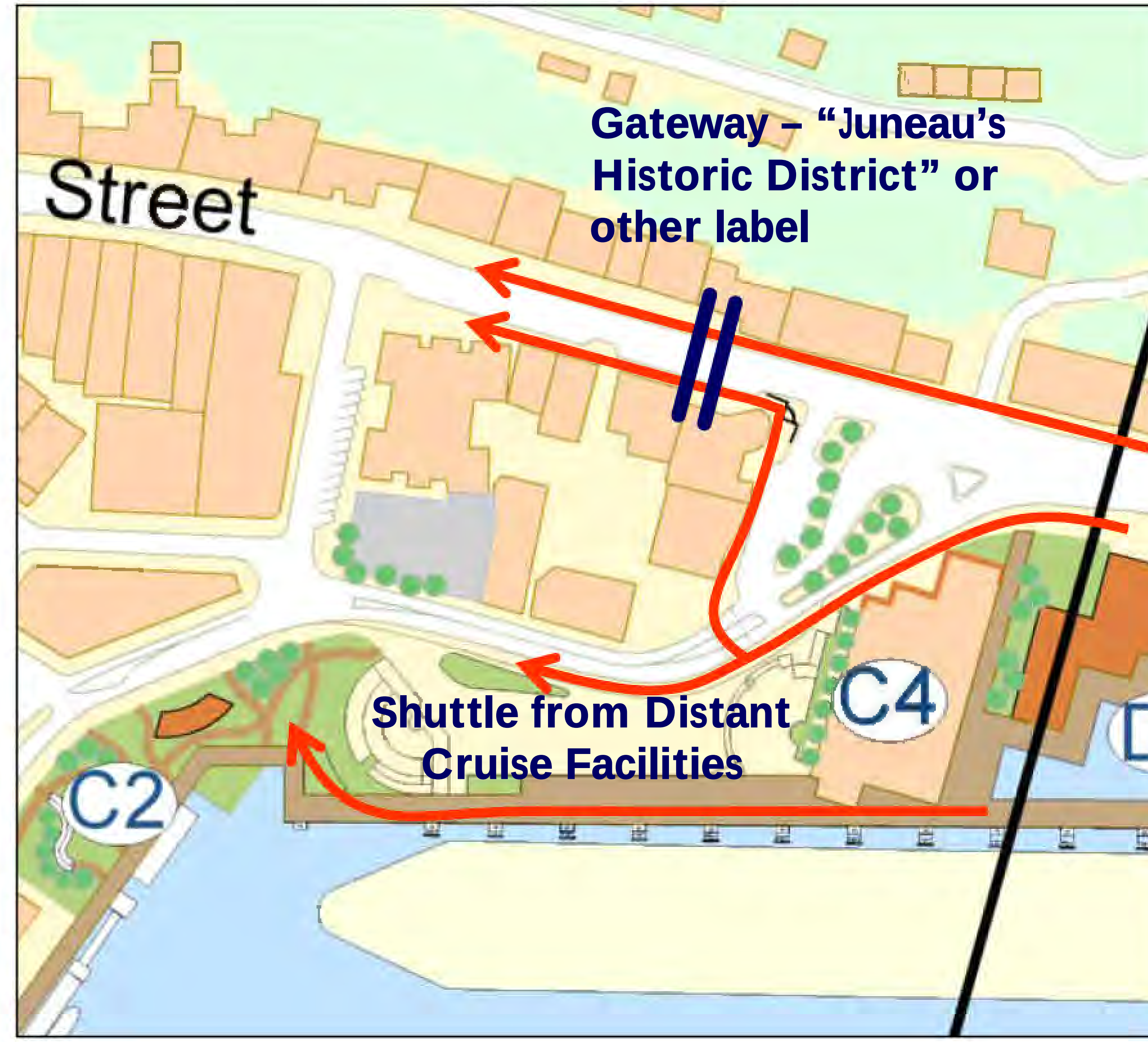


Figure 38: Area C: Movement of Pedestrians into Downtown from Cruise Ship Docks



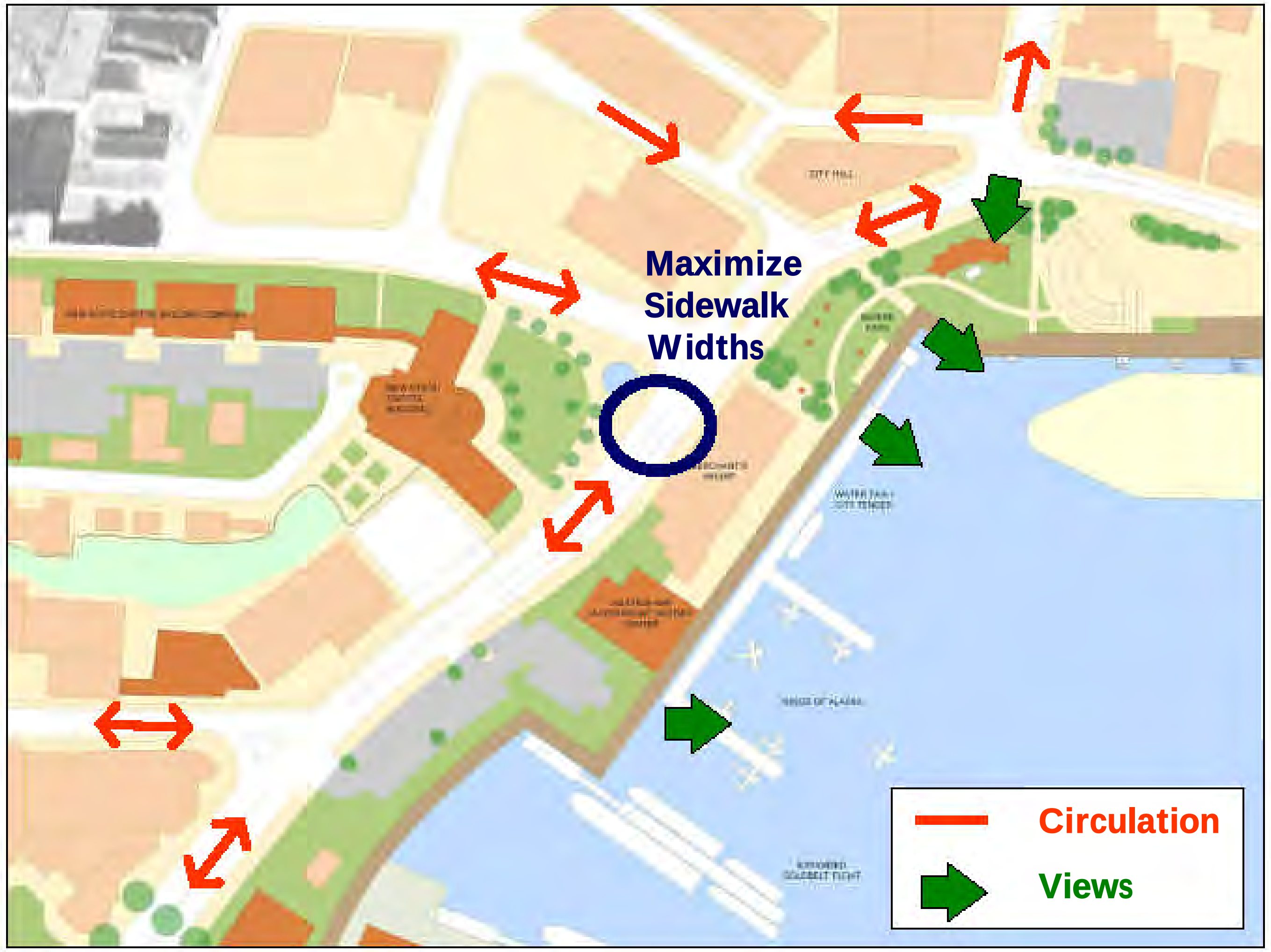
Massing and Scale – Marine Park. Marine Park should be redesigned as an entire canvass, with the traditional Marine Park "triangle," the recent expansion, and planned expansion to the west all coalescing to feel as one singular urban space punctuated by several smaller zones. The Marine Park structure should be reconfigured or removed and replaced in order that it may provide a multi-purpose all-weather area for shows, presentations, and/or a place for residents to congregate. The orientation of this structure should be southward, to maximize sun exposure and utilize the new terraced seating in the Marine Park expansion as part of the viewing are for this facility. An enhanced public access ramp, to the extent practicable in light of enhanced security issues, should be introduced to an enlarged floating dock on the City Tender as it is relocated. Public art and other features should be incorporated into the overall Marine Park program; this area should be the front porch of Juneau and Alaska, and as such, should showcase the culture of its people. No enclosed structures that would impede pedestrian traffic should be constructed within the 16 foot set aside for the seawalk. The seawalk should be designed in accordance with the general principles provided in section 3.8.

- **Character.** Building types should include a mix of small and medium sized buildings. Building development with a mix of community oriented commercial activities on the ground floor with commercial office and/or residential units occupying upper floors should be encouraged. Buildings should be consistent with the historic maritime architectural character of Juneau and include deep recessed building openings and strong detailing. All buildings located within the Juneau Historic District boundaries should meet the requirements of the Juneau Historic District standards. The Historic District standards should be applied to an entire building whenever any portion of that building is located within the Juneau Historic District. The Historic District boundary should be expanded to include all land between South Franklin and Gastineau Channel.

- **Street Orientation.** Egan Drive is recommended to be reconfigured to allow for an 8 to 10 foot sidewalk to be constructed along the frontage of Merchant's Wharf achieved through acquiring a portion of the parking lot across from Merchant's Wharf and shifting Egan Drive northward. New pedestrian pathways and motifs that lead individuals from the cruise ship docks into downtown should be developed (see Figure 38).

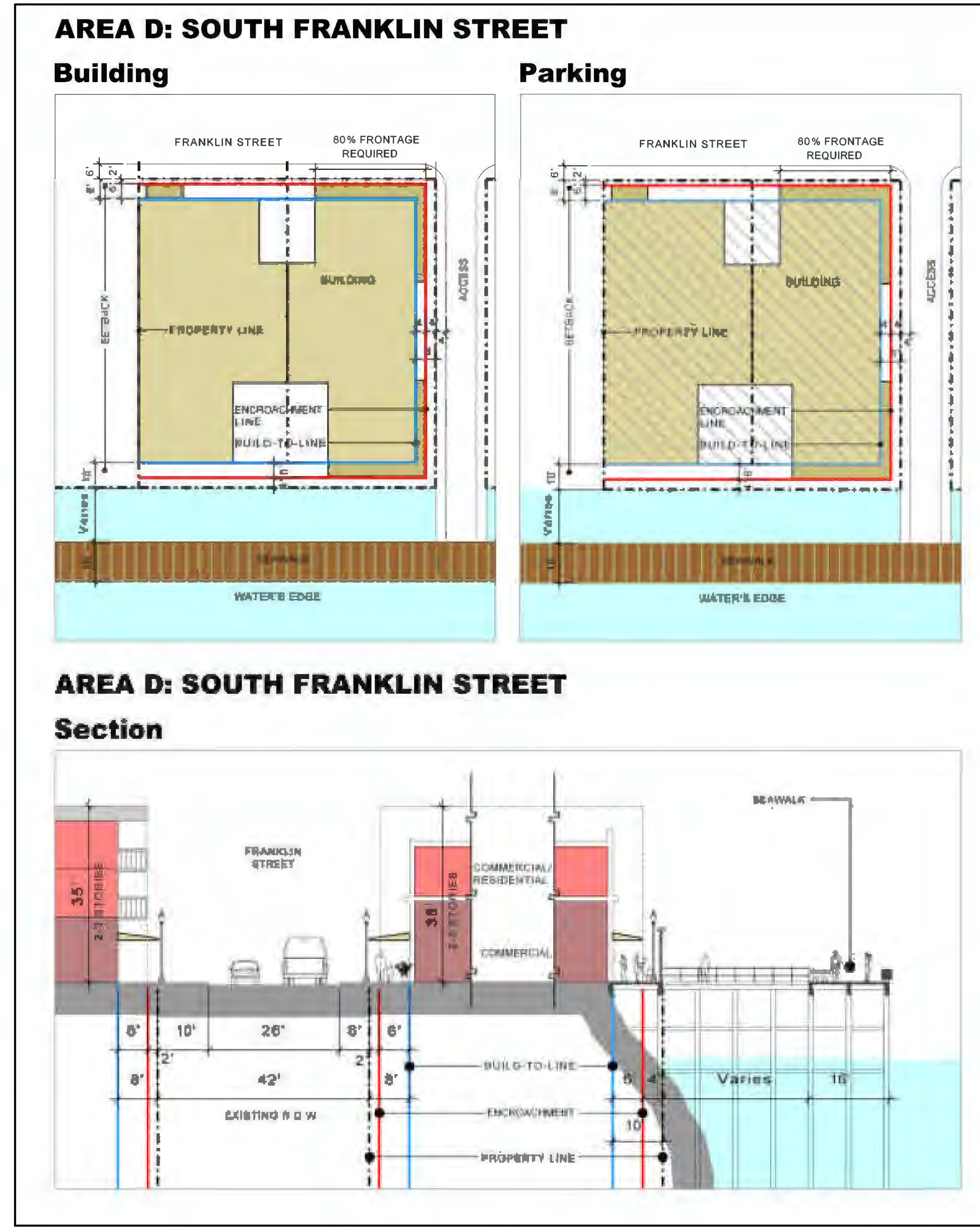
- **Transparency and Views.** Maximize transparency from Egan Drive and Marine View to the waterfront. Preserve views of the waterfront down each of the district's streets; a view corridor from Main Street to the waterfront should be opened (see Figure 49).

Figure 39: Area C: Circulation and Views



View of Similar Parking Garage Treatment

Figure 40: Suggested Design Guidelines, Area D



3.5 AREA D: FRANKLIN STREET CORRIDOR

<u>Land Use</u>

Under the Vision established for Area D, vacant and underutilized parcels along the waterside edge of Franklin Street are encouraged to develop following generous design standards for pedestrian sidewalks along the front of the building as well as to support the creation of secondary storefronts and an accessway along the rear of these properties (see Figure 36, feature D1). This second accessway allows for continuance of the seawalk along the waters edge without interfering with cruise and security operations when vessels are at the City Docks. Access portals connecting the seawalk to Franklin Street are redeveloped to entice visitors to circulate both along the waterside and Franklin Street. These portals would include a well designed and visually appealing security barrier in the event they need to be closed for security reasons. Under the Plan, additional right-of-way along the western edge of Franklin Street from the Library to Taku Smokeries is acquired to allow for greater pedestrian circulation areas to be provided. Partial reconstruction of up to three buildings would need to occur under this development scheme.

The Plan calls for reconstruction of the Cruise Ship Terminal Dock to allow for two +/- 1,000 foot cruise ships to be accommodated at the City facilities (see Figure 36, feature D2 and D3). The configuration depicted in the Plan allows for preservation of the Intermediate Vessel Float and other important area artifacts such as the Fisherman's Memorial. Enhancements also include continuation of the seawalk around Taku Smokeries, including moving the Seawalk up and over the access to the Ice House. As part of this reconfiguration, consideration to expand the interactive and educational nature of Taku Smokeries should be explored. This approach would better communicate the importance of commercial fishing in SE Alaska as well as better solidify the future role of this important tenant along Juneau's Downtown waterfront area. View corridors throughout this area are also preserved, with no new development beyond reconstruction of the Visitor Information Center and bus stop. Expansion to vehicle marshalling areas and creation of a small park and gathering area are also contemplated for this area.

Development of privately held parcels in this area should follow similar standards suggested for Franklin Street parcels proximately to the CBJ Parking Garage and Library, including multiple storefronts on both the land and seawalk sides. Development schemes should include the reuse of the AEL&P building as a mixed-use property housing artist, restaurant, retail and entertainment spaces (see Figure 36, feature D4). Reuse of the building should be true to its unique vernacular and character. Consideration should be provided to create a smaller structure across from the AEL&P building as well as a formalized pedestrian crossing and hardscape plaza; both elements work to slow traffic along Franklin Street, reduce conflict between vehicle turning movements into the properties, and provide definition for this area. Termination of the Seawalk and transition into a recreation corridor that follows Thane Road to the Little Rock Dump also occurs in this area. The Concept Plan calls for a smaller public terminus and overlook on a CBJ controlled parcel to provide an attractive overlook and final experience along the seawalk.

Over the long term, continued consideration should be given to the creation of a Gastineau-Marine Drive-South Franklin Street connector road (see Figure 36, feature D5). This connector road could be a one-way street only open during the late spring and summer months. Consideration needs to be given to land acquisition and design of a proper connection at the north end of the alternative road.

Suggested Design Criteria

Design criteria for Area D include the following (see Figure 40):

- **Massing and Scale – South Franklin Street.** Maintain buildings heights between 2- to 3-stories (35 to 45 feet) along South Franklin Street.

- **Massing and Scale – Waterside.** Maintain buildings heights between 2- to 3-stories (maximum 35 feet) along the waterfront. Discourage introduction of any new at grade lots between the street and waterfront in all locations. Waterside buildings should be encouraged to have double fronts (one on the waterfront and one on South Franklin Street).

- **Character.** Building types should include a mix of small and medium sized buildings. Building development with a mix of community oriented commercial activities on the ground floor with commercial office and/or residential units occupying upper floors should be encouraged. Buildings should be consistent with the historic maritime architectural character of Juneau and include deep recessed building openings and strong detailing. All buildings located within the Juneau Historic District boundaries shall meet the requirements of the Juneau Historic District standards. The Historic District standards shall be applied to an entire building whenever any portion of that building is located within the Juneau Historic District.

- **Transparency and Views.** Maximize transparency from South Franklin Street to the waterfront. Preserve views of the waterfront down each of the district's streets; a view corridor from Main Street to the waterfront should be opened (see Figure 42).

Figure 41: Massing and Scale – South Franklin Street Waterside Parcels.

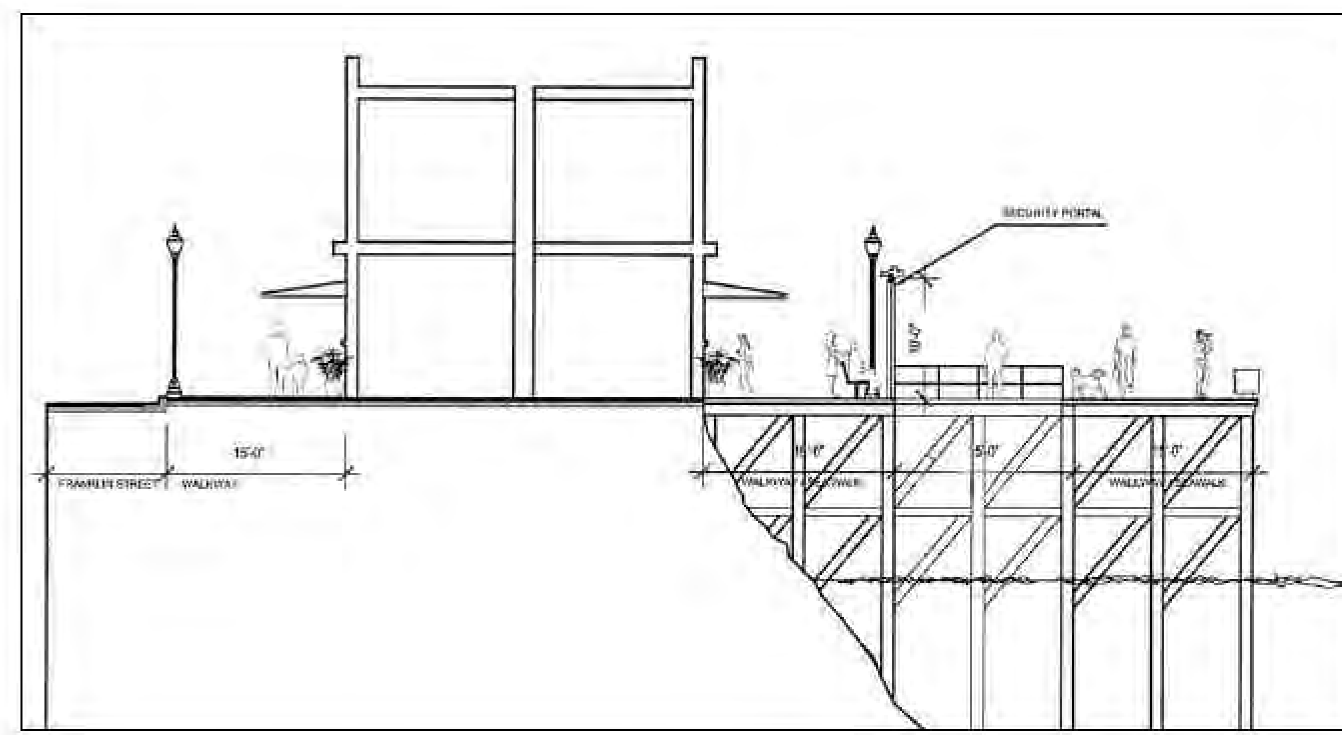
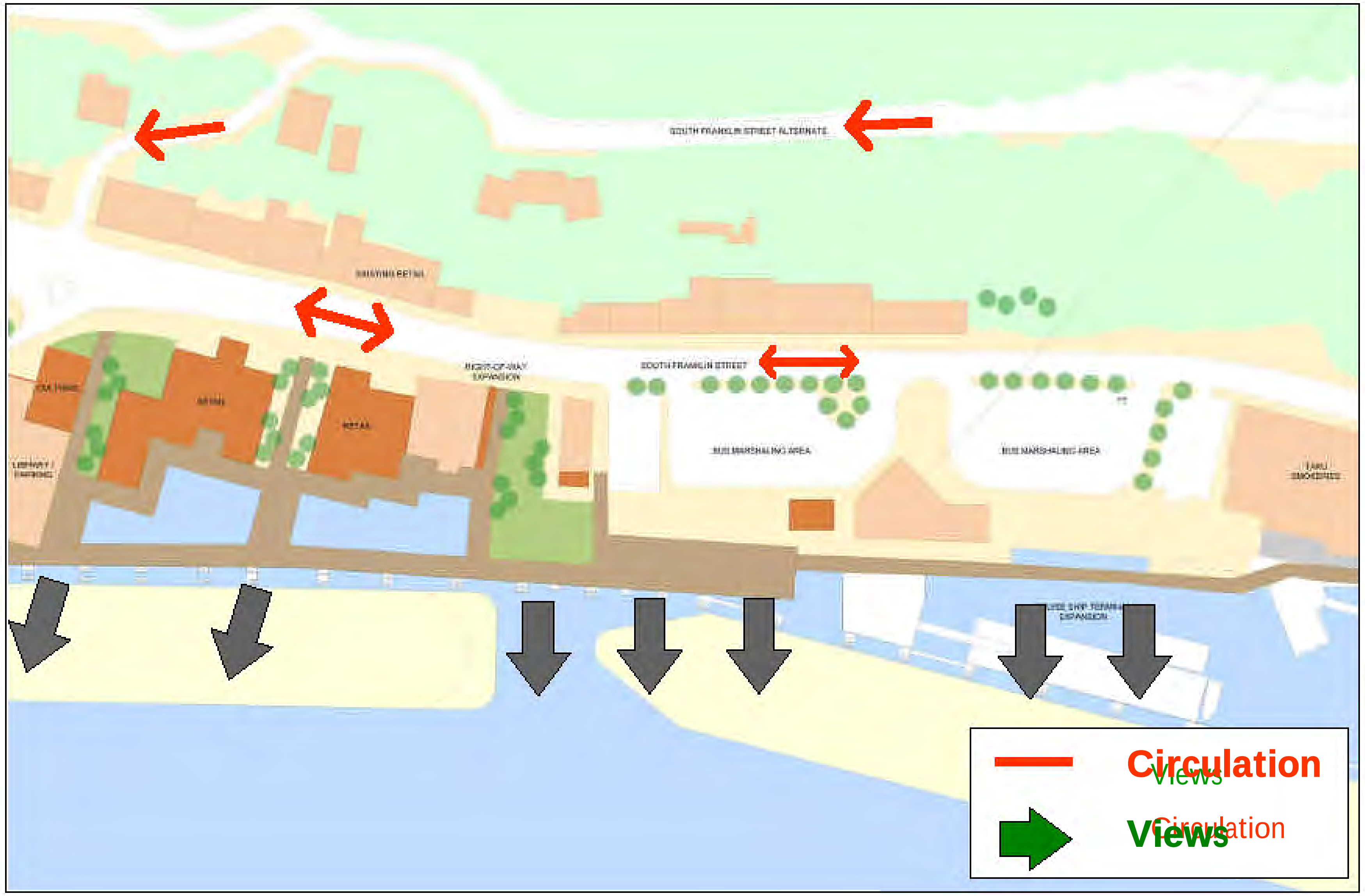
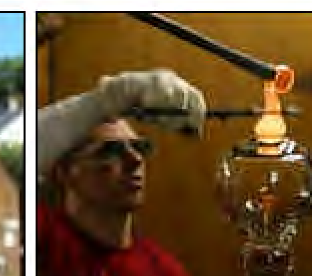
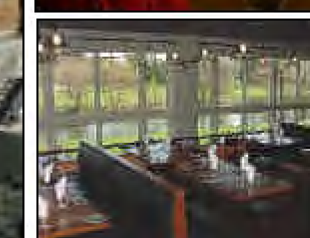


Figure 42: Area D: Circulation and Views



View of AEL&P and Similar Redevelopment Treatment (Simon Pierce Glass Studios – Vermont)





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

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155 S. Seward Street • Juneau, AK 99801

DATE: November 30, 2017

TO: City and Borough Assembly Committee of the Whole

FROM: Jill Maclean, AICP, Senior Planner
Community Development Department

Jill Maclean

RE: ***Lemon Creek Area Plan*** draft – Additional Information
www.juneau.org/lemoncreekplan

COMMITTEE OF THE WHOLE DISCUSSION

The Lemon Creek Area Plan was discussed by the Committee of the Whole (COW) on November 20, 2017. From that public meeting, the following information was requested:

1. Provide further information on Chapter 7 Economic Development, Goal 2, Action 10, **"***Pursue making CBJ gravel and organic waste disposal resources in the Lemon Creek area available to the private sector"*;
2. Provide further information on Chapter 4 Neighborhoods and Housing, Goal 2, Action 4, "*Consider rezoning Area 3 of the CBJ Switzer Lands Residential Development Study to D10SF, which would be more compatible with the D5 zoning of the adjacent Pinewood Park subdivision*";
3. Provide further information on the Lemon Creek Area Plan and its relationship to the Comprehensive Plan.

1. Chapter 7 Economic Development, Goal 2, Action 10, "*Pursue making CBJ gravel and organic waste disposal resources in the Lemon Creek area available to the private sector"*.

For the purposes the Lemon Creek Area Plan, organic waste disposal site is defined as a *"site that is used to dispose of organic debris resulting from development that is unsuitable for reuse, such as tree stumps, sands, and other natural materials. An organic waste disposal site is not a landfill*".

After much discussion at the May 22, 2017 Steering Committee meeting, the Steering Committee reached consensus that "*a narrative paragraph that talks about coupling the haul to and from Lemon Creek (gravel and organic waste), to recognize that these activities lower the cost of site construction, to put in some narrative indicating a desire that the backhaul site not turn into another dump, aesthetically, and to encourage public use and access to these resources*".

In response to this motion, language was included in Lemon Creek Area Plan Chapter 7, Economic Development p. 65. Additionally, the Steering Committee reached consensus and voted to include the suggested language on organic waste disposal, which is addressed in Chapter 7 Goal 2 "*Create Thriving Commercial and Industrial Areas That Support Industry and Neighborhood Business*":

- *Action: Pursue making CBJ gravel and organic waste disposal resources in the Lemon Creek area available to the private sector* (p. 71 of Lemon Creek Area Plan).

During discussions at the COW meeting on November 6, 2017, Assembly Member Gladziszewski suggested revising the language of the Action to read:

> "**Consider pursuing** ~~Pursue~~ *making CBJ gravel and organic waste disposal resources in the Lemon Creek area available to the private sector".*

Recommendation:
Based upon the discussion by the Assembly members at the COW, staff recommends adopting Assembly Member Gladziszewski's recommendation, with a minor edit to the wording:

> "**Consider** ~~pursuing~~ ~~Pursue~~ *making CBJ gravel and organic waste disposal resources in the Lemon Creek area available to the private sector".*

2. Provide further information on Chapter 4 Neighborhoods and Housing, Goal 2, Action 4, "*Consider rezoning Area 3 of the CBJ Switzer Lands Residential Development Study to D10SF, which would be more compatible with the D5 zoning of the adjacent Pinewood Park subdivision*".

Area 3 of the *Switzer Lands Residential Development Study* is located north of the Pinewood Park Subdivision at the ends of Mountain Avenue. For reference, see map on p. 35 of Lemon Creek Area Plan.

The Steering Committee held four public meetings to discuss neighborhoods and housing. Ultimately, the Committee felt strongly that the Lemon Creek area deserved the same consideration that other areas are given when creating housing and designating zoning districts for undeveloped lands that are located adjacent to established neighborhoods.

Pinewood Park Subdivision is zoned D5, yet the majority of lots exceed the minimum lot size of 7,000 square feet, required by this zoning district. The lots in Pinewood Park Subdivision have an average lot size of 12,000 square feet, which is more similar to a D3 zoning district. The Steering Committee strongly expressed that the established neighborhood and its characteristics should be considered when the CBJ pursues future development of Area 3. Attention to the "transition" from an established large lot single-family neighborhood to a denser multi-family development should be considered. The Steering Committee and the public generally supported housing, especially workforce and senior housing, provided it was created in a thoughtful manner with a "buffer" from the existing single-family neighborhood to multi-family housing. One method of creating the desired transition, or buffer, is to recognize the D5 zoning district (Pinewood Park Subdivision), and then creating a zoning district directly adjacent to it that is of a slightly higher density, such as D10SF, and then next to that zoning district, creating an even higher density zoning district such as D10 or D15. This will still maximize density while providing for a more gradual transition from the large lot single-family neighborhood to a denser multi-family neighborhood, while at the same time providing opportunities for a wider variety of housing types.

After extensive discussions, the Steering Committee reached consensus on Chapter 4 Neighborhoods and Housing, Goal 2, Action 4, "*Consider rezoning Area 3 of the CBJ Switzer Lands Residential Development Study to D10SF, which would be more compatible with the D5 zoning of the adjacent Pinewood Park subdivision*" (p. 38).

Recommendation:
Based on the Steering Committee's work, input from the public at multiple meetings/workshop, and review of CBJ adopted plans and studies, including the 2013 Comprehensive Plan, the 2015 Juneau Economic Development Plan, and the 2016 Housing Action Plan, staff recommends keeping the Action as stated in Lemon Creek Area Plan (see p.38).

3. Provide further information on the Lemon Creek Area Plan and its relationship to the Comprehensive Plan.

The Comprehensive Plan identifies the need for area plans, including the Lemon Creek, Switzer Creek and Salmon Creek area (p. 182). The *Lemon Creek Area Plan* is a step in the borough's strategy for influencing change in this area. It is a consensus based plan, built through extensive input from residents, local business and property owners, local non-profit groups, and other interested parties.

Per the Comprehensive Plan Chapter 11 - Subarea 5, Guidelines and Considerations states:

1. *Conduct a neighborhood plan for the Lemon Creek and Switzer Creek areas to (1) address livability concerns for residential areas, (2) accommodate the land use and transportation needs of commercial and industrial uses, (3) address recreational and natural/conservation area needs, (4) identify transportation improvements, especially pedestrian- and bicyclist-related safety improvements, and (5) reduce incompatible uses and minimize or mitigate adverse impacts of such incompatible uses related to air quality (noise, dust, fumes, odors), public safety and natural resource protection.*

Generally, the purpose of an area plan is to tailor and refine the comprehensive plan and implement its vision in a manner that is compatible with a particular area of the borough. For example, the Comprehensive Plan, Economic Development Element Policy 5.1 (p. 44) states:

> *"To Develop and Sustain a Diverse Economy, Providing Opportunities for Employment for All Residents".*

This policy and its implementing actions, provide a broad, high-level vision of how the borough should encourage and support economic growth. In order to best implement this policy, it should be focused and made area specific. For example, economic development will look different depending on the locale:

- Downtown Juneau: federal, state and city employment, the tourism industry, and the smaller boutique shops and eateries;
- Downtown Douglas: small locally owned shops, balanced with maintaining marine-related businesses;
- Mendenhall Valley: medium sized retail, i.e. grocery stores, shopping centers, gyms;
- Lemon Creek: greater mixture of industrial and commercial uses, big box stores, with some smaller retail mixed in.

Developing an area plan provides the opportunity to work with the community and determine best fits for an area based upon the needs of the community at large while balancing the quality of life for those living in that particular area. Areas plans take the vision from the Comprehensive Plan and clarify and refine that vision in order to best implement the vision at an area level.

Given that the vision from the Comprehensive Plan is broad-based at the borough level, a situation may occur in which it appears that an area plan is competing with the Comprehensive Plan. In these instances, the area plan should supersede the Comprehensive Plan, as it is the more focused, clarifying document, with much input and feedback from the residents, businesses, and property owners.

For example, Chapter 11 of the Comprehensive Plan (p. 183) covers Subarea 5: Switzer Creek, Lemon Creek, & Salmon Creek. Under the Guidelines and Considerations, there is a guideline that may not completely align with the Lemon Creek Area Plan:

> *10. Identify sufficient land to accommodate commercial and industrial uses. Adjust the boundary between commercial and industrial lands in the Vanderbilt-to-Lemon Creek area to account for current conditions and market demands. Provide additional buildable land for heavy industry and prohibit higher intensity uses, such as retail, office and residential uses, within the heavy industrial areas.*

The Lemon Creek Area Plan, Chapter 3, Land Use (p. 20), identifies the Grant's Plaza area as an opportunity to promote mixed-use development to redevelop underutilized sites, while providing a buffer between commercial and industrial uses and residential uses along Vanderbilt Hill Road. While this is not in direct conflict, the Lemon Creek Area Plan, Chapter 3, Goal 1, Action 1 should take precedence as the more clarifying action:

> *"Promote mixed-use zoning as a business and neighborhood development tool for underutilized sites i.e. the former Walmart location and Grant's Plaza".*

<u>Recommendation</u>:
Based upon the Steering Committee's work, input from the public at multiple meetings/workshop, and review of CBJ adopted plans and studies, including the 2013 Comprehensive Plan, the 2015 Juneau Economic Development Plan, and the 2016 Housing Action Plan staff recommends maintaining the language in the Lemon Creek Area Plan (p. 73):

> *"The Comprehensive Plan (chapter 11) identifies the need to conduct a neighborhood plan for the Lemon Creek and Switzer Creek areas. The Lemon Creek Area Plan is adopted as an addendum to the Comprehensive Plan. The Lemon Creek Area Plan provides a 20-year vision to guide growth, protect natural resources, and enhance and maintain amenities for livability. Where the Lemon Creek Area Plan and the Comprehensive Plan conflict, or where the Lemon Creek Area Plan is more specific, the Lemon Creek Area Plan supersedes the Comprehensive Plan)*.

<u>Recommendation</u>
Staff recommends that the Assembly approve the recommendations in this memo as part of the Lemon Creek Area Plan, in conjunction with the recommendation by the Planning Commission to adopt the Lemon Creek Area Plan as an addendum to the Comprehensive Plan with the revisions stated in the attachment.

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

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www.juneau.org/CDD
155 S. Seward Street • Juneau, AK 99801

DATE: November 6, 2017

TO: City and Borough Assembly Committee of the Whole

FROM: Jill Maclean, AICP, Senior Planner
Community Development Department

RE: ***Lemon Creek Area Plan*** (draft)
www.juneau.org/lemoncreekplan

BACKGROUND

The Comprehensive Plan identifies the need for area plans for Lemon Creek, Switzer Creek and Salmon Creek (see *Compliance with the Comprehensive Plan* section below. The *Lemon Creek Area Plan* is a step in the borough's strategy for influencing change in this area and forms the basis for defining the vision and projects for the Lemon Creek area. It is a consensus based plan, built through input from residents, local business and property owners, local non-profit groups, and other interested parties.

In 2015, the Assembly tasked the Community Development Department (CDD) with undertaking the *Lemon Creek Area Plan*. CDD conducted an open house on March 10, 2016, to solicit interest from the community, provide information on the planning process, and request applications from interested people to serve on the Steering Committee. On April 12, 2016, the Planning Commission appointed the Steering Committee, which included residents, property owners, and business owners. Throughout the month of June 2016, CDD conducted six focus group meetings including: infrastructure and transportation, natural resources and recreation, business and economic development, human services, history and cultural resources, and city departments.

In September 2016, the Steering Committee began holding regularly-scheduled public meetings. The Steering Committee was presented with background information on the Comprehensive Plan and other relevant CBJ plans, zoning and land use, housing needs, and feedback received from the open house and focus groups. This information, combined with the chapters drafted by CDD planners and other relevant CBJ staff, allowed the Steering Committee to formulate informed goals and actions for each chapter of the plan. The following chapters were seen as relevant to Lemon Creek: History and Community Character, Land Use, Neighborhoods and Housing, Transportation and Infrastructure, Economic Development, and

Natural Resources and Recreation. Public testimony was also taken at each Steering Committee meeting and considered as decisions were voted upon. The Steering Committee approved each goal and action through a consensus building process resulting in a majority vote of the committee.

On February 4, 2017, a public design workshop was held to seek input from community members primarily on recreation and bike/ped connectivity throughout Lemon Creek. MRV Architects worked with CDD and Engineering staff to conduct the workshop and led the public through this design process, which ultimately resulted in an overarching design concept – *Area Plan Design Goals* (see *Lemon Creek Area Plan* Appendix A: Public Participation). *The Area Plan Design Goals* illustrates the community's vision of how the area should develop over the next twenty years. Features include preservation of the Switzer Creek area, multi-modal paths connecting Lemon Creek to Downtown and the Mendenhall Valley, trails connecting to the Mendenhall State Game Refuge, and potential new streets in the commercial and industrial areas.

The culmination of this community planning process is the draft *Lemon Creek Area Plan*, which was distributed for a two-week public comment period from July 17 through July 30, 2017. CDD staff compiled the comments received and made recommendations to the Steering Committee. At their August 7, 2017, public meeting, the Steering Committee reviewed the public comments and considered whether or not to amend the Plan in response (see *Lemon Creek Area Plan* Appendix B: Public Comments). The Steering Committee also voted to recommend the final draft *Lemon Creek Area Plan* to the Planning Commission for consideration and favorable recommendation to the Assembly.

On September 26, 2017, the Planning Commission's Committee of the Whole held a public meeting to discuss the draft Plan. No significant changes were recommended, and the Committee voted unanimously to forward the draft Plan to the Planning Commission for a public hearing.

On October 24, 2017, the Planning Commission held a public hearing. Public testimony was taken, and all who spoke were in favor of the Plan. The Planning Commission did not make any significant changes to the draft Plan - see page 3 for a table listing the recommended revisions.

COMPLIANCE WITH THE COMPREHENSIVE PLAN

The Comprehensive Plan (Chapter 11) identifies the need to produce a neighborhood plan for the Lemon Creek and Switzer Creek areas. The draft *Lemon Creek Area Plan* complies with the Comprehensive Plan and specifically with Chapter 11, Land Use Maps G and H. The draft *Lemon Creek Area Plan* complies with the Juneau Economic Development Plan and the Housing Action Plan.

If adopted, the *Lemon Creek Area Plan* would be an addendum to the Comprehensive Plan. The *Lemon Creek Area Plan* provides a 20-year vision to guide growth, protect natural resources, and enhance and maintain amenities for livability. Where the *Lemon Creek Area Plan* and the

Comprehensive Plan conflict, or where the *Lemon Creek Area Plan* is more specific, the *Lemon Creek Area Plan* supersedes the Comprehensive Plan.

RECOMMENDATION

At its October 24, 2017 regular meeting, the Planning Commission recommended that the Assembly review and adopt the Lemon Creek Area Plan with revisions as an addendum to the Comprehensive Plan.

Chapter	Comments	Page	Goal & Action May also be Found in Chapter 8 Implementation
Chapter 3 Land Use			
	Goal 1 Action 1 Change "zoning" to "development"	20	76
	Goal 3 Action 4 Delete entire action (regarding housing stock)	21	77
Chapter 4 Housing and Neighborhoods			
	Update info regarding Housing First in the narrative: *The Juneau Housing First Collaborative Forget-Me-Not Manor permanent supportive housing project opened in September 2017. It was an $8.3 million dollar project that combines 32 units of permanent supportive housing and, on-site, the JAMHI Health & Wellness, Inc. Community Health Center that offers healthcare, behavioral health, dental, and pharmacy services for the residents and the community at-large.* *The permanent supportive housing is staffed 24hours, 7-days a week and includes a facility director, benefits coordinator (2), housing specialist (2), a driver, and front desk personnel (5). Studio apartment residences are located on the 2nd and 3rd floors with dining room, kitchen, conference room, meeting rooms, and office space on the ground level. Forget-Me-Not Manor shares a parking lot with the headquarters for the Tlingit-Haida Regional Housing Authority.* (per S. Ciambor, Chief Housing Officer)	25	N/A
	Identify zoning in each neighborhood listed in the narrative	23 - 29	N/A
Chapter 5 Transportation and Infrastructure			
	Goal 4 Action 2 Change Responsible Party from CDD, PC, JPD to JPD only	47	82
Chapter 6 Natural Resources and Recreation			
	Goal 2 Action 2 Change wording to: "*Provide greater scrutiny to compliance of water standards and erosion controls* ."	59	84
	Goal 2 Action 3 add JPD	59	84
Chapter 8 Implementation			
	Add a list of Acronmyns/Abbreviations for Departments, Agencies, Organizations at the beginning of Ch. 8	73	73

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

DATE: November 30, 2017

TO: Jerry Nankervis, Chair, Assembly Committee of the Whole

FROM: Rorie Watt, PE, City Manager

RE: Centennial Hall Management Update

In an attempt to find efficiencies amongst some of our major grantees, for the past 7-8 months I have been convening work sessions with the Executive Directors and board members of the Juneau Economic Development Council, Travel Juneau and the Juneau Chamber of Commerce.

The motivation for convening the groups is to search for economic efficiencies, or collaborations that could lead to cost savings or more services provided in exchange for the annual tax dollar support that is given to Travel Juneau (about $900K of Hotel/Bed Tax) and JEDC (about $300K of General Fund). Note that the Juneau Chamber of Commerce operates solely on the contributions of its members, does not receive financial support from CBJ.

The work group has met a number of times and (amongst other topics) has discussed shared payroll and financial services, and possible co-location. The groups agree that absent co-locating that sharing financial services is not efficient.

Through the course of these discussions, the groups asked me to bring the question of Centennial Hall management into the discussion (including various ideas about moving the organizations into the Hall), which also led to the inclusion of the Juneau Arts & Humanities Council into the group. Note that JAHC annually receives/manages funds from the Assembly. Last year the arts grant was for $167,500, of which $99K was re-granted to other organizations, and $68,500 was used by JAHC to support arts events.

Similar to the management alternatives analysis pitched by the Aquatics Board at the 11/20 COW, we have looked at various management ideas for Centennial Hall.

After a number of discussions, the parties have generally agreed to the following concepts:

1. That it is not efficient to have the CBJ and the JAHC managing similar facilities under separate management styles across the parking lot from each other.
2. That dispersed management is not favorable for maximizing public use of Centennial Hall or for attracting meeting or convention groups to Juneau.
3. That the public prefers the less rigid rental approach allowed by the JAHC's governing body.

4. That joint management of both Centennial Hall and the JACC by the JAHC is in the best interests of the community.
5. That management of Centennial Hall by JEDC, TJ or JCC is not desired by those organizations.

Revisiting governance assumptions is important and helps allow organizations to stay fresh. At tonight's meeting, earlier on the agenda you will hear about Travel Juneau's efforts to work on this same issue, I believe their efforts are very complementary to the proposed JAHC contractual management approach for Centennial Hall.

Similarly, two weeks ago you heard updates from the Aquatics Board as they strive to find the best management style for Juneau pools.

In all cases, the goal is the same – provide the best services to our citizens for the funds that they are able to provide. It is difficult work to chew through the issues, but ultimately is a worthy exercise.

This information is brought tonight while these discussions are at an conceptual stage so that the Assembly has the opportunity to halt, influence or continue the contractual discussion. It is my recommendation that staff continue to work with the JAHC to develop a draft contract for consideration and that the draft contract be reviewed by the TJ/JEDC/JCC workgroup prior to being brought back to the Assembly for further consideration.

CITY AND BOROUGH OF
JUNEAU
ALASKA'S CAPITAL CITY

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

DATE: December 1, 2017

TO: Jerry Nankervis, Chair, Assembly Committee of the Whole

FROM: Mila Cosgrove, Deputy City Manager

RE: Annexation Update

Background:

On February 22, 2016 the Assembly Committee of the Whole reviewed the option of incorporating additional areas into the Juneau Borough. After weighing various courses of action, the Committee voted to pursue annexing the unclaimed area between the southern Juneau border and the new northern edge of the Petersburg Borough. (Map 3, Area A). Staff informed the Assembly that if there was a desire to annex additional lands, CBJ would be best positioned to do it in a single petition for the following reasons: annexation petitions are substantial undertakings, there is efficiency in bundling more than one area in an application, and the first applicant tends to have a significant advantage in the process. As a result, during the December 3, 2016 Assembly Retreat the issue was referred back to the Lands Committee for further discussion.

The issue of Annexation was brought before the Lands Committee on January 30th, 2017. The Lands Committee unanimously approved forwarding the topic to the Committee of the Whole with the recommendation of expanding the borders of CBJ's annexation application to match the areas identified as A,B and D in attached Map 3. The Lands Committee also directed that the COW should discuss when and how to include neighboring communities in the discussion of expanding the borough boundaries.

A decision was made to reach out to Angoon to discuss the potential annexation of parts of Admiralty Island. Attempts were made to arrange a meeting with their governing body, but the meeting did not come to pass. In July of 2017, Mr. Watt reported to the Assembly that communication attempts were not fruitful and suggested the issue be scheduled for the August 10, 2017 COW.

At the August 10, 2017, COW, Ms. Mead reminded the Assembly that there was a pending petition on file with the LBC for the portion of proposed expansion that Petersburg was not awarded which encompasses the land from our existing southern border to the Northern edge of the newly revised Petersburg Borough (Map 3, Area A). The petition either needed to be withdrawn or amended. The matter was generally discussed and referred to a future COW.

Subsequent to the August 10th meeting, the City of Angoon formally responded in writing stating they were opposed to CBJ annexing any additional portion of Admiralty Island.

Points of Consideration:

The Assembly has two key decisions before it: 1) what areas should the annexation petition include, and 2) what approval process should be requested when the annexation petition is filed.

What areas should the CBJ include in an annexation petition?

There are three maps attached to this packet. Map 1 shows current Borough boundaries within Southeast Alaska. Map 2 shows the Model Borough Boundaries contemplated as a result of the 1992 LBC report on Model Borough Boundaries. Map 3 identifies 4 potential areas for CBJ borough boundary expansion. The Lands Committee recommended pursing areas A, B and D.

A. This triangular region is between the new northern boundary of the Petersburg Borough and Juneau's southern boundary. Since this area was not included in the Petersburg Borough, Juneau seems like the only other credible candidate to incorporate this region. In the near future, annexation of this region is mostly symbolic since there are no local residents or private properties. In the long run mineral development or tourism could generate economic activity in this region. At the February 22, 2016 Committee of the Whole, the Committee adopted a motion to continue to pursue annexing this region.

B. Pack Creek, Oliver's Inlet and the Glass Peninsula are areas where Juneau based tours, commercial fishing, guided hunts and recreational activities are common. This region has a strong connection to Juneau and is mostly contained within the Juneau Model Borough Boundary. The exception to this is the area around Pack Creek. Pack Creek is a very popular area for viewing bears and visitation to this area is managed by the USFS based in Juneau. The shaded area within the Chatham Model Borough includes the drainage area of Pack Creek and then follows the watershed of Seymour Canal north to the existing Juneau Borough boundary.

C. Area C is that portion of the Juneau Model Borough Boundary on Admiralty Island not included in Area B or D. At present, there is no significant economic or recreational activity in that region, though the potential exists for mineral exploration as an extension of current mining activity within existing CBJ Borough boundaries.

D. There are three adjacent boroughs that could potentially claim the northern portion of Admiralty Island as well as Horse and Cold Islands. This area is potentially the most contentious area to incorporate since it includes many private properties, some permanent residents and some business activity. It may be attractive to other boroughs for the same reasons.

Action requested:

A motion to forward a recommendation to the full Assembly to direct staff to pursue a modification of the existing CBJ Borough boundaries to include specific areas identified during this meeting.

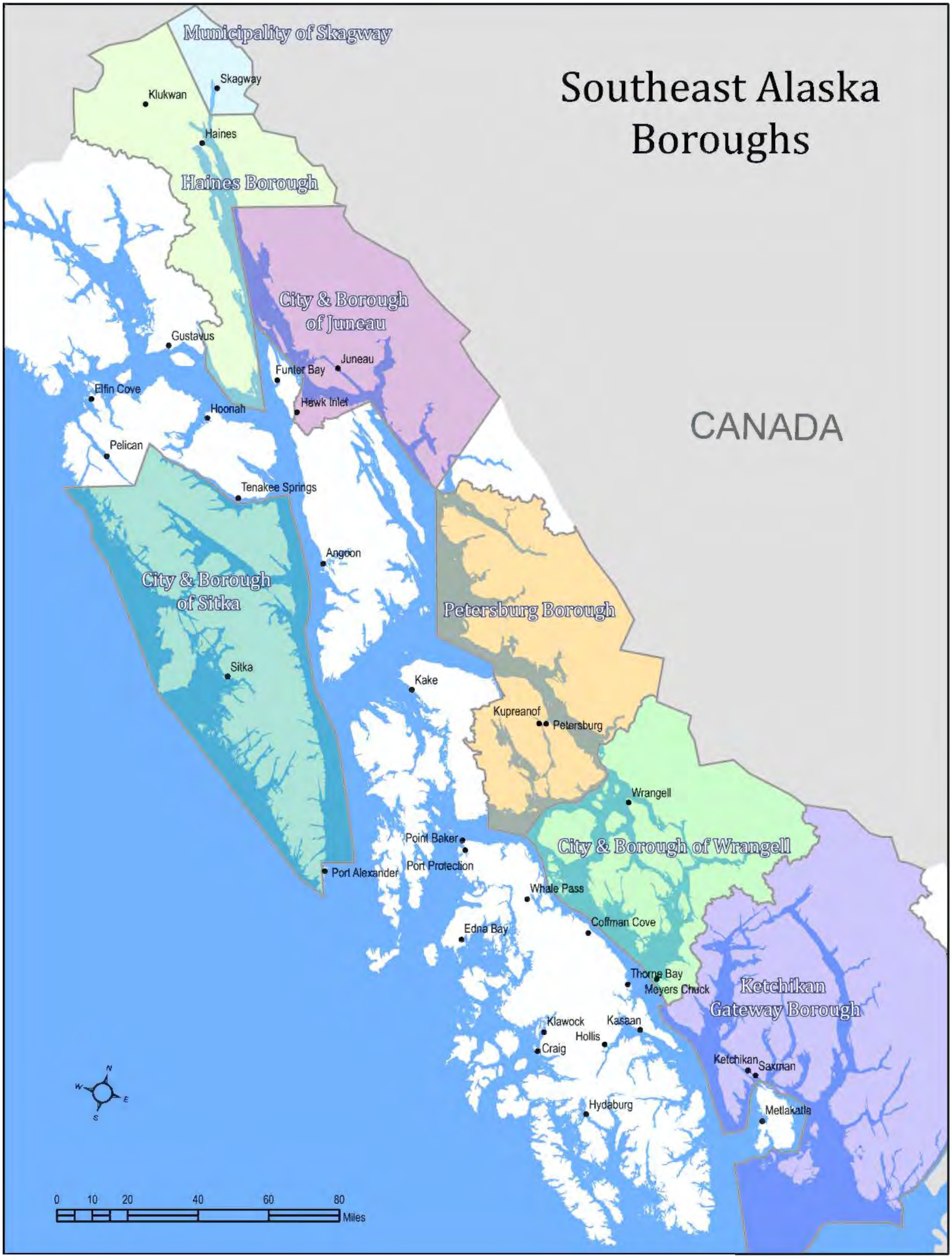
What process should be used to request annexation?

There are two paths available to the Assembly to pursue annexation of lands, by legislative approval, or by vote. Both paths begin with a complete petition packet submitted to the Local Boundary Commission which reviews the packet, holds public hearings and makes a finding on the appropriateness of the proposed borough boundary revisions. If the LBC determines the petition has merit, the moving party can opt to have the boundary revision request reviewed and approved by the legislature or by a vote of the public which would include those individuals currently residing in the borough and the individuals residing in the proposed area of annexation.

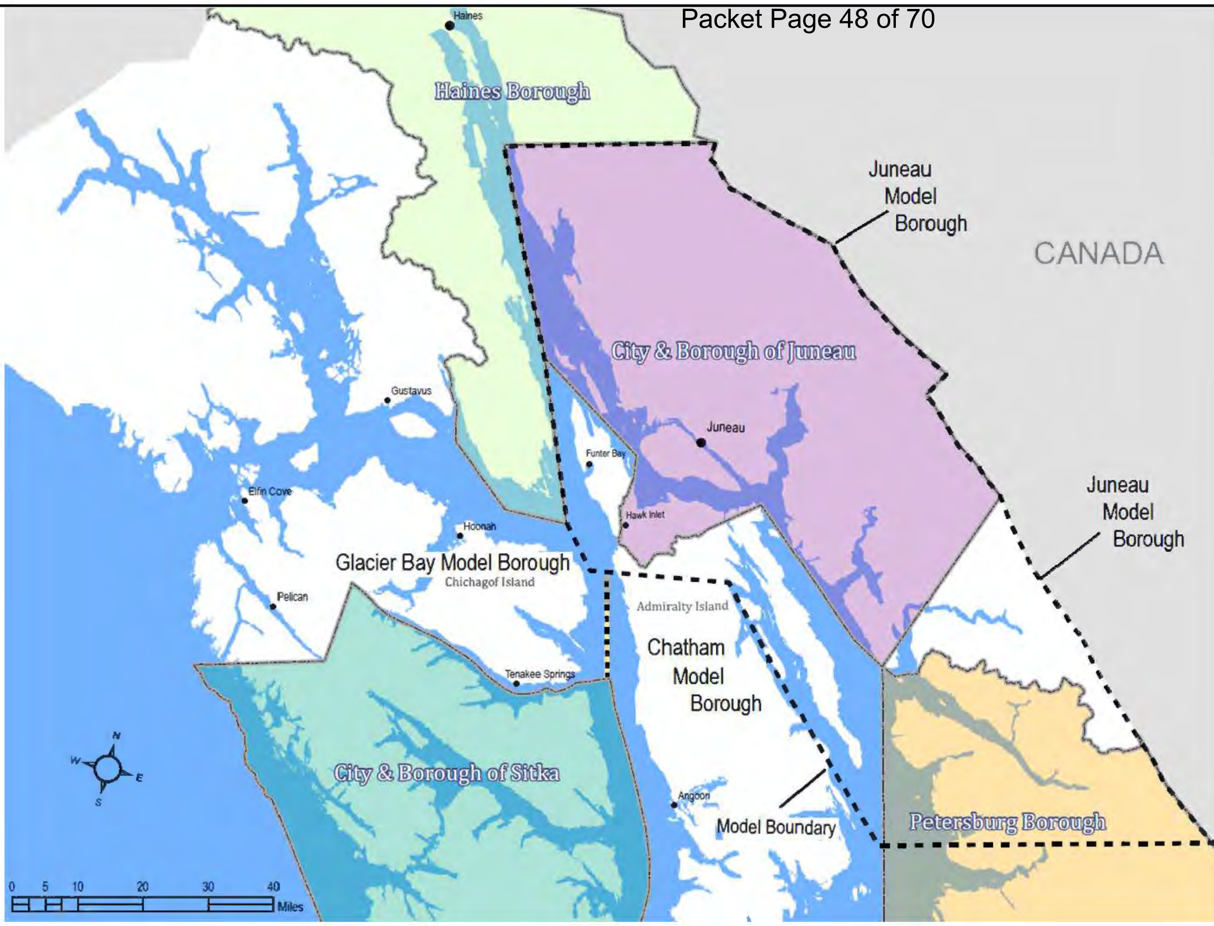
Should the Assembly elect to have the petition reviewed by the legislature, the soonest that could happen would be the 2019 legislative session. Should the Assembly elect to have the petition approved by vote, the earliest that could happen would be the October 2018 Municipal election.

Action requested:

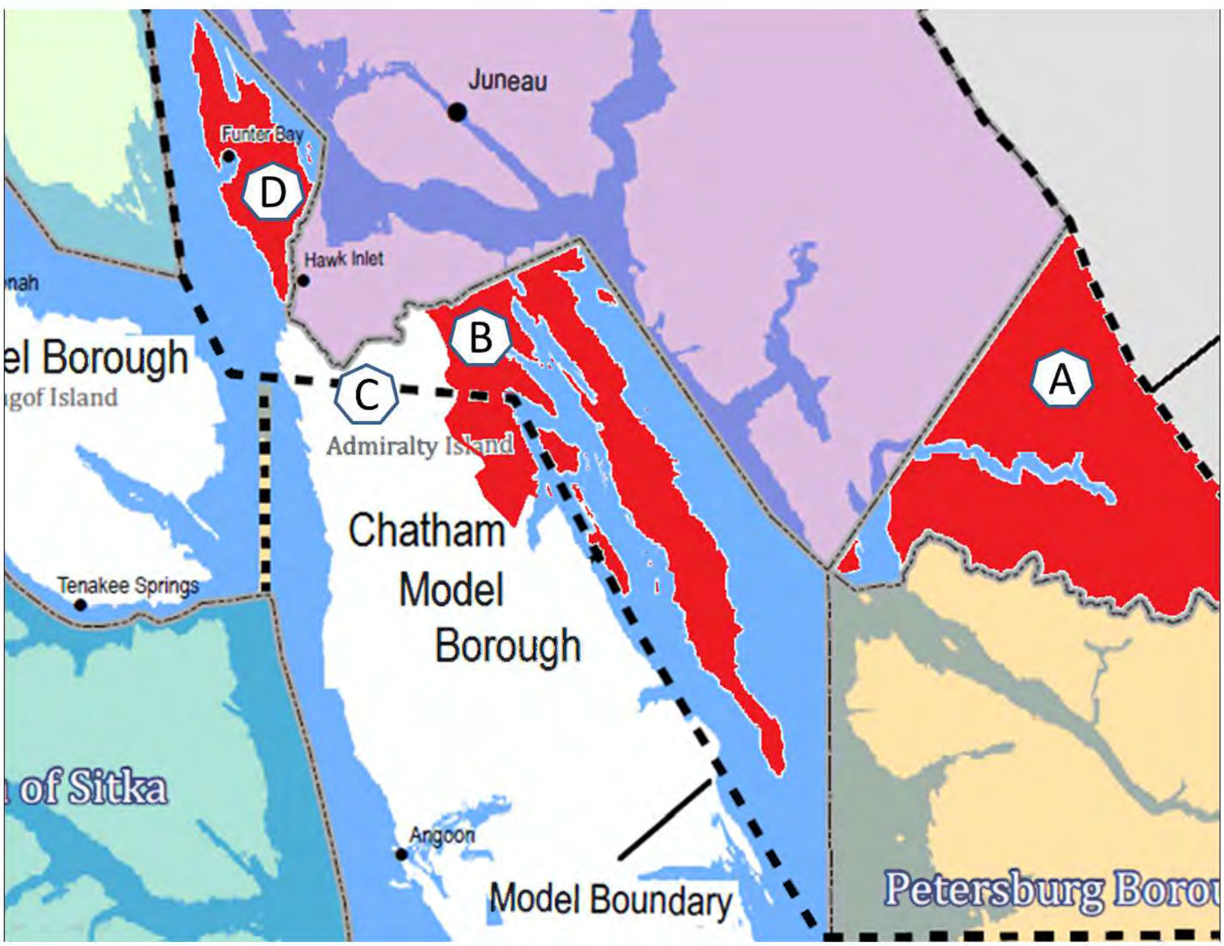
A motion to forward to the full Assembly a recommendation on how to proceed with obtaining final approval for modified boundary lines.



Map 1. Regional Map of Southeast Alaska.



Map 2. Boroughs adjacent to Juneau.



Map 3. Recommendations for areas to include in Juneau's borough annexation application.

JUNEAU RENEWABLE ENERGY STRATEGY

PRESENTED BY:

STEVE BEHNKE (JCOS)

DUFF MITCHELL (JCOS)

TIM FELSTEAD (CBJ)

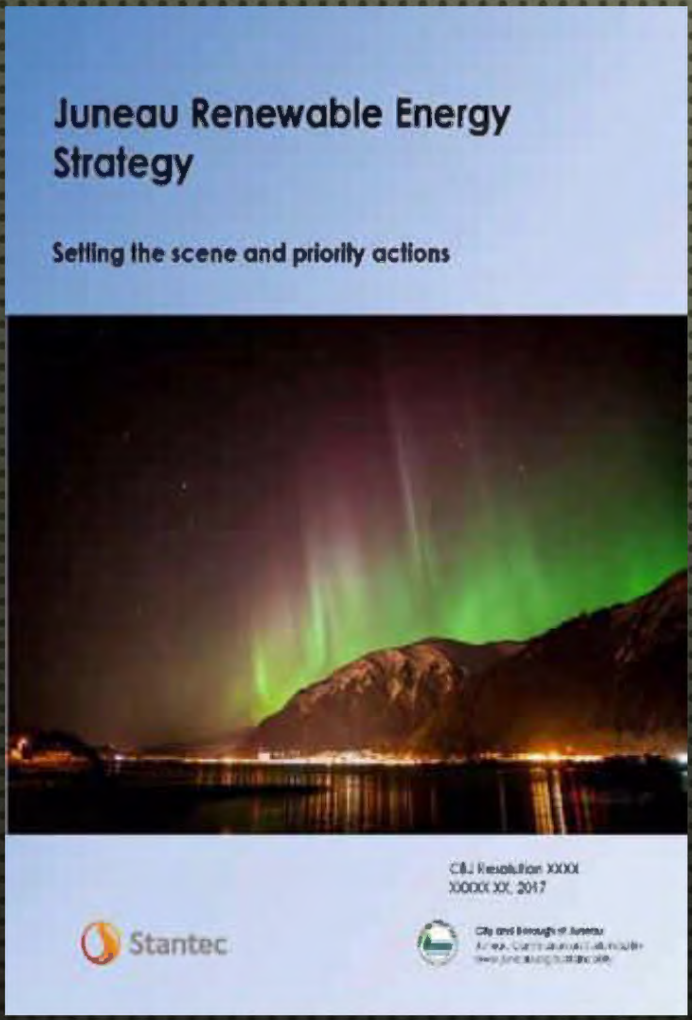
JUNEAU COMMISSION ON SUSTAINABILITY

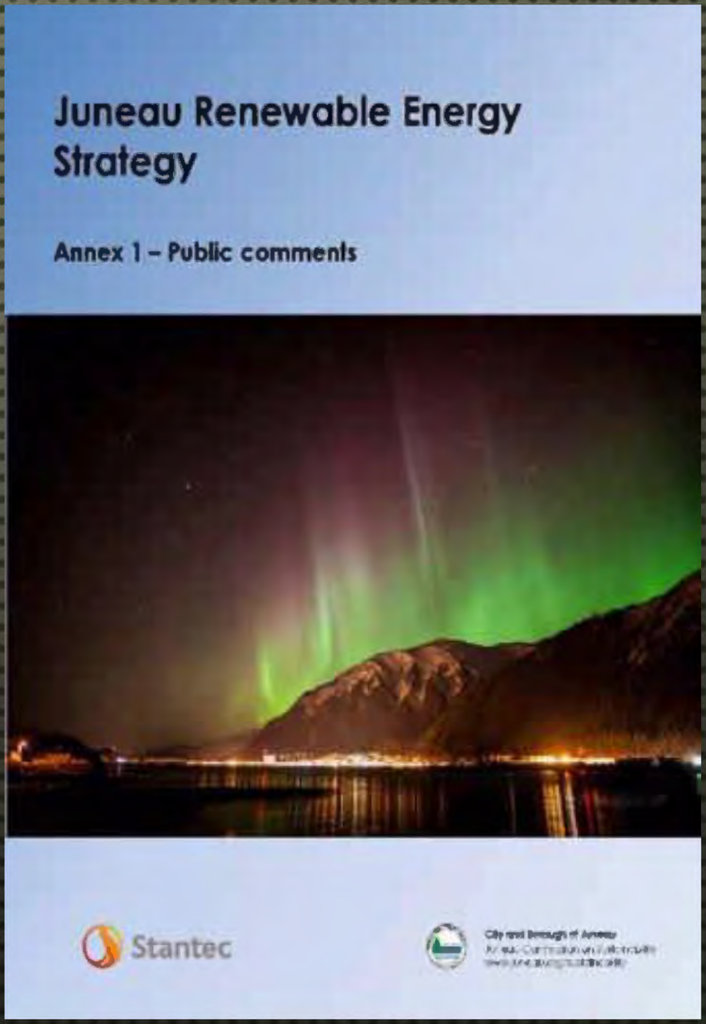
"A SUSTAINABLE COMMUNITY SEEKS TO ADVANCE THE ECONOMIC, SOCIAL, ENVIRONMENTAL AND GOVERNMENTAL WELL-BEING OF THE COMMUNITY WITHOUT COMPROMISING THE OF LIFE OF FUTURE GENERATIONS."

CBJ RESOLUTION 2528.

JUNEAU RENEWABLE ENERGY STRATEGY

HTTP://WWW.JUNEAU.ORG/SUSTAIN/ENERGY_PLAN.PHP





Presentation Roadmap

- Purpose
- Background
- Go Forward

PURPOSE: ADOPT JUNEAU RENEWABLE ENERGY STRATEGY BY RESOLUTION

~WHY?

~$140 MILLION SPENT ANNUALLY ON ENERGY IMPORTED TO THE COMMUNITY

~$8 MILLION SPENT ANNUALLY ON ENERGY BY CBJ

~JRES REPRESENTS JUNEAU COMMUNITY VALUES

~JUNEAU CAN AND SHOULD BE A SUSTAINABLE ENERGY WORLD LEADER

BACKGROUND

~Nothing Happens by Accident

~Juneau was producing and using renewable energy before the fossil fuel age- Treadwell Ditch, Gold Creek, Annex Creek, Salmon Creek

~Juneau has Resources- Natural Renewable energy Resources combined with talent, leadership, and community "will"

~Value Driven

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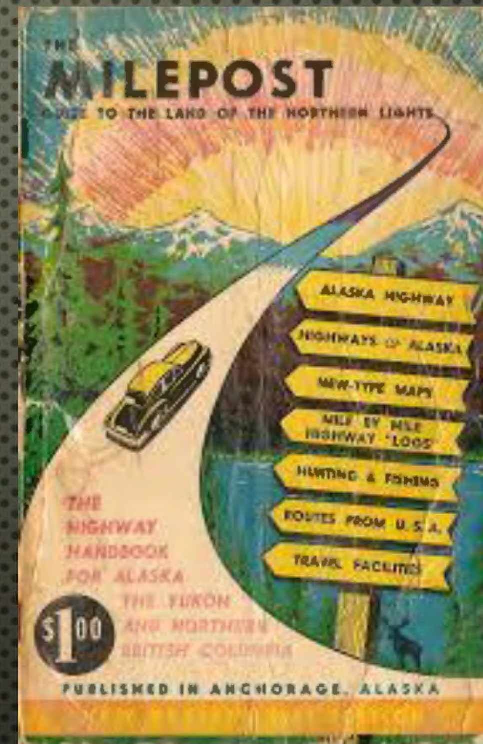
STRATEGY VS. PLAN



Directional Guide (Strategy) vs. Mile by Mile & Step by Step (Detailed Plan)

Resolution vs. Ordinance

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HOW DID THE STRATEGY DEVELOP?

2011	2012–2013	2015	July 2016	2016	Sep. 2017
Juneau Climate Action and Implementation Plan (JCAIP)	Scope of a Community Energy Plan grew; included wider energy related policies in the Comprehensive Plan	RFP; Stantec selected as consultant in 2015	Draft Energy Plan released	7 public meetings, over 120 comments	Final Energy Strategy Released

100's of Volunteer Hours of Commissioners, staff and public involvement throughout the multi-year process

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COMMUNITY GOAL: 80% RENEWABLE ENERGY BY 2045

- Conversion/transformation
- Supports established GHG reduction goals
- Four priority strategy areas
- Supplements established JCAIP actions

Four Priority Strategies

A. Implement a CBJ energy management program to make the organization a leader in energy efficiency and adoption of renewable energy

B. Reduce Juneau's dependence on fossil fuels for space heating.

C. Reduce Juneau's dependence on fossil fuels for transportation.

D. Support efforts to provide new renewable energy supplies for Juneau.

MOVING JUNEAU FORWARD-RENEWABLY

1. ADOPT A COMMUNITY TARGET OF TRANSFORMING JUNEAU'S ENERGY USE TO 80% RENEWABLE SOURCES BY THE YEAR 2045.
2. REQUIRE DEVELOPMENT OF ACTION PLANS FOR EACH OF THE STRATEGIES IDENTIFIED, AND TO BEGIN IMPLEMENTING PRIORITY NEAR-TERM ACTIONS USING THE PRIORITY ACTION LIST AS A GUIDE TO DIRECT EARLY EFFORTS.
3. DIRECT THE CBJ ORGANIZATION TO IMPLEMENT A FORMAL ENERGY MANAGEMENT PROGRAM.
4. DIRECT THE CBJ, THROUGH THE JCOS, TO MONITOR COMMUNITY ENERGY USE AS A WHOLE, BY UPDATING THE JCAIP ENERGY AND GHG EMISSIONS INVENTORY AT LEAST EVERY THREE YEARS.
5. PROVIDE FUNDING DIRECTION AND CBJ STAFF ALLOCATIONS TO ACCOMPLISH THESE RECOMMENDATIONS,
6. DIRECT JCOS, WITH CBJ STAFF ASSISTANCE, TO REVIEW PROGRESS ANNUALLY ON THESE RECOMMENDATIONS.

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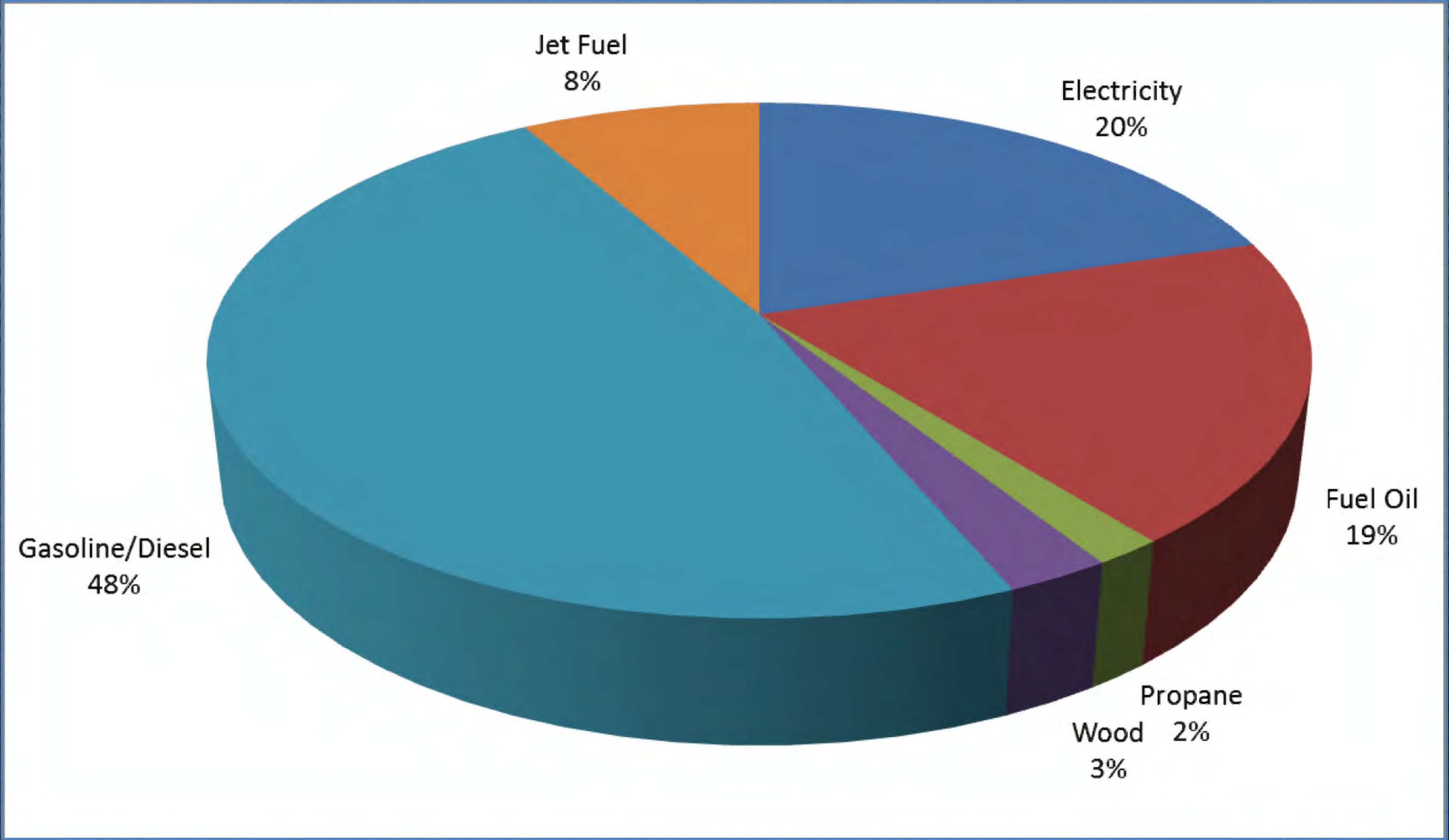
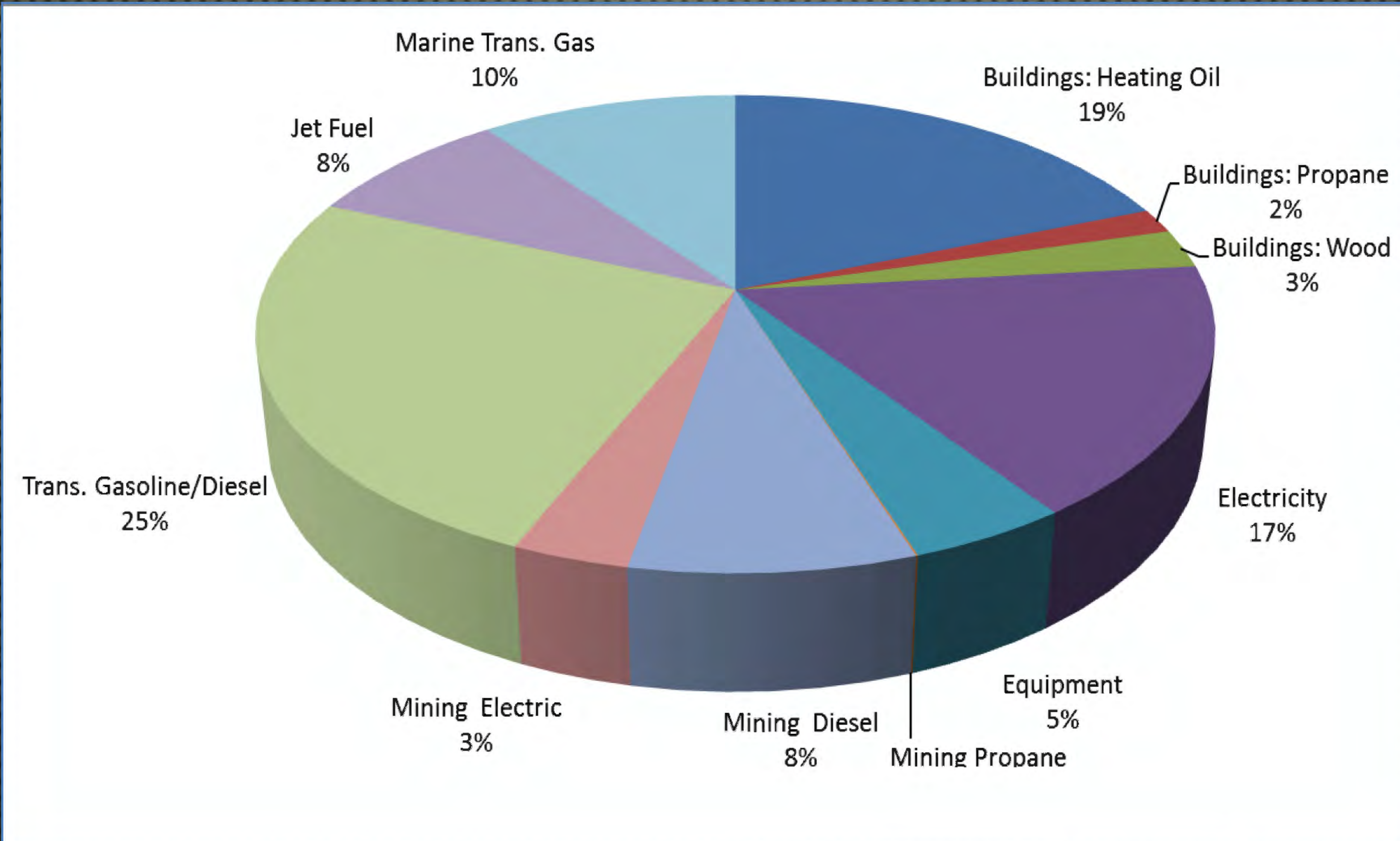
OUTLINE

	Content
Where are we now?	• A profile of the physical and socio-economic features of CBJ • An inventory of available energy consumption using latest available data
Where are we going?	• A business as usual forecast of energy use from the baseline year 2010 to 2045
Where do we want to go?	• Proposed energy reduction targets to work towards • An overarching framework and key strategies, including the City's role and the community partners that will contribute to the strategy's success
How will we get there?	• A plan including several high level strategies lead by CBJ and a collaborative approach to implementation • Specific actions and policy tools that will advance energy use reductions in each of the strategies .

JUNEAU ENERGY USE BY FUEL SOURCE



JUNEAU ENERGY USE BY SECTOR



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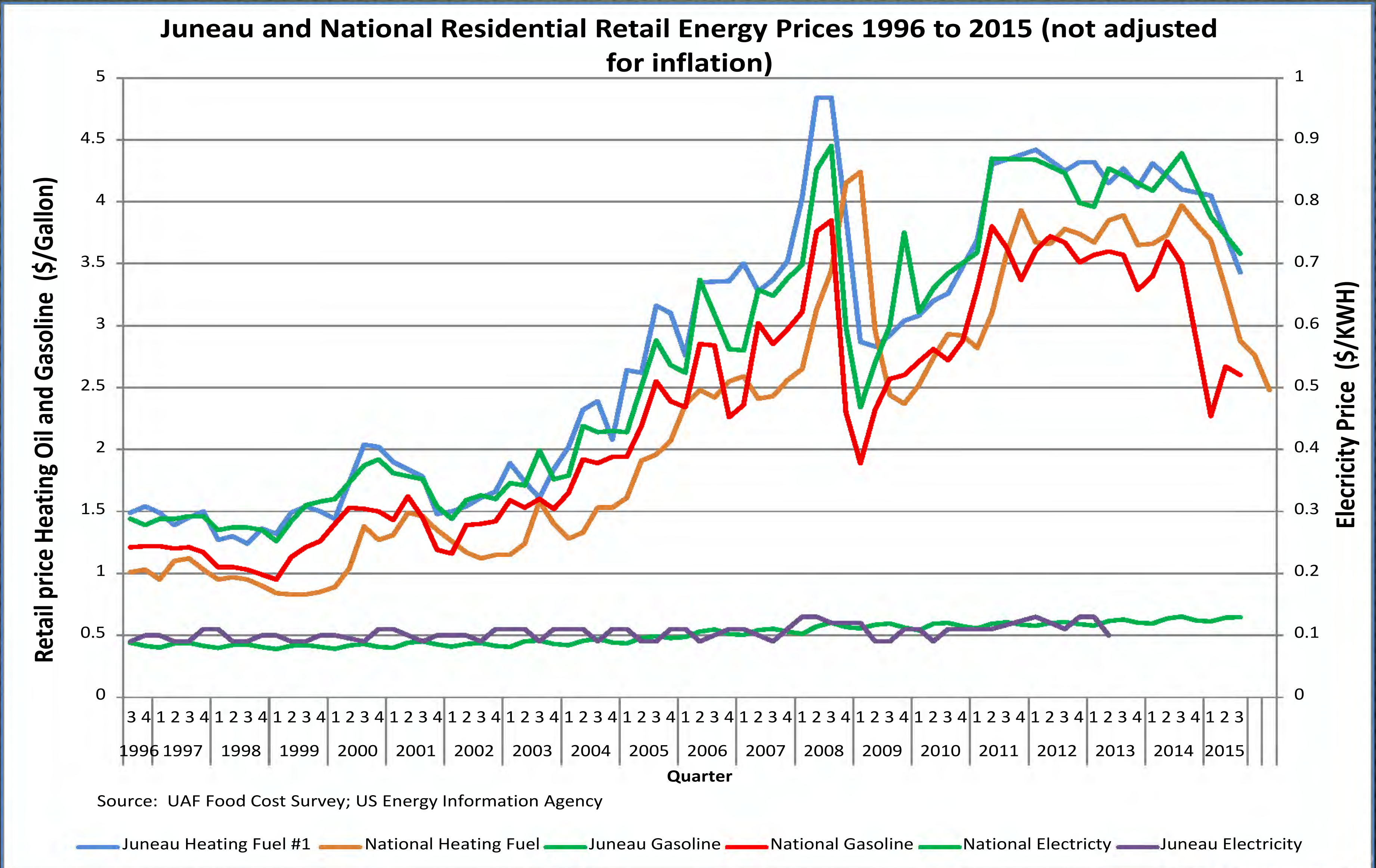
SUPPORTING INFORMATION

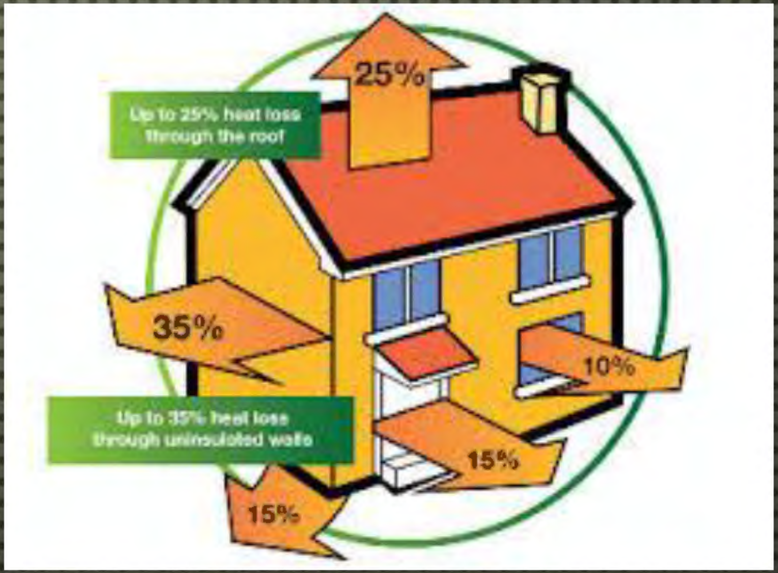
- Current demand and supply of energy
- Impact of increased supply/demand of electricity
- Increased use of other existing energy sources

FUEL PRICE VOLATILITY



SUPPORT ENERGY EFFICIENCY MEASURES FOR ALL BUILDINGS

- Update building code for new construction.
- Explore policy options for retrofitting existing buildings.
- Convene working group to review commercial building Code.
- Develop case studies to demonstrate success stories.
- Explore funding of incentives using Federal and State resources.
- Leverage weatherization program to increase the number of retrofits in residential sector.



District Heating for Multiple Locations in Juneau

- Develop a business model is for a District heating system. Identify economic advantages

and disadvantages.

- Explore potential locations including

Willoughby and state/federal buildings.

- Identify heat load and market size

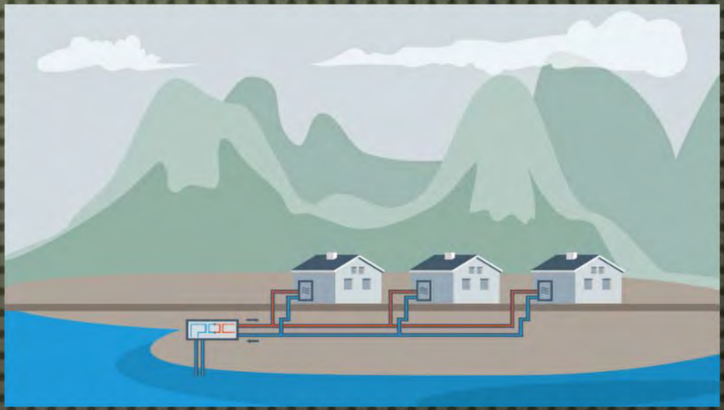
to determine economies of scale

required to make District Heating viable.

- Assess the feasibility of using renewable energy

resources.

- Develop a preliminary rate design for the system.
- Business model should include assessment of loads, service territory, distribution pipe network, analysis of energy options and plant setting, and analysis of ownership and operating models.



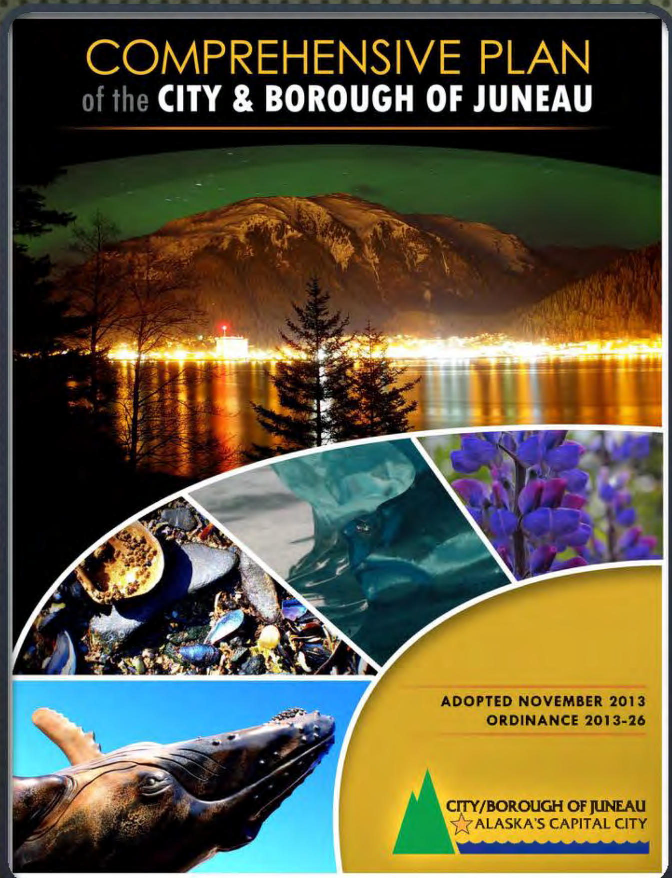
REDUCE JUNEAU'S DEPENDENCE ON FOSSIL FUELS FOR TRANSPORTATION

- Explore active transportation and opportunities to support electric vehicles.
- Consider parking policies to support electric vehicles.
- Assess centralized fleets for CBJ including appropriate vehicle choice (including electric vehicles).

Reduce Space Heating Dependency on Fossil Fuels

- Assess technical and financial issues of electrification of space heat for residential market.
- Conduct a biomass study in CBJ.
- Assess building code options to support alternatives to fossil fuel space heat.
- Study impact of increased electrification on electricity system.
- Study the potential for the use (expansion) of air source heat pumps and/or biomass for CBJ and other government owned buildings.

ENHANCE LAND USE REGULATIONS SUPPORTING ENERGY EFFICIENT, COMPACT, MIXED USE DEVELOPMENTS



- The Comprehensive Plan has many recommended actions.
- Continue to implement recommended actions.
- Develop metrics to monitor progress and do so.

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QUESTIONS?