

**ASSEMBLY STANDING COMMITTEE
COMMITTEE OF THE WHOLE
THE CITY AND BOROUGH OF JUNEAU, ALASKA
March 13, 2017, 5:30 PM.
Municipal Building - Assembly Chambers**

This is an Assembly Work Session - No public testimony taken

I. ROLL CALL

II. APPROVAL OF AGENDA

III. APPROVAL OF MINUTES

A. February 27, 2017 Committee of the Whole Minutes

IV. AGENDA TOPICS

A. Ordinance 2016-26 An Ordinance Amending the Land Use Code Relating to Access Standards.

The primary purpose of this ordinance is to create a new access option for certain subdivisions. If approved, the shared private access option would exempt lots in certain subdivisions from the requirement that lots have frontage on a public right of way, and instead allow the lots to be accessed via private shared access located in a private easement. Private shared access ways would be maintained solely by the homeowners.

In August, 2015, the Assembly directed staff to codify the existing practice of allowing shared access. Since then, Community Development staff has been working with the Subdivision Review Committee, a subcommittee of the Planning Commission, the Public Works and Engineering Department, the Fire Department, the Law Department, and the Planning Commission to develop the proposed changes.

On October 25, 2016, the Planning Commission approved moving the ordinance to the Assembly for its consideration.

This ordinance was introduced at the November 7, 2016, Assembly meeting and referred to the November 21, 2016, Committee of the Whole meeting. At that meeting, it was referred to the January 9, 2017, Committee of the Whole and was continued for additional consideration to the January 30, 2017, meeting. On January 30th, the Assembly and Planning Commission, at a joint meeting, discussed the ordinance. No date for a public hearing and Assembly action has been set.

The "strikethrough" version of 2016-26 included in your packet shows the changes (in italics) made by the Planning Commission at its last Commission meeting from the version of the ordinance as it was originally presented.

B. Auke Bay Marine Station (Verbal Update)

C. RecycleWorks Update

Link to RecycleWorks Presentation, Please Read in preparation for 3/20/17 Assembly COW:
www.JuneauRecycling.com Click on 'Hot Topic'

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

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CLOSE

**ASSEMBLY STANDING COMMITTEE
COMMITTEE OF THE WHOLE
THE CITY AND BOROUGH OF JUNEAU, ALASKA**
February 27, 2017, 6:00 PM.
Municipal Building - Assembly Chambers

Assembly Work Session - No Public Testimony

I. ROLL CALL

Assemblymember Mary Becker called the meeting to order at 6:00 p.m. in the Assembly Chambers.

Assemblymembers Present: Mary Becker, Maria Gladziszewski, Norton Gregory (teleconference), Loren Jones, Jesse Kiehl, Ken Koelsch, Jerry Nankervis, Beth Weldon and Debbie White.

Assemblymembers Absent: Mayor Ken Koelsch

Eaglecrest Board Members Present: Bruce Garrison, Lee Henry, Kayla Harmon, Wayne Stevens.

School Board Members Present: Dan DeBartolo, Josh Keaton, Brian Holst, Emil Mackey, Sean O'Brien, Andy Story, Steve Whitney.

Staff present: Rorie Watt, City Manager; Amy Mead, Municipal Attorney, Laurie Sica, Municipal Clerk; Bryce Johnson, Police Chief; Bob Dilley, Lead Community Services Officer; Jennifer Adams, CSO; Sarah Dolan, CSO; Bob Bartholomew, Finance Director; Kevin Jardell, CBJ Lobbyist.

II. APPROVAL OF AGENDA

Hearing no objection, the agenda was approved as presented.

III. APPROVAL OF MINUTES

A. February 6, 2017 Committee of the Whole Minutes

Hearing no objection, the minutes of the February 6, 2017 Committee of the Whole meeting were approved.

IV. AGENDA TOPICS

A. Joint Meeting with Eaglecrest Board

Matt Lillard gave a brief report of current operations at Eaglecrest. There are 29 operating days left to the season. This year was shaping up to be better than the past two years, with good snow conditions and more skiers. He said the budget should end up stable this season. This season they were up 6% in "units" and 11-12% in dollar value after poor seasons in 2014 and 2015 in which the ski area was down 24% in dollar value. They will have a spring sale starting tomorrow. The mid-week visits were down with the exception of school use and much of that was based on snow conditions. Many of the schools are participating in a learn-to-ski program. If there is a decent March, it will boost pass sales for the next season. He said there is a fund balance of \$100,000 and it is assigned to inventory and accrued leave. There is a negative balance of \$217,000, but this includes inventory and accrued leave balance in their budget which they are looking after. They have a goal of 7% cost recovery good years offset lean years.

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He said he had three days left in his tenure and the board is taking applications for his position of Ski Area Director. The board will start to review applications on March 10. Nate Abbott, Operations Director, is the interim manager and has been with Eaglecrest for 12 years now and he will be helping close out the season. He spoke about staffing issues and their lower pay plan than other ski areas or other CBJ positions and the board is working to get the wages up.

The physical plant is in good shape. The Porcupine Lodge has been a great addition. They day lodge is old but serviceable and overall the plant is in good shape. They have been guided by the master plan of 2012. The board will review this plan every five years and is on track for review in the off season. The beer and wine issue will be before the Assembly soon, we are looking at other opportunities for the ski area to help the bottom line.

The Assembly asked questions about wages, the school ski program, lighting and alcohol at the ski area.

Mr. Lillard spoke about the electrical power capabilities at the ski area. He said the first step is getting power to the Black Bear Chair and getting that off of diesel power.

Mr. Lillard said alcohol sales would not be a silver bullet but additional revenues would help the bottom line. He said skiing is a fun, community event and this alcohol sales are common at ski areas and would be a nice, social addition. He said there some amount of risk, but we think it is low.

Mr. Jones said the HRC had a discussion on this topic. We asked for a resolution to amend the one adopted in the 1970's regarding alcohol sales and use at private rentals of the ski area. There are some issues regarding risk management and Mr. Jones would attend the upcoming Eaglecrest Board meeting to discuss this. The second piece to review is alcohol sales to the public at the ski area. We would like the full Assembly to weigh in on this topic, then review issues with the board. Mr. Jones did not object to further investigation, and no Assemblymember voiced opposition to further review.

Ms. Becker thanked the Eaglecrest Board for their service and for coming to the meeting to update the Assembly on issues affecting Eaglecrest.

B. Joint Meeting with Juneau School District Board of Education

Superintendent Miller spoke about the needs to balance teacher training and education with the need to update curriculum due to changing times and technology. In addition they have to constantly update how the material is delivered based on science and research about how the body and brain function as a whole in learning.

Mr. Holst said the Assembly was a critical stakeholder in delivering education in the community. Graduation rates are the highest in recent years.

Ms. Story spoke about a concern for improvements in education for Native students and the efforts being taken to incorporate Tlingit culture into the program delivery. She spoke about an effort by teachers and para-educators to personally acknowledge each student in order to personalize the learning experience.

Mr. Holst spoke about the community partnerships with the United Way's "Any Given Child;" the STEM program on science, technology, engineering and math; the variety of social service agencies helping to address children with trauma issues; the State Library/Archives/Museums and Native Associations contributions; the efforts to initiate Pre-K programs; the free breakfast program for all students; the Community Schools BAM program; and other community efforts to enrich the school experience.

Mr. Keaton said a challenge was a lack of readiness for school, which is tied to the need for Pre-K

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education. There are statistics regarding the lack of school readiness causing life-long learning issues. Recent assessments show that Juneau school readiness is declining. Class sizes in Kindergarten are 23-25 students. There is an effort to implement universal Pre-K programs and he discussed the rate of return on investment. 38% of Juneau students are “ready,” whereas 78% of Dutch Harbor students are “ready” due to implementation of pre-K programs. He spoke about the ACES program, addressing awareness and support for students with childhood trauma. He spoke about the messages the students are given regarding drugs, alcohol and smoking. The Teen Health Center’s mission has changed over time and a primary focus for them now is mental health. JSD counselors are primarily school counselors, not drug and alcohol counselors, and they are spread thin.

Mr. DeBartolo thanked the Assembly for the recent authorization of \$250,000 in the budget. Budget uncertainty is a challenge for the board. It would be helpful for the Assembly to be a “rock,” as things in the legislature are still an unknown. The Board asked the Assembly to recognize that funding to the cap is a real number and to provide the Board with its intentions. JSD does not have significant savings.

Mr. O’Brien spoke to the importance of the Assembly funding the School District to the cap. The Board has seen significant progress in education results despite continued budget cuts. The school is facing more challenges in the area of drug use and childhood trauma and it lands with the school to educate students despite these challenges. The teachers have done amazing jobs with large classrooms and fewer supplies due to a high level commitment from teachers. They are teaching smarter and we are providing for teacher education and better curriculum. He said that JSD has done an amazing job, despite the “band-aids,” and even so, we are close to a breaking point. He has never seen a time when the revenue is more desperately needed. He appreciates the Assembly’s efforts to fund to the cap and sometimes beyond.

Mr. Whitney said the board met Saturday and would like to explore sharing positions with the city. One model is the hospital sharing an attorney position. Another position could be a grant writer, and an important grant to seek is funding for drug and alcohol counseling.

Mr. Holst distributed the school’s legislative priorities and said another area of collaboration could be the use of Kevin Jardell’s time lobbying for JSD issues as well as those of CBJ.

Mr. Mackey said a highlight is the 100% graduation rate at Thunder Mountain. This year is the first time JSD has earned the Advanced Placement award. He thanked the Assembly for its contributions to their efforts.

Ms. Weldon said the situation is bare bones but the school wants to spend \$4.5 million on early childhood education. Mr. Holst said universal pre-K affects the district and is a benefit to the entire system. They can’t add this now within the existing budget, but they pay for the consequences for years into the future for not having kids ready for school. There are people in the community asking for this and we know how this program has a high return on the cost. JSD was not asking for this funding to come from the school district’s existing budget. If there is foundation funding for this program from the state they would like to see how this can be incorporated. Mr. Keaton said the JSD is not making a specific ask – he was addressing a challenge and said that there is community interest in addressing this as a goal. Ms. Gladziszewski asked for a link to the data about school readiness.

Ms. White said she was concerned about straying too much from basic spelling and writing and into computers because she sees a lack of basic skills from students in their writing on-line. She spoke about her support for middle school sports and a concern about the travel ban. She said this decision to not travel was showing its effects in the villages, with students not getting off of their islands, and an increase in drug use and other negative effects. Mr. Keaton said that issue was on the next Board meeting’s agenda. Mr. O’Brien said that there were more sports activities locally now, even though there was a travel ban.

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Mr. Miller said that Alaska's school funding schema is very different from those districts he has worked in in the lower 48. He sees this setup as a trust relationship in which the Assembly gives the authority to the Board to budget in the best way the Board's sees fit. Mr. Kiehl said he appreciated that comment and said there were many issues raised by each board member. He is concerned about the ability to capitalize on opportunities for the next few years and asked about a contingency plan for the budget. Mr. Holst said they are building a zero based budget and this is the second year of doing this approach. We have a good sense of what our needs are and this requires us to prioritize, and determine what goes first if there is a big cut. The most money is spent on personnel, which relates to class size. Mr. DeBartolo said the Board has outlined its priorities and will not have to re-budget if there is a drastic change in state funding. Mr. Mackey said that for every one percent cut in BSA, this related to 4-5 teachers. Cuts to budget equals higher class size.

Ms. Becker thanked the board for its work.

C. Senate Bill 14 - An Act relating to transportation network companies and transportation network company drivers.

Mr. Watt said that there is concern that Juneau's Commercial Passenger Vehicle (CPV) regulations can be upset by proposed Senate Bill relating to UBER/LYFT and other transportation network companies. He does not think Juneau is ready for UBER type of businesses because of the seasonal tourism business. He introduced Kevin Jardell, CBJ's lobbyist.

Mr. Jardell said that this bill has some momentum. Wyoming passed this legislation recently making Alaska one of the last states to authorize the state to authorize this industry. This takes local authority out of the regulation of this business. In its broadest context there could be an inability to regulate parking for a transportation network, or tax it. The bill is not written for the specific companies that are in existence, but any transportation network. AML is opposing this legislation as it takes away local control over the industry. Part of the concern which led to the bill is that the industry does not want to be tracking a variety of regulations from multiple communities when the network drivers travel through a number of communities on a route, such as in the Railbelt area, where the communities are closer together. Mr. Jardell asked if the Assembly wants the power to stop UBER from coming to Juneau we need to get rid of section 7 altogether. If the Assembly is ok with this business, section 7 could be made more nuanced, and we need to determine how to have some control over these businesses within a range of regulations. There is a concern over leveling the playing field with taxis that are regulated, regulating traffic flow, a transportation network of tour buses as a potential, and the legislators are hearing many of these issues. There is a companion bill in the house HB 132. Juneau should identify how and if to engage.

Mr. Watt asked for broad direction as the issue is evolving and we need to be able to research issues as they arise.

Ms. Gladziszewski said she has used UBER and it seems like a great idea but she has no idea of if it would be great for Juneau, given that the CPV is a giant and complicated regulation. She thought that Juneau should oppose Section 7, which states that a municipality may not enact or enforce an ordinance regulating a transportation network.

Mr. Jones said that much of this has come from UBER's attempt to go into Anchorage. We should support AML in not supporting this due to section 7 and the loss of local control. We should not get cross-wise with Anchorage, and perhaps look at this in light of "not on the road system." Background checks are ones we authorize, not the ones that UBER authorizes and we need to see if we can get into a national database.

Mr. Nankervis asked if there is a means for a community to opt out of this. Mr. Jardell said that network companies want a larger market to make it work and there are communities without taxi services that could benefit. It is not all or nothing – there are ways to argue for some local control.

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A lot of people want this service in parts of Alaska. Mr. Nankervis said he would like communities to be able to decide if they want it or not.

Mr. Kiehl said Juneau needs to be concerned about vehicle and driver safety. The bill doesn't guarantee that and we shouldn't let the state say to use that we should just trust the companies.

Chief Johnson said that JPD did not have an opinion but if this passes the CPV regulations will need to be re-opened. This bill would be difficult for CBJ to enforce, as the cars are not marked. Officer Dilley said this would be a complete departure on how the Assembly does business regarding CPV.

Ms. Gladziszewski said she is interested in local control. The CPV regulation is complicated. It could be made better by someone, and what UBER could do to the transportation structure in Juneau in the summer is unclear. She does not want the state telling CBJ that we have to allow this business model.

Ms. White asked about the requirement for ADA accessible transportation to be available in Juneau and this bill does not address this concern.

Mr. Jardell said the way the bill is currently written, Juneau cannot prohibit smoking in a cab. The state could make that requirement, but not the Assembly.

Mr. Watt said he would continue to follow the issue and understood the lack of enthusiasm for this bill. Mr. Jardell said he would do the best he could to try to protect the community's interests.

V. EXECUTIVE SESSION

A. Cruise Line Industry Association of Alaska (CLIAA) Lawsuit Update

MOTION, by Kiehl to enter into executive session to hear and update from the City Attorney on pending litigation, specifically the Cruise Line International Industry of Alaska lawsuit.

Hearing no objection, the Assembly recessed into executive session at 8:04 p.m. and returned to regular session at 9:07 p.m.

Upon returning to regular session, Mr. Kiehl stated that the Assembly had heard information from and provided direction to the City Attorney.

VI. ADJOURNMENT

There being no further business to come before the committee, the meeting was adjourned at 9:08 p.m.

Submitted by Laurie Sica, Municipal Clerk

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

TO: Borough Assembly

FROM: Amy Gurton Mead, Municipal Attorney
Laura Boyce, Senior Planner

DATE: March 9, 2017

SUBJECT: 2016-26 Shared Access Ordinance

Below is a list of questions that need to be answered before staff can finalize Ordinance 2016-26. (See November 3, 2016, Law memo and November 17, 2016, CDD memo for more information.)

1. **Should private shared access be allowed in the case of hardship (topography or access limitations) or allowed outright?**
 2. **Should the uses allowed on private shared access be limited?**
 3. **Should private shared access be limited to single family zoning districts or should it be allowed in multifamily districts, too?**
 4. **Direction on staff recommendations. (*See below.*)**
1. *Should private shared access be allowed in the case of hardship (topography or access limitations) or allowed outright?*

The Planning Commission noted that while access limitations are an objective standard, topography issues are really subjective and relate to cost: topography challenges can be overcome with enough money spent to alleviate them, and what may be expensive to one person may not be to another. To make it less subjective, as well as to provide development flexibility, the PC amended 2016-26 to be allowed outright. This change was not unanimously agreed upon. The PC's change in direction resulted in certain amendments outlined below, and in removing subsections (a) and (b) of 49.35.260 (at pp 5 and 6).

2. *Should the uses allowed on private shared access be limited?*

Option A: Use would be limited to single family homes with accessory apartments (ADT – average daily trips – would be limited to 70.) This option is consistent with the original intent of the amendment: to encourage infill development in areas that would not normally be developed because of disproportionate cost caused by topography and access issues. (*See 49.35.262(b)(6) and (7), at p 7.*)

Option B: Allow any use permitted in the Table of Permissible Uses (TPU) for that zoning district but restrict the allowable ADT to 70 (as recommended by the PC) or

increase the allowable ADT.¹ This option permits any allowed use on the shared access as long as the use does not exceed the ADT allotted for each lot, which would be recorded on the plat. For example, in a two lot subdivision, each lot would be allotted 35 ADT. In general, future subdivision will not be allowed on lots served by private shared access (49.35.262(b)(3)(iv) at p. 8), but under this scenario, the allotted ADT could change with use. A process would need to be developed for amending the plat, for creating a process by which the director could limit uses, and for determining how ADT is allotted in the case of competing requests.²

3. *Should private shared access be limited to single family zoning districts or should it be allowed in multifamily districts, too? (See 49.35.262(b)(8), at p. 7)*

Option A: Allow only in single family districts (RR, D1, D3, D5 and D10-SF) in order to encourage development in lower density areas where development would not otherwise occur due to the cost caused by topography or access issues.

Option B: Allow in multi-family zoning districts (D-10, D-15 and D-18) in addition to the single family zoning districts. This expansion may encourage low density single family lots being developed in multi-family zones.

There are three amendments to 2016-26 being recommended by staff:

1. Amend the “vested rights” provision. 2016-26 includes a very broad, unlimited “vested rights” provision. (See 49.35.263(f), at p. 9.) In order to avoid unintended consequences, staff recommends that the Assembly amend 49.35.263(f) as follows: “The standards identified in this article do not apply to any preexisting shared access previously permitted by the department.”

2. Amend CBJ 49.35.262(b)(1) (at 2016-26 page 6), to remove the requirement that shared access be completely on and fully cross all lots served by the shared access. This section is inconsistent with the provision authorizing the director to allow for a reduction in the width of shared access. (49.35.263(d), at p. 9). Staff recommends preserving the director’s discretion to reduce the width of the access.

3. CDD staff advises that the Commission did not intend to make a substantive change to 49.35.262(b)(2) (see 2016-26 at page 6).³ Law recommends this change not be made.

¹ Care would need to be taken to avoid contradicting current street standards.

² Consider a two lot subdivision on private shared access. Each lot would be allotted 35 ADT at the time of subdivision. On lot 1, owner builds a single family home with accessory apartment (16 ADT). On lot 2, owner builds a duplex (20 ADT). Both owners submit an application for a child care home (ADT 53.76). Code would need to be developed to manage the competing applications, and, in the case of child care, to grant CDD the discretion to limit the number of allowed kids so as to ensure ADT isn’t exceeded.

³ 49.35.262 (p. 6): The developer ... may be required to make improvements beyond the development boundary in order for all of the improvements to function properly. In addition, improvements must be designed and constructed to allow the potential ~~provide~~ for future extension to adjoining lands.

Presented by: The Manager
Introduced:
Drafted by: A. G. Mead

ORDINANCE OF THE CITY AND BOROUGH OF JUNEAU, ALASKA

Serial No. 2016-26

An Ordinance Amending the Land Use Code Relating to Access Standards.

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

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

Section 2. Repeal of Section. CBJ 49.15.424 Access, is repealed and reserved.

Section 3. Repeal of Division. CBJ 49.15 Article IV, Division 4, Privately Maintained Access in Rights-of-way, is repealed and reserved.

Section 4. Amendment of Section. CBJ 49.15.442 Improvement Standards, is amended to read:

49.15.442 Improvement standards.

The following improvement standards apply to remote subdivisions:

- (1) CBJ 49.35.250, ~~49.15.424~~ Access.
- (2) CBJ 49.35.240, Improvement standards.
- (3) CBJ 49.35.310, Water systems.
- (4) CBJ 49.35.410, Sewer systems.

Section 5. Amendment of Chapter. CBJ 49.35 Public Improvements, is amended to read:

Chapter 49.35
Public and Private Improvements

Section 6. Amendment of Section. CBJ 49.35.110 Purpose, is amended to read:
49.35.110 Purpose.

The purpose of this chapter is to:

- (1) Establish design and development criteria for public and private improvements; and
- (2) Outline the procedures and responsibilities of the developer for furnishing plans and completing the improvements.

Section 7. Amendment of Section. CBJ 49.35.120 Public improvements; generally, is amended to read:

49.35.120 Improvements; Public improvements; generally.

(a) The developer must install all of the required improvements within the boundaries of the development, and may be required to make improvements beyond the development boundary in order for all of the improvements to function properly. In addition, improvements must be designed and constructed to allow the potential ~~provide~~ for future extension to adjoining lands.

(b) If a publicly-maintained street serves an area outside the roaded service area boundary as a result of a subdivision, the roaded service area boundary, and if appropriate, the fire service area, shall be extended to include the roaded area and newly-created subdivision.

Section 8. Amendment of Table. 49.35.240 Table of roadway construction

standards, is amended to read:

<i>Avg. Daily Trips (ADT)</i>	<i>Adopted Traffic Impact Analysis Required</i>	<i>Sidewalks</i>	<i>Travel Way width</i>	<i>Street lights</i>	<i>ROW Widthⁱⁱ</i>	<i>Paved Roadway Required</i>	<i>Publicly maintained</i>
≥ 500	Yes	Both sides	26 ft.	At all intersections	60 ft. <u>Public ROWⁱⁱ</u>	Yes	Yes
212 to 499	Maybe	One side	24 ft.	At all intersections	60 ft. <u>Public ROWⁱⁱ</u>	Yes	Yes
0 to 211	No	Not required	22 ft.	At intersection of subdivision street(s) and external street system	60 ft. <u>Public ROWⁱⁱ</u>	Yes	Yes
0 to 211	No	Not required	20 ft. ⁱ	At intersection of subdivision street(s) and external street system	60 ft. <u>Public ROWⁱⁱ</u>	No, if outside the urban service area ⁱⁱⁱ	No
<u>0 to 70</u> 50	<u>No</u>	<u>Not required</u>	<u>20 ft.ⁱ</u>	<u>No</u>	<u>50 ft. private easement</u>	Yes <u>No</u>	<u>No</u>

Notes:

ⁱ Or as required by the Fire Code at CBJ 19.10.

ⁱⁱ ROW width may be reduced as prescribed at CBJ. 49.35.240.

~~ⁱⁱⁱ Paving of roadway is required for any street type located within the urban service area or within the Juneau PM-10 Non-Attainment Area – Maintenance Area Boundary map.~~

Section 9. Amendment of Article. CBJ 49.35, Article II, is amended by adding a

new section to read:

49.35.250 Access.

1
2
3 (a) *Principal access to the subdivision.* Except as provided below, the department shall
4 designate one right-of-way as principal access to the entire subdivision. Such access, if not
5 already accepted for public maintenance, shall be improved to the applicable standards for
6 public acceptance and maintenance. It shall be the responsibility of the subdivider to pay the
7 cost of the right-of-way improvements.

8
9 (1) Principal access to remote subdivisions. The department shall designate the
10 principal access to the remote subdivision. Such access may be by right-of-way.

11 (b) *Publicly maintained access within a subdivision.* Unless otherwise provided in this
12 section or in 49.15.420(a)(1), all lots must satisfy the minimum frontage requirement and have
13 direct and practical access to the right-of-way through the frontage. The minimum frontage
14 requirement on a right-of-way is 30 feet or the minimum lot width for the zoning district or use
15 as provided in CBJ 49.25.400. These requirements for frontage and access can be accomplished
16 by:

17 (1) Dedication of a new right-of-way with construction of the street to public
18 standards. This street must connect to an existing publicly maintained street;

19 (2) Use of an existing publicly maintained street;

20 (3) Upgrading the roadway within an existing right-of-way to public street
21 standards. This existing right-of-way must be connected to another publically maintained
22 street; or

23 (4) A combination of the above.

24
25 (c) *Privately maintained access within a subdivision.* Lots shall front and have direct access
to a publically maintained street except as:

(1) *Privately maintained public access.* A subdivision may create new lots served by a privately maintained access within a public right-of-way not maintained by an agency of government as provided by CBJ 49.35, Article II, Division 2. All lots must have either a minimum of 30 feet of frontage on a right-of-way, or the minimum lot width for the zoning district or use as provided in CBJ 49.25.400.

(2) *Private shared access.* A lot in a subdivision is exempt from having the minimum frontage on a public right-of-way when a ~~new access point is prohibited or when a new access point would likely result in a traffic safety hazard as determined by the director~~ shared access is approved pursuant to CBJ 49.35, Article II, Division 1. All lots served by a shared access shall have a minimum of 30 feet of frontage on the shared access.

(d) *Remote subdivisions accessible by navigable waterbodies.* All lots in a remote subdivision solely accessible by navigable waterbodies must have a minimum of 30 feet of frontage on, and direct and practical access to, either the navigable water or a right-of-way. The right-of-way must have direct and practical access to the navigable water.

(e) *Access within remote subdivisions accessible by pioneer paths.* All lots must either have direct and practical access with a minimum of 30 feet of frontage on the right-of-way, or the minimum lot width for the zoning district or use as provided in CBJ 49.25.400.

Section 10. Amendment of Article. CBJ 49.35, Article II, is amended by adding a new division to read:

DIVISION 1. PRIVATE SHARED ACCESS

49.35.260 Purpose.

Shared access serving four or fewer lots without frontage on a right-of-way may be constructed within a private easement consistent with this division.

~~(a) — A subdivision shall be designed to minimize lots without frontage on a publicly maintained right of way.~~

~~(b) — If a new access point is prohibited or if traffic safety concerns warrant restricting access to a public right of way, then shared access serving three or fewer lots not having frontage on a right of way may be constructed within a private easement consistent with this division.~~

49.35.261 Application.

An applicant must submit the following to request shared access:

- (1) A preliminary plan and profile of the proposed shared access; and
- (2) A proposed access easement, drainage and utility agreement.

49.35.262 Standards.

(a) *Agency review.* The director shall forward the complete application to the fire department and to the engineering and public works department for review.

(b) *Approval criteria.* The director may approve a subdivision, with or without conditions, that has a shared access if all of the following criteria are met:

~~(1) — A new access point is prohibited or a new access point would likely result in a traffic safety hazard.~~

(2) The shared access will be located in a private easement completely on and fully crossing all of the lots served.

(3) The shared access serves ~~four~~ **three** or fewer lots. If a subsequent common wall residential subdivision is intended to be served by shared access, the common wall parent lot shall count as two lots.

(4) The shared access does not endanger public safety or welfare.

(5) The shared access complies or can be improved to comply with the emergency service access requirements of CBJ 19.10.

~~(6) The use of each lot served by the shared access shall be limited to one single family residence and an accessory apartment.~~

(7) The total Average Daily Trips resulting from the subdivision shall not exceed 70 and no use of any subdivided parcel shall prevent construction of a single-family home with an accessory apartment on any other parcel.

(8) Shared access is only allowed in RR and residential ~~the D-1, D-3, D-5, and D-10-SF~~ zoning districts defined by CBJ 49.25.210.

~~(9) Shared access is prohibited if street connectivity would be impaired.~~

(10) Shared access is prohibited if the subdivision abuts a parcel that does not have alternative and practical frontage on a publicly maintained right-of-way.

~~(11) The portion of the shared access in the right of way or the first 20 feet from the edge of the public roadway shall be paved, whichever length is greater.~~

(12) Lots must meet the minimum standards for the zone district according to the Table of Dimensional Standards excluding the shared access easement. A buildable area must exist without the need for a variance.

(c) *Approval process.*

1
2
3 (1) Upon preliminary plat approval by the director, the applicant shall construct the
4 shared access pursuant to the corresponding standard in Table 49.35.240 for a roadway
5 with 0 to ~~70~~ 50 average daily trips. A financial guarantee cannot be used as a condition of
6 construction.

7
8 (2) The shared access easement shall be recorded.

9 (3) The following shall be noted on a plat or in a recorded decision that contains a
10 shared access:

11 (i) The private easement is for access, drainage, and utilities and shall be
12 specifically identified.

13 (ii) The owner(s) of the lots served by the private access easement
14 acknowledge the City and Borough is not obligated and will not provide any
15 maintenance or snow removal in the private easement.

16 (iii) The owner(s) of the lots served by the private access easement shall be
17 responsible and liable for all construction and maintenance of the shared access
18 from the edge of the publically maintained travel lane.

19 (iv) Except a subsequent common wall subdivision depicted on this plat, the
20 lots served by the private access easement are prohibited from subdividing unless
21 the access is upgraded to a public street, dedicated to, and accepted by the City and
22 Borough.

23 (v) Owner of a lot served by the private access easement shall automatically
24 abandon all rights to and usage of the private access easement except for utilities, if
25 any, if a publically maintained street serves that lot.

(vi) A lot with frontage on a public street and on the shared access is prohibited from having vehicular access to the public street except through the shared access.

49.35.263 Other Shared Access Requirements.

(a) If a shared access is approved, the applicant must apply for and receive a right-of-way permit to construct the shared access.

(b) If the director determines that a street sign is required for a health, safety, or welfare reason, the applicant shall install a street sign provided by the City and Borough at the applicant's expense.

(c) The front yard setback shall be measured from the shared access easement.

(d) The width of the shared access easement may be reduced up to 20 ~~40~~ feet if the director finds there is sufficient area for the provision of utilities, drainage, snow storage, and that it is unlikely for the shared access easement to expand in the future to a public street.

(e) The director shall determine the placement location of mailboxes. The director may require additional improvements and design changes to enable efficient mail delivery and minimize traffic interferences.

(f) Shared access existing on the effective date of Ordinance 2016-26 is exempt from the requirements of this division.

~~(f) — Parcels that are served by an existing shared access and made nonconforming by the adoption of this division shall be allowed to construct a single family residence, including an accessory apartment if otherwise allowed, and any previously permitted~~

~~development. All other development shall be prohibited unless consistent with this division.~~

Section 11. Amendment of Article. CBJ 49.35, Article II, is amended by adding a new division to read:

DIVISION 2. PRIVATELY MAINTAINED ACCESS IN A RIGHT-OF-WAY

49.35.270 Purpose.

A privately maintained access road serving 13 or fewer lots located outside the urban service area may be constructed within a public right-of-way and constructed to less than full public street construction standards.

49.35.271 Application.

On a preliminary plat application, the applicant must submit the following to request approval for a privately maintained access in a right-of-way:

- (1) A preliminary plan and profile of the proposed privately maintained access road and any proposed public or private utilities; and
- (2) A proposed access agreement as required by 49.35.272.

49.35.272 Access agreement.

(a) An access agreement must be executed between the City and Borough and all property owners proposed to be served by a privately maintained access road. The agreement must identify the parties and the property, all signatures must be notarized, and the agreement must include the following provisions:

1
2
3 (1) In exchange for the grantee not being required to construct a road that can be
4 accepted for maintenance by the City and Borough, and for the City and Borough not being
5 responsible for maintaining the privately maintained access road, the parties execute this
6 agreement with the intent for it to run with the land and bind all heirs, successors, and
7 assigns consistent herein;

8
9 (2) The grantee acknowledges that the City and Borough is not obligated to provide
10 any maintenance, including snow removal, for the privately maintained access. The
11 grantee is required to arrange for year-round reasonable maintenance for the privately
12 maintained access, including snow removal, sufficient to meet weather conditions and to
13 allow for safe vehicular traffic;

14 (3) The grantee and the grantee's heirs, successors, and assigns will defend,
15 indemnify, and hold harmless the City and Borough from any claim or action for any
16 injury, loss, or damage suffered by any person arising from the location, design,
17 maintenance, or use of the privately maintained access;

18 (4) The grantee will ensure that use of the privately maintained access road will not
19 block vehicular or pedestrian access by the public in the right-of-way;

20 (5) The City and Borough will have unimpeded access in the right-of-way.

21 (6) The grantee is required to arrange for maintenance of the right-of-way. The
22 grantee and the grantee's heirs, successors, and assigns will maintain the privately
23 maintained access road and public right-of-way according to the conditions established in
24 this agreement;

25 (7) The City and Borough will record a copy of the agreement, at the grantee's
expense, with the state recorder's office for each lot or parcel of land either, in the case of

1
2
3 existing lots, those adjoining the segment of right-of-way in which the privately
4 maintained access is to be located; or, in the case of lots created by subdivision and served
5 by the privately maintained access, those lots so created;

6 (8) The owners of the lots subject to this agreement are required to pay for right-of-
7 way upgrades when existing or proposed development served by the privately maintained
8 access exceeds 211 average daily trips as determined by the director;

9
10 (9) The owners of the lots subject to this agreement are prohibited from subdividing
11 unless the privately maintained access is upgraded or all the property owners served by
12 the privately maintained access execute a new access agreement;

13 (10) Any development that increases the estimated traffic above 211 average daily
14 trips, as determined by the director, shall pay a proportionate share of the costs of the
15 right-of-way upgrades, which will offset the costs imposed on the existing owners served by
16 the privately maintained access. The proportionate share shall be the percentage increase
17 in average daily trips;

18 (11) The owners of the lots subject to this agreement authorize the City and Borough
19 to amend this access agreement by adding a new owner only upon presentation of a
20 written and fully executed maintenance agreement between all the existing property
21 owners subject to the original access agreement and the new property owner proposing to
22 be served by the existing privately maintained access. Any amended access agreement
23 supersedes an existing access agreement. After recording, the new access agreement shall
24 be sent to all the owners subject to it; and
25

(12) The owners agree to maintain in full force and effect any insurance policy required by the City and Borough until and unless the roadway is accepted for maintenance by the City and Borough.

(b) Prior to the City and Borough executing the access agreement:

(1) The owners of the lots subject to the agreement shall create an owner's association for the purpose of continuing the duties contained in the agreement; and

(2) The association shall obtain liability insurance of a type and in the amount deemed necessary by the City and Borough to provide coverage for claims arising out of or related to the use, occupancy, and maintenance of the privately maintained access road.

The City and Borough shall be named as an additional insured on any required policy.

49.35.273 Standards.

(a) *Agency review.* The director shall forward the complete application to the fire department and to the engineering and public works department for review.

(b) *Approval criteria.* A subdivision may be approved, with or without conditions, with privately maintained access in a public right-of-way if all of the following criteria are met:

(1) The subdivision is located outside of the Urban Service Boundary;

(2) The proposed privately maintained access would abut and provide access to 13 or fewer lots each limited to a single-family residence, or the proposed access road could serve 13 or fewer lots;

(3) The proposed privately maintained access will be located in a public right-of-way that has not been accepted for public maintenance;

(4) The proposed privately maintained access does not endanger public safety or welfare;

(5) The proposed privately maintained access will be improved to provide for emergency service access;

(6) A privately maintained access shall only serve property in which the maximum allowable residential density uses do not exceed 211 average daily trips as determined by the director; and

(7) Property served by the privately maintained access shall include accessory apartment traffic, if allowed with or without a conditional use permit, even if accessory apartments are not currently proposed.

(8) Privately maintained access is prohibited unless:

(A) The abutting parcels have alternative and practical frontage on a publicly maintained right-of-way; or

(B) The property owners of all abutting parcels are signatories of the access agreement required by CBJ 49.35.272.

(c) *Approval process.*

(1) All of the requirements of this Title and the conditions identified in the preliminary plat notice of decision have been satisfied.

(2) Area for the right-of-way has been dedicated to the City and Borough. The privately maintained access has been constructed consistent with corresponding standard in 49.35.240 for a roadway with 0 to 211 average daily trips.

(3) The access agreement is recorded prior to recording the final plat.

(4) The director may impose conditions necessary for public, health, safety, and welfare upon approving the subdivision.

49.35.274 Other requirements.

(a) If a preliminary plat with a privately maintained access in the public right-of-way is approved, the applicant must apply to the engineering and public works department for a permit to construct the privately maintained access as required by CBJ 62.05, accompanied by final construction plans. Additional fees and bonding may be required for final plan review, inspection, and construction of the access road and utilities.

(b) The applicant shall install a street sign, to be provided by the City and Borough, which shall indicate that the privately maintained access is not maintained by the City and Borough.

(c) The director shall determine the placement location of mailboxes. The director may require additional improvements and design changes to enable efficient mail delivery and minimize traffic interferences.

Section 12. Amendment of Section. CBJ 49.80.120 is amended by the addition of the following definitions to be incorporated in alphabetical order:

Access point means any improvement designed for a motor vehicle to travel from or onto a right-of-way including, a driveway, a parking area, or street that intersects an existing street, and any similar improvements.

~~Grade (maximum grade for access) means the maximum percentage slope of the finished surface measured every 10 feet.~~

Travel way means the portion of the roadway for the movement of vehicles, exclusive of shoulders.

Section 13. Amendment of Section. CBJ 49.80.120 is amended to read as follows:

Common driveway means a commonly shared or used pedestrian or vehicular way that connects or serves two or more properties within a common wall development.

...

Roadway means that portion of a street intended for vehicular traffic, including shoulders. ~~where curbs are laid, the portion of the street between the back of the curbs.~~ The sum of the traveled way and shoulder widths constitutes the roadway width.

...

~~*Roadway width* is measured as the paved section of a paved street or from shoulder to shoulder on a gravel street.~~

Section 14. Effective Date. This ordinance shall be effective 30 days after its adoption.

Adopted this ____ day of _____, 2016.

Kendell D. Koelsch, Mayor

Attest:

Laurie J. Sica, Municipal Clerk



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

MEMORANDUM

TO: Borough Assembly Committee of the Whole

FROM: Beth McKibben, AICP *BMK*
 Planning Manager, Community Development

DATE: November 17, 2016

SUBJECT: 2016-26 Shared Access Ordinance

In August of 2015, the Assembly adopted Ordinance 2015-03, enacting significant changes to subdivision development requirements in Title 49, the Land Use Code. During its deliberations of that ordinance, the Assembly recognized that the new code did not adequately address the prevalent practice of allowing shared private vehicular access from properties to the road network. The Assembly directed staff to codify its practice. CBJ's overarching policy has been, and remains, to provide flexibility with development options for well-designed neighborhoods that provide safe connectivity to properties, using both public and private access. The potential for developing land for infill is expanded if private shared access is allowed. The overuse of shared accesses can result in haphazard development and hinder or prohibit future development and street connectivity. The proposed ordinance is intended to balance these competing concerns.

The key shared access policies in the draft ordinance are as follows:

- The proposed access option would eliminate the current requirement and practice that lots in new subdivisions must have frontage on a publicly maintained right-of-way. The long standing practice of CBJ has been to approve shared driveways when all of the lots have frontage on a publicly maintained street.
- Shared access in private easements may be considered for subdivisions of four or fewer lots that do not have frontage on a publicly maintained right-of-way with approval of a permit as follows:
 - Frontage of lots must be along the private easement. CBJ 49.15.424(a) requires public right-of-way access to a subdivision. CBJ 49.15.424(b) addresses access within a subdivision;
 - No more than four lots may share the easement;

- o The easement may be constructed to less than full public street construction standards;
- o Applies only to residential zoning districts, (RR, D1, D3, D5, D10SF, D10, D15 & D18);
- o The average daily trips (ADT) for a subdivision using shared access cannot exceed 70 ADT. Any use in the zoning district may be permitted, but other uses cannot prohibit any lot in the subdivision from having at least one single family home and one accessory apartment per lot.
- Shared access standards include the following:
 - o Fifty foot wide easement (may be reduced by 20 feet with Director approval);
 - o Must be paved borough wide;
 - o Must meet minimum Title 19 standards;
 - o Yard setbacks would be measured from the easement rather than the property boundary;
 - o Minimum lot size requirements must be met exclusive of the access easement; and
 - o Provide a plat note that states the following:
 - Further subdivision is not allowed unless access is upgraded to a public street;
 - Acknowledgement that the owners are responsible for snow and access maintenance, not the CBJ;
 - Identifies presence of access easement and which lots are served by it; and
 - Owners shall automatically abandon all rights and duties to the private access easement when a publicly maintained street serves the lot.
- Required submittals for consideration of shared private access approval include the following:
 - o A preliminary plan and profile of the proposed access along with any proposed public or private utilities;
 - o A private utility easement if private utilities are proposed to be located within the shared easement;

- o An access agreement that will be reviewed by the CBJ to ensure it meets access requirements but will not be reviewed for legal sufficiency; and
- o Review by the Fire and Engineering and Public Works Departments with approval by the CDD Director, who may specify conditions.

Key Policy Questions considered by the Planning Commission

Should all lots be required to have frontage on public right-of-way:

The CBJ's practice of requiring frontage for each lot on the publicly maintained road while also allowing shared access provided a relief valve in the event that the private shared access situation fell apart. Even though constructing access through the frontage might have been difficult and/or expensive, direct access to the property – while not necessarily vehicular – could have been achieved via stairway or some other pedestrian method. Access would not be impaired catastrophically if the property did not also have that frontage on the publicly maintained right-of-way. Removing that requirement for frontage takes away that relief valve.

Surface type:

The shared access surface type is proposed to be a paved surface. Potential neighbor disputes regarding maintenance may be allayed by having a paved surface which requires less long-term, ongoing maintenance. The Mendenhall Valley is subject to air quality monitoring. Additional gravel roads/driveways may have an impact.

Public Improvements:

Based upon discussion at the Planning Commission COW meeting on July 12, 2016 and the regular Planning Commission meeting on October 25, 2016, the ordinance states that public improvements must be designed and constructed to allow for the potential for future extension. This distinction acknowledges that future extension is a possibility rather than a certainty. CBJ 49.35.120 (a) requires that improvements must be designed and constructed to provide for future extension to adjoining lands. Because subdivisions using the shared access provision are not allowed if the subdivision abuts a parcel that does not have alternate and practical frontage on a publicly maintained ROW, subdivisions using the shared access provision may not be required to provide for future extension of public improvements.

Easement width:

The easement width is required to be 50 feet wide, and may be reduced up to 20 feet if the director finds there is enough area to provide for utilities, drainage improvements and snow storage and that it is unlikely the easement would become a future public street. The CBJ Streets and Transit Superintendent has indicated that 40 feet is the minimum public right-of-way width. The director's finding of no possible future road is

critical to allowing the reduction of the easement to 30 feet. The required 50-foot easement width is less than the current new street standard requirements for public rights-of-way, which is 60 feet. Reductions in the 60-foot ROW are allowed by code, with approval of the director.

Number of lots:

Initial discussions and recommendations limited the use of shared private access to three lots or less. Staff researched approved shared accesses as far back as 1987. The majority of the private shared accesses were approved for two to four parcels. However, there are approved private shared accesses for more lots. The Commission ultimately recommended 4 lots.

Use and Zone District Limitations:

The proposed ordinance allows for private shared access in all residential zoning districts, including multi-family (RR, D1, D3, D5, D10SF, D10, D15 & D18). It also limits the number of average daily trips (ADT) for the subdivision to 70 ADT. The Planning Commission rationale is to make possible alternative developments in multi-family zones and to not preclude smaller developments in multi-family zones.

The draft ordinance also does not limit the uses for the lots on private shared access. Any use allowed in the zoning district may be permitted, as long the total ADT does not exceed 70 ADT. The intent, stated by the PC, is to assure that anyone who built on an adjacent lot in the subdivision would have enough allocated trips for a single family home and an accessory apartment. Every lot in the subdivision would be guaranteed at least a single-family home and an accessory apartment. The rationale for not limiting the uses in the subdivision to only one single-family and an accessory apartment is to not create a different class of residential subdivisions. The Commission discussed a variety of uses that might take place that would have little to no impact on ADT, such as a small home occupation or a home childcare. They decided that if ADT is used then more uses might be allowed, while at the same time not increasing the traffic beyond what the private shared access can adequately accommodate, or place an unfair burden on the owners of the other lots within the subdivision. This change also recognizes that not every subdivision created using the private shared access provision will be the maximum number of lots allowed, and there may be "extra" trips left for other uses permitted in the zoning district. For example, if a three lot subdivision is developed with three single-family homes, each with an accessory apartment, there are approximately 25 trips remaining that could be used by another use allowed in the zoning district before reaching the maximum of 70 ADT.

Hardship or allowed outright:

At its COW meeting on September 13, 2016, the Planning Commission decided that hardship should not be a criterion for allowing private shared access. Not requiring the hardship standard provides more flexibility. While, ultimately the Commission voted to support this amendment, during the discussion there was not agreement among all, and a vote was taken to keep the hardship criterion, which failed.

Pre-existing shared access:

The ordinance recommended by the Planning Commission includes the provision that shared accesses approved prior to the adoption of this ordinance are exempt from these requirements. There are a number of previously approved shared access easements in many different zone districts. A number of the lots served by these easements do not yet have approved building permits. Some of these are in multifamily zoned districts as well as in the Industrial zone (I). If building permits are not approved at the time of this ordinance's adoption, the only development that may occur would be a single-family dwelling and an accessory apartment or uses that generate less than 70 ADT. This is especially problematic for the Industrial zone and commercial zones where uses generate higher traffic counts. Also, the only residential use allowed in the Industrial zone district is a caretaker unit which is accessory to the primary industrial use.

Street Grade:

The maximum grade of the shared access is dictated by the International Fire Code, which is 10%. The Fire Chief may, in some cases, approve the grade to a maximum of 14%. The Commission removed the definition of grade (which would apply to all street improvements, not just shared private access) which measured slope every 10 feet. This change was recommended by the Director of Public Works and Engineering. It was explained that measuring grade at 10-foot intervals is not standard engineering practice. Engineering staff is concerned that defining grade in this way will lead to problems, challenges, and inconsistencies, and other unintended consequences. Engineering has indicated that the language in the ordinance that requires the director (of CDD) to forward the complete application to the Fire Department and to the Engineering and Public Works Department for review provides for sufficient consideration of the driveway grade. Additionally, Engineering has stated they would develop a typical section (drawing) for private roadway access that would be included within the Standard Drawings. This will significantly reduce the potential for inconsistencies and challenges.

Setbacks and Lot Area:

Although the easement will be included in the respective lots because it will be privately owned, the lots will need to meet the underlying zone district minimum requirements exclusive of the easement area. In the event that the easement is further developed into a CBJ street and dedicated and accepted by the CBJ for maintenance, then the resulting lots would still meet the zone district requirements and will not create undersized nonconforming lots. At the October 25, 2016 meeting the Commission added the requirement that the easement must be completely and fully on all of the lots served. One of the reasons for this amendment is to ensure that all lots have enough lot area, and subsequent development is adequately setback in the event that at some time in the future the easement may become a developed right-of-way.

Landlocked Parcels:

49.35.262(b)(7) prohibits private shared access if it will create a landlocked parcel. Adjacent parcels not part of the subdivisions must have access to a publicly maintained right-of-way. While this ordinance was crafted in such a way that shared private access is not an option if access to adjacent properties is clearly to be needed at some point in the future, the Commission gave a great amount to the thought that at some point in the future an approved shared private access may need to become a public right-of-way. While the easement width is less than required for new street construction, great care was taken to ensure there is sufficient space for a travel way, utilities and drainage, and that buildings are adequately setback, and the lot size sufficient.

Common Driveway:

The definition for Common Driveway was changed to be specific to common wall developments. This means that any other shared driveway could be subject to the requirements of the shared private access ordinance, including shared driveways for panhandle subdivisions and developments on a single parcel with more than one primary structure (such as a multifamily apartment complex in more than one building). Requiring these types of development to be subject to the easement width, construction standards and maintenance agreements requirements was not discussed by the Commission.

Financing implications:

While not discussed in detail by the Planning Commission, there may be financing implications for lots being served by a private easement. Most financing programs require a permanent easement (into perpetuity) for access, water and waste water. Additionally, most financing programs require a maintenance agreement. It may be through a Homeowner's Association (HOA) or through a legally enforceable agreement. Additionally, most lending programs require an appraiser to verify the existence of the easement and maintenance agreement. Appraisers are also asked to report on the condition of the driveway and verify that it has an all-weather surface that an emergency vehicle and typical passenger vehicles can drive on at all times. This draft ordinance does not require a HOA or a legally binding maintenance agreement.



**Law Department
City & Borough of Juneau**

MEMORANDUM

TO: Borough Assembly
FROM: Amy Gurton Mead, Municipal Attorney *AGM*
DATE: November 3, 2016
SUBJECT: 2016-26 Shared Access Ordinance

The purpose of this memo is to explain the substantive provisions of 2016-26.

Section 2. Section 2 repeals 49.15.424 and moves that section's access requirements to 49.35. Doing so concludes the process the Assembly directed when the subdivision ordinance (2015-03) was adopted.

At that time, the Assembly was told that it was CDD's practice to allow variances for shared access issues. The Assembly was told that a shared access ordinance was being prepared and that in the meantime, CDD could either stop allowing variances for shared access absent a code change, or the Assembly could direct that the access provisions be relocated to the Design Division of code for clarity (variances are specifically allowed for "design.") The Assembly directed that the access provisions be moved to the design section until the shared access ordinance was brought forward.

Section 3. This section moves the privately maintained roads in public rights of way section out of 49.15 and to the Improvements Chapter for consistency.

Section 7. The Planning Commission recommended the following code change to section (a) of 49.35.120:

The developer must install all of the required improvements within the boundaries of the development, and may be required to make improvements beyond the development boundary in order for all of the improvements to function properly. In addition, improvements must be designed and constructed to allow the potential provide for future extension to adjoining lands.

First, it is important to note that this code section is not specific to private shared access. This code section applies to all development.

This change marks a shift from the policy currently embodied in Title 49. Currently, developers must provide for future expansion by providing the appropriate infrastructure. This change would allow a developer to provide only what is necessary for that developer at that time.

An example illustrating this policy shift is stub streets. Under current code, absent a waiver, developers are required to fully construct a roadway located within the developer's subdivision in order to provide right of way access to bordering property. (See CBJ 49.35.120 and 49.35.210(a)(1)). The change proposed by the PC eliminates that requirement. (It must be assumed that by making this change, the PC meant to impose a different requirement than exists in current code.)

Section 8. This is a housekeeping measure. Note iii to the Table of Roadway Construction Standards, requiring paving within the Juneau PM-10 Non-Attainment Area, is no longer necessary as all roadways constructed within the urban service area must be paved.

Section 9. This is where the access section now located in 49.15.424 moved (see Section 2, above). There were two changes to the current code language:

- 1) A change recognizing private shared access as a type of allowable access:

Current code:

49.15.424(c) Privately maintained access within a subdivision. A subdivision may create new lots served by a privately maintained access road not maintained by an agency of government as provided by CBJ 49.15, article IV, division 4. All lots must have either a minimum of 30 feet of frontage to the right-of-way, or the minimum lot width for the zoning district or use as provided in CBJ 49.25.400.

2016-26:

(c) *Privately maintained access within a subdivision.* Lots shall front and have direct access to a publically maintained street except as:

(1) *Privately maintained public access.* A subdivision may create new lots served by a privately maintained access within a public right-of-way not maintained by an agency of government as provided by CBJ 49.35, Article II, Division 2. All lots must have either a minimum of 30 feet of frontage on a right-of-way, or the minimum lot width for the zoning district or use as provided in CBJ 49.25.400.

(2) *Private shared access.* A lot in a subdivision is exempt from having the minimum frontage on a public right of way when a shared access is approved pursuant to CBJ 49.35, Article II, Division 1. All lots served by a shared access shall have a minimum of 30 feet of frontage on the shared access.

- 2) A change to current code in order to specify that access is through frontage. This change was necessary to embody the fact that the purpose of frontage is to provide access (for example,

for public safety and utilities)¹.

Current code:

49.15.424(b) Publicly maintained access within a subdivision. Unless otherwise provided, all lots must either have direct and practical access to, and a minimum of 30 feet of frontage on, the right-of-way, or the minimum lot width for the zoning district or use as provided in CBJ 49.25.400. These requirements for frontage and access can be accomplished by....

2016:26:

(b) *Publicly maintained access within a subdivision.* Unless otherwise provided in this section or in 49.15.420(a)(1), all lots must satisfy the minimum frontage requirement and have direct and practical access to the right-of-way through the frontage. The minimum frontage requirement on a right-of-way is 30 feet or the minimum lot width for the zoning district or use as provided in CBJ 49.25.400. These requirements for frontage and access can be accomplished by ...

Section 10. This is the section that makes the most substantive changes to Title 49 by introducing privately shared access. The policy questions related to this type of frontage and access are as follows:

- 1) Should privately shared access be allowed in the case of hardship (topography or inability to access the ROW because of DOT or CBJ requirements) or allowed outright? The concept originally presented suggested privately shared access be allowed only in cases of hardship; the PC at its last meeting made them allowed outright.
- 2) Zoning. Originally, the concept for shared access was to allow them only in single-family zoning districts. The idea was to allow these exceptions to frontage and access requirements in order to encourage development in lower density areas where development would not otherwise occur due to hardships (topography, no access to the right of way) that would make development economically infeasible. In the first drafts of this ordinance, private shared access was only allowed in RR, D1, D3, D5, and D10-SF.

At its last meeting, the Planning Commission expanded the permissible areas for private shared access to include the multi-family zoning districts (D-10, D-15 and D-18).

This change could encourage low density single family lots being developed in the multi-family zones. (Because of the ADT limitations, a developer would be prohibited from building a multi-

¹ Utilities and public safety are not the only reasons local government normally requires frontage on a public right of way. In addition to providing access for utilities, fire, police, and emergency medical services, frontage requirements are considered useful for minimizing the potential for private disputes, remove the need for private parties to rely on their neighbors for each other's winter maintenance and repairs including snow removal, and avoids creating roadblocks for first time homebuyers seeking certain loans that require the home have frontage on a public right of way.

family unit on a shared private access.)

3) CBJ 49.35.263, the vested rights issue. A prior draft of 2016-26 imposed the same limitations on preexisting shared access as the new code section proposes for new development on shared access. At its last meeting, the Planning Commission changed 49.35.263(f) to only impose the code restrictions on new shared access development.

This sets up a situation where similarly situated developers and property owners are treated differently under the code due to whether the shared access was developed before or after this ordinance.²

4) Use limitation. A prior version of 2016-26 limited uses on privately shared access to only single family and accessory apartments, which had a combined ADT of 16.17 (9.52 + 6.65) per lot. At its last meeting, the PC changed the use limitation to allow for any use allowed consistent with the TPU, but the PC did not change the allowed ADT. The new language is at 49.35.262(b)(5):

The total Average Daily Trips resulting from the subdivision shall not exceed 70 and no use of any subdivided parcel shall prevent construction of a single-family home with an accessory apartment on any other parcel.

This code section cannot be adopted as written. If a homeowner has a home-based business (child care providers, for example) and an accessory apartment, the ADT for that lot exceeds 16. If there are unimproved lots served by the same shared access, that fact could prohibit development of unimproved lots served by the same access road because the home based business would be using too much of the allowable 70 ADT.³

In order to address this inconsistency and still allow all uses allowed under the TPU would mean increasing the allowed ADT, but increasing the allowable ADT results in increased use on a private roadway not maintained by the CBJ.

As I understand it, the Planning Commission's intent was to allow for additional uses beyond single family/accessory apartment in cases where the ADT would be less than 70 even if all lots were developed. (For example, a subdivision serving only two lots.) But because of the Planning Commission's change to 49.35.262(b)(1) (see paragraph 5, below) requiring developers to build the shared access across all lots, it seems there is an expectation that the shared access serve additional property. That cannot be the case and still comply with the 70 ADT requirement.

² The CBJ has addressed vested rights differently in the past. For example, when Ordinance 2015-32 was adopted to amend the child care zoning standards, a different vested rights clause was used: "The standards identified in this article do not apply to any preexisting legal child care home or center so long as the preexisting use does not change." CBJ 49.65.1100.

³ See CDD's memo to the Title 49 Committee on child care dated April 9, 2015, finding that the ADT for a child care home is 4.48 ADT per child or CDD's power point to the Planning Commission Committee of the Whole on Sept. 13, 2016, finding that a day care center having 1,000 square feet of floor has a 74.06 ADT.

5) 49.35.263(d) was amended by the Planning Commission to allow for a reduction in the width of the shared access if CDD finds that the shared access is unlikely to become a public street in the future. But the Commission also added a requirement at 49.35.262(b)(1) that the shared access be completely on and fully cross all of the lots served by the access, in anticipation of a public street being constructed in the future.

This inconsistency can be resolved in one of two ways:

a) Keep the requirement that the director make a finding that the shared access will not eventually be used for a public street⁴ and eliminate the requirement that the private access fully cross all lots served by the access. This would be consistent with a policy decision that private shared access be an exception to the normal requirement for frontage and access and that shared access be used in hardship scenarios; or

b) Remove the language allowing for a reduction in the width of the easement but keep the requirement that the private access abut all lots in anticipation of a public street being constructed. This would be consistent with a policy decision to allow private shared access outright.

Section 11. All of the language in this section (Privately Maintained Access in a Right-of-Way or PMAs) is currently in code. Besides the few changes identified below, 2016-26 relocates these code provisions (currently found in 49.15, Division 4) to a new section in 49.35.

1) 49.35.270 (formerly 49.15.424). This line is being deleted from the purpose section: “Such permits may also allow subdivisions creating new lots accessed by a roadway not accepted for maintenance by a government agency.”

2) 49.35.271 (formerly 49.15.431) clarifies that the request for approval of a privately maintained access road (PMA) must be made with the preliminary plat application.

3) Current code section 49.15.432 (providing for department review of the application for a PMA) is now consolidated in a new code section: 49.35.273(a).

4) Current code section 49.15.433, Design criteria, was also incorporated into 49.35.273(b), with changes (for example, adding the requirement that the PMAs be located outside the urban service area, which the Assembly did with Ordinance 2015-03. Previously, that requirement was only in the road standard table; it’s been added to the chapter on PMAs for clarity.)

Section 12. This section makes changes to the definition section of Title 49. Of note is a change by the PC that did not make it into the final version of the ordinance. The PC removed the following definition:

⁴ Using a private shared access for a public street would likely require the CBJ to initiate an eminent domain action to take the property needed for a public right of way.

Grade (maximum grade for access) means the maximum percentage slope of the finished surface measured every ten feet.

The reason for this definition was to specify how grade would be measured. The need to specify how grade would be measured arose last year. In that case, a developer obtained all preliminary permits and approvals from CDD through the Title 49 process, including approval of the engineering plan for construction of a shared access driveway (serving four homes). When it came time for final approval by the Fire Department for purposes of obtaining the certificate of occupancy, the Fire Department could not approve because portions of the driveway were too steep for the fire trucks to access. The developer argued that when the grade of the driveway was averaged over its whole length, the driveway met the code's grading specifications. Though that was an accurate statement, that did not change the fact that portions of the driveway were too steep for the trucks. Fire and Engineering requested that a definition clarifying *how* grade would be measured be included in Title 49, thereby giving advance notice to developers and not leaving the issue for a late-discovery and dispute. When the private shared access concept was being presented at a Subdivision Review Committee meeting last year and this question arose, a commission member recommended grade be measured every ten feet.

At the last Planning Commission meeting, the Engineering Director asked that the definition be removed.

The RecycleWorks program develops and implements Recycling, Household Hazardous Waste, Junk Vehicle and Organics Management programs for the City and Borough of Juneau to protect the health and safety of our community and environment. We provide **cost effective** and environmentally sound services that aim to **conserve natural resources** and **minimize the environmental impact** of our solid waste.



We serve the residents of Juneau through administration of contractual operations, providing education and outreach to the community, and ensuring regulatory compliance of our programs.

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Big Picture of Juneau's Waste to CBJ Program Details

1. Juneau Waste Stream Characterization
2. Future of Solid Waste and Landfilling Juneau
3. CBJ Solid Waste Management Strategy 2008
4. Current CBJ RecycleWorks Program and Solid Waste Action Plan
5. Program Rates, User Fees, Budget
6. Business and Commercial Program
7. Ideas for Landfill Diversion and Increased Beneficial Reuse





Resiliency is Critical for a Sustainable Economy and Community for Juneau

We know the import of goods is so important and costly to our community, but equally important is the disposal/export of those goods.

- In 2012, Americans generated 251 million tons of trash.
- -EPA
- Southeast Alaska produces 64,000 tons of garbage/year.
- -Regional Solid Waste Baseline Survey – SE Conference
- Juneau sends about 33,000 tons/year of waste to the local landfill – SWMS, 2008

EPA estimates 65-75% of the waste stream can be recycled or beneficially reused, Juneau is currently recycling about 10% of our waste stream.

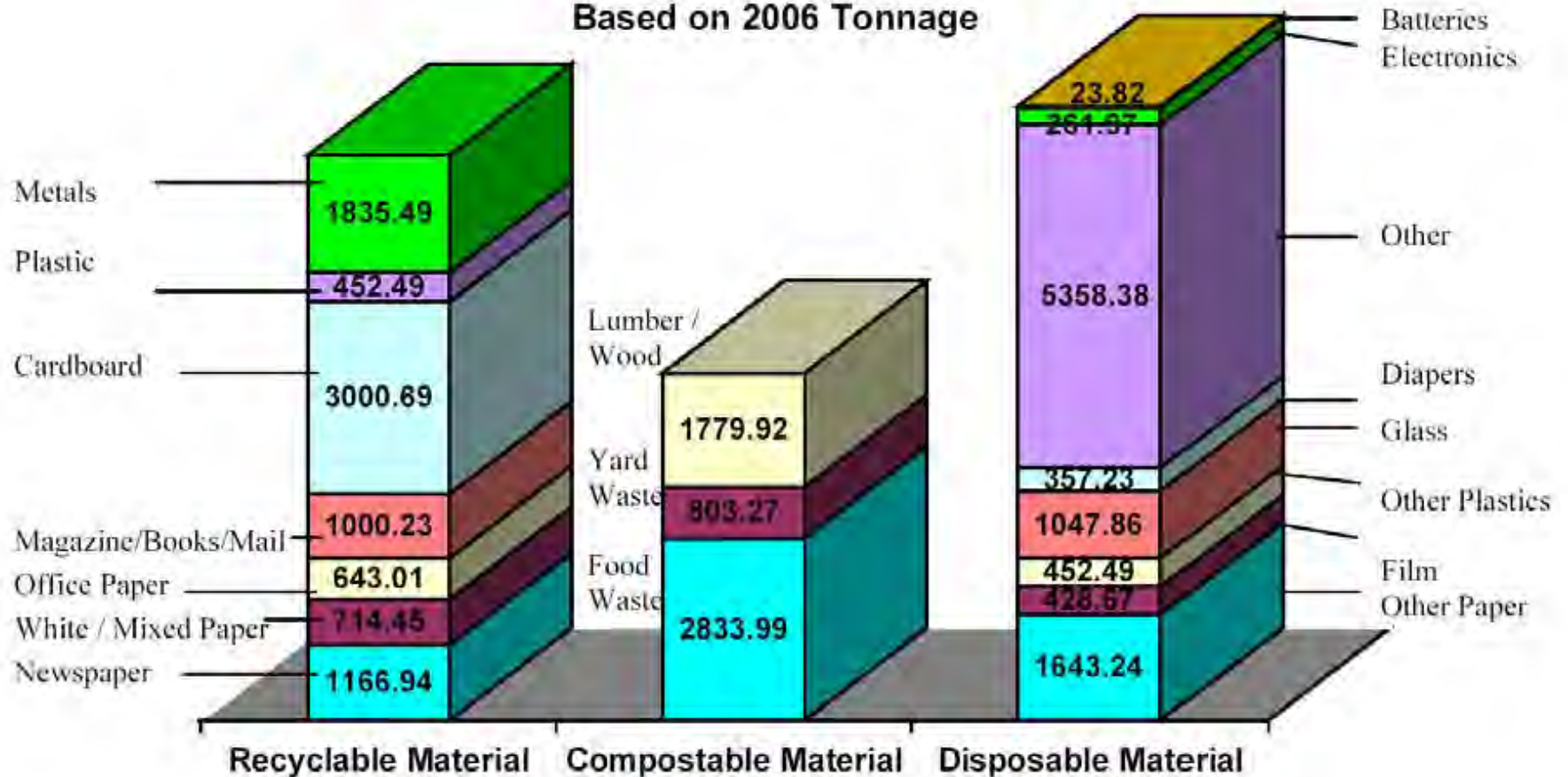


Juneau's Composition Model for Disposed Municipal Solid Waste, based on a waste characterization study in Kodiak and EPA standards

Material Categories and Types		Percentage by Weight	Tons (Calendar Year 2006)
Paper		34.3%	8,168.55
	Newspaper**	4.9%	1,166.94
	White / Mixed Paper**	3.0%	714.45
	Office Paper**	2.7%	643.01
	Magazine / Books / Mail**	4.2%	1,000.23
	Cardboard**	12.6%	3,000.69
	Other Paper	6.9%	1,643.24
Plastics		5.6%	1,333.64
	Recyclable**	1.9%	452.49
	Film	1.8%	428.67
	Other	1.9%	452.49
Glass		4.4%	1,047.86
Metals**		7.7%	1,835.49
	Aluminum Cans	0.8%	190.52
	Tin Cans	1.0%	238.15
	Other Metals	5.9%	1,406.82
Diapers		1.5%	357.23
Food Waste***		11.9%	2,843.99
Yard Waste***		3.4%	803.27
Lumber & Wood***		7.5%	1,779.92
Electronic Waste		1.1%	262.97
Batteries		0.1%	23.82
Other		22.5%	5,358.38
Total		100.0%	23,815.10
Notes:			
** Recyclable Materials – tons			8,813.29
% of waste stream by weight			37.0%
*** Compostable Materials – tons			5,417.18
% of waste stream by weight			22.8%

Juneau's Waste Stream, *SWMP 2008*

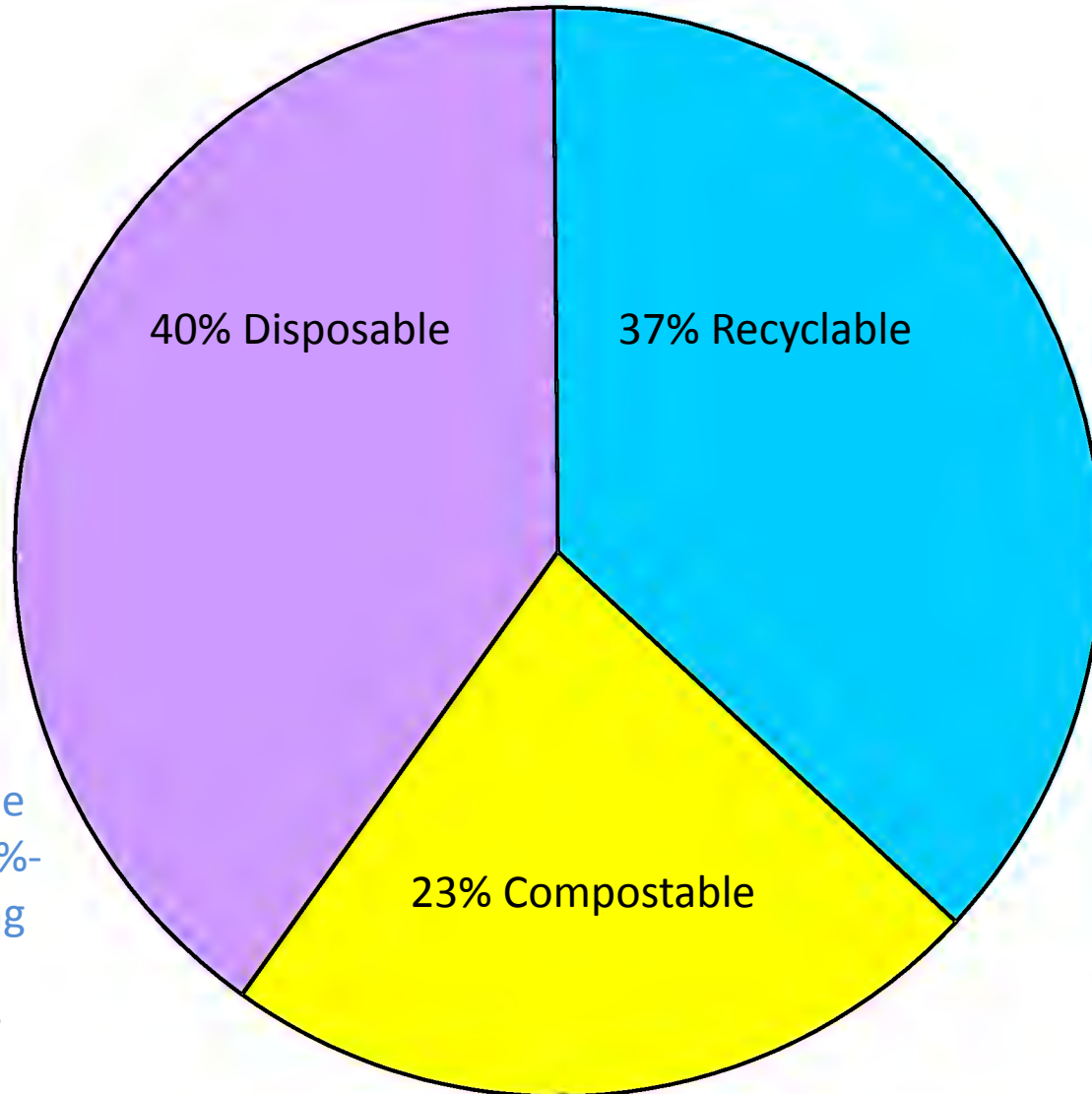
Based on 2006 Tonnage



Juneau is currently recycling about 700 tons of cardboard annually.

Composition of CBJ Disposed Waste

-2006 waste stream data, SWMP



This shows that the EPA estimate of 65%-70% of waste being recyclable is applicable to our waste stream.

Estimated Life of Capital Landfill = 20 years

What will we do with our garbage in 20 years?



Waste Management Inc. owns Capital Disposal Landfill.

Arrow Refuse (AK Pacific Environmental Services) owns the collection and hauling service for CBJ's garbage. They hold the **Certificate of Convenience and Necessity (CPCN)** through the Regulatory Commission of Alaska to collect garbage.

Without the CPCN, CBJ cannot legally collect garbage. CBJ can legally collect recyclable materials.

What options are there for solid waste after 20 years?

1. Build a new landfill.



- Complexity includes:
 - CBJ does not control collection or disposal of garbage.
 - Lack of large tracts of available land and high cost of site prep and development.
 - Difficult topography and access to lands that are large enough to accommodate a landfill.
 - Not in my backyard mentality.

2. Ship the garbage to the lower 48.

Waste Volume WA

TOTAL TONS	
Imported	437,169*
Exported	1,690,612



- Southeast communities including Petersburg, Sitka, and Wrangell ship their garbage by barge to the lower 48.
- Private sector control of hauling and disposal makes predicting costs very difficult.

3. Buy an Incinerator/WTE technology.



Tampa, FL

- Industry standard volumes for economic viability of these systems are 200-500 tons MSW/day. Juneau produces about 80 tons/day. All of SE Alaska produces about 160 tons/day.
—CH2MHill, 2014

From 2007-2008, CBJ analyzed the community's solid waste problems with a consultant and produced the Solid Waste Management Strategy (SWMS).

Recommendations for a Solid Waste Management Strategy, SWMS 2008

- 1 Continue to use WMI Landfill for disposal.
- 2 Hire Solid Waste Coordinator.
- 3 Adopt a policy on universal (mandatory) trash and recycling collection service for all generators.
- 4 Transfer Arrow Refuse RCA certificate to CBJ.
Form two - way, long-term contractual partnerships between the CBJ and Arrow Refuse and between the CBJ and Waste Management Inc. for a minimum period of 10 years.
- 5 Secure land for a multi-purpose materials recovery facility (MRF).
- 6 Design and implement fully automated residential refuse collection with carts and variable rates.
- 7 Design and construct MRF.
Design and implement multi-faceted/multi-media series of promotion, education, and outreach activities that is regular and ongoing.
- 8
- 9
- 10 Design and implement curbside, residential recycling collection service based on commingling materials.
- 11 Design and implement commercial/institutional recycling collection service based on commingling materials.
- 12 Adopt minimum reuse/recycling standards for specified construction/demolition projects.

The idea at the time was that revenue generation from universal/mandatory collection service would enable partnerships and long term contracts with the collection company and owner of the landfill to transfer the Certificate of Convenience and Necessity to the CBJ.

Universal/mandatory collection service was not established and the Certificate was not transferred to the CBJ.

So... what can we do?

CBJ RecycleWorks Program Focuses on Beneficial Reuse of Materials and Maximizing Diversion of Waste from the Landfill

42% of GHG emissions in the U.S. are from materials management: resource extraction, production, transport and disposal of food and goods.

Production of aluminum products has 96% lower GHG emissions when recycled aluminum is used.
-EPA, 2011





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Household Hazardous Waste (HHW) Facility

- From 2002-2013 we had 5-7 collection events per year
- In 2014 we opened the fixed facility 3 days/week to serve citizens and businesses, no traffic lines!

	# Visits (residential and business)	Total Collected (tons)
FY 14	4531	214
FY 15	9014	314
FY 16	9056	309

Many of the Materials Collected are Recycled and Earn Revenue

- Car vehicle batteries
- Lead
- Cables (stripped and copper recycled)
- Cell phones
- Fry oil (1500 gal/month) for biodiesel (pays for itself in shipping)
- Motor oil



Hazbin Program

- Household Cleaners, Stains, Solvents, Paints, and other safe and handy materials partially used are saved and then given away for free!
- 1200 lbs/month taken by citizens





Junk Metal Recycling

- CBJ contracts with Skookum to take junk vehicles for free from citizens
- Vehicles are shipped south for recycling

Metal is a volatile market commodity

#1 and #2 Steel Fluctuates

- 2010 price of steel \$280/ton
- 2015 price of steel \$40/ton

*Private companies also take metal for recycling,
sometimes they will pay for the metal



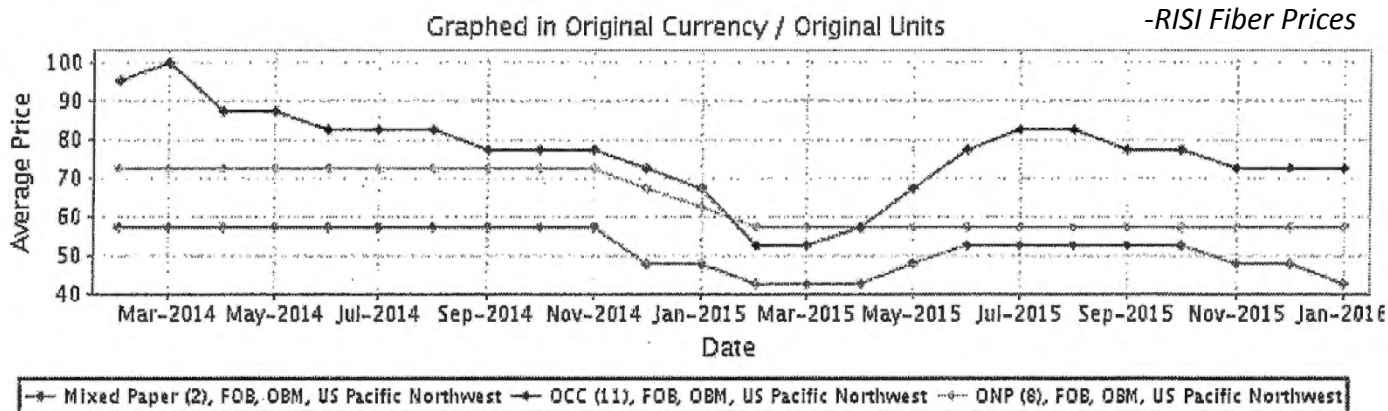


Drop Off Recycling Center at Capitol Disposal (the landfill)

CBJ Drop Off Recycling

	Total Collected (tons)
FY 14	1,774
FY 15	1,877
FY 16	1,715

Recycled Materials are Commodities Subject to Market Volatility



2014-2016 % chg in price

Mixed Paper	-35%
Corrugated Cardboard	-38%
Aluminum	-25%
Ferrous Metal	-68%

The Curbside Recycling program is owned and operated by Alaska Pacific Environmental Services (Arrow Refuse)

**Estimate for Curbside Collection is 700 tons/year*





Residential Drop Box Recycling Containers

- Initiated in Fall 2016 to make recycling more convenient and accessible throughout town
- 5 containers currently available, 5 more on order
- 37+ tons collected to date!

Citizen Use/ Residential Fee Supported:

- The Alaska Club – cardboard, mixed paper, plastics #1 and #2, aluminum, tin
- Aurora Harbor- cardboard, plastics #1 and #2, and aluminum
- Statter Harbor-cardboard, plastics #1 and #2, and aluminum
- Pilot CBJ program Bartlett Regional Hospital for cardboard



*The program is more successful than we ever predicted, we are working hard to keep up with the volume of material, mostly cardboard, that we are getting.





-Harborview students compost their lunch scraps and use compost in their garden beds

Composting Program

- CBJ is evaluating a centralized composting facility for the community
- Outreach and community composting support is a big part of the program currently

Pilot Program for Centralized Composting for CBJ

- A 2 year pilot program could accept food and green waste from residents and waste from large sources like supermarkets or restaurants
- Requires approximately 1 acre
- 3000 tons of waste could produce 1800 CY of compost
- Tipping Fee would be lower than landfill to incentivize waste producers
- Sale of compost would offset program costs however program would cost money to start up and maintain



-Photos from Cedar Grove Composting's Largest Facility in Seattle Area



Solid Waste Action Plan Progress

Task	Action	Completion
Expand Recycling	Install and Operate Drop Boxes	3 locations operational Fall 2016
		5 more boxes on order
	Additional Bins in Public Facilities	Bins added to Centennial Hall 2015
		Temporary Event bins used for Maritime Festival, purchased 2016
	Awareness and Education in Schools	Ongoing
Improve Household Hazardous Waste	Move Street Operation out of HHW Building	Moved summer 2016
	Increase Hazbin Area	Ongoing
	Rebid HHW service contract for lower cost and better service	November 2016, new contractor to begin March 2017
	Consider colocation of Recycling and HHW for better service and cost efficiency	Ongoing
Evaluate Composting Program	Staff Training	Seminar 2016
	Feasibility Study	Part 1 completed Fall 2016
	Awareness and Education in Schools	Ongoing
Public Outreach	Rebrand program with new name and logo	Fall 2016
	Presence and Recycling at Events	Maritime Festival 2016 and Ongoing
	Website Overhaul	Summer 2016
	Seeking Public Input and Comment	Now and Ongoing
CBJ Department Recycling	Evaluate Costs and Assess Program Fees	Beginning
User Rate Evaluation	Evaluate Current Program and Future Development Costs	Beginning

Program Rates

- Rates are established under CBJ Code Chapter 36.12 and 69.30
- \$4/month rate established in 2004

Residential Recycling and HHW	\$ 4	Monthly	Per Unit Residence
Motor Vehicle Registration Fee	\$ 22	Annual	Non Commercial Passenger Vehicle
Business	\$ 100	Annual	Recycling Only
*Business Household Hazardous Waste Fees Assessed by Volume and Type			

Annual Program Budget*

Revenues	\$ 1,100,000	Fees, Material Sales
Expenditures	\$ 1,250,000	Contracts, Facility, Equipment, Salaries
Fund Balance	\$ 1,500,000	Savings from Material Sales and Contract Efficiencies

2014-2016 % chg in price	
Mixed Paper	-35%
Corrugated Cardboard	-38%
Aluminum	-25%
Ferrous Metal	-68%

*Increases in contract costs, shipping costs, and decreases in material revenue costs have affected the program budget. We are using savings from past years to pay for programs.

Alaskan Program Rate Comparison

Recycling and Household Hazardous Waste Rates

City	Monthly Fee	Notes
Juneau	\$ 4.00	Up to 40 lbs This includes garbage collection
Ketchikan and Borough	\$ 18.00	
Anchorage	\$ 14.10	
Petersburg	\$ 29.32	

Motor Vehicle Registration Tax (MVRT) Rates, <http://doa.alaska.gov/dmv/reg/feemvrt.htm>

City	Passenger	Small Commercial
Juneau	\$ 44	\$ -
Petersburg, Sitka, Cordova, Whittier	\$ 121	\$ 198
Dillingham	\$ 145	\$ 238
Bethel	\$ 151	\$ 248
Haines	\$ 22	\$ -
Kenai, Kodiak	\$ 140	\$ 200
Ketchikan	\$ 152	\$ 254
Anchorage, Mat-Su	\$ 150	\$ 220
Unalaska	\$ 221	\$ 198

Business and Commercial Recycling Program

Existing Program:

- Recycling - \$100/ year to recycle at Landfill
- HHW- Fees assessed by volume and materials at the HHW facility, open by appointment only for businesses on Thursdays

Problems:

- Approximately 50 business permits sold per year for recycling
- Hard to screen business recyclers at landfill recycling center and at HHW
- In reality, business recycling is being supported by residential fees

Solutions:

- Create a user friendly, modified fee program for Recycling to fit various business sizes
- Consider incentive programs for businesses
- Consider mandatory monthly commercial fee to complement residential monthly fee
- Awareness and Education for businesses

Timeline:

- Begin program development and public outreach February-March, 2017

IDEAS FOR PROGRAM EFFICIENCY, MAXIMIZING BENEFICIAL REUSE OF WASTE, AND LANDFILL DIVERSION

1. Expansion of Recycling

- More hours, more days, more drop boxes, change type or quality of service

2. Consolidation of Programs

- One stop shopping/dropping for recycling, HHW, metals, pharmaceuticals, compost

3. Composting

- Develop a centralized composting facility for drop off and maybe incorporate some collection from big producers

4. Business Recycling Programs

- Education and Awareness for Businesses on how to recycle, restructure fee and participation program

5. Recyclable/Compostable Materials at the Source (and Source Reduction)

- Develop a program to support businesses, organizations to use recyclable and compostable materials

6. Event recycling

- Create program to bring recycle containers to events

7. Develop a Volunteer Program

Please visit JuneauRecycling.com for much more information on our programs and to give ideas and comments on program services

