

**ASSEMBLY STANDING COMMITTEE
COMMITTEE OF THE WHOLE
THE CITY AND BOROUGH OF JUNEAU, ALASKA**
February 10, 2014, 6:00 PM.
City Hall Assembly Chambers

I. ROLL CALL

II. APPROVAL OF AGENDA

III. APPROVAL OF MINUTES

- A. January 13, 2014 - Committee of the Whole Meeting Minutes

IV. PUBLIC PARTICIPATION

(Not to exceed a total of 10 minutes nor more than 2 minutes for any individual).

V. AGENDA TOPICS

- A. Cruise Industry Update - John Binkley
- B. State of Alaska Dept. of Transportation/Public Facilities Report on 10th & Egan Project
- C. Utility Rate Study
- D. Whale/Bridge Park
- E. Lemon Creek Access presentation

VI. STAFF REPORTS

VII. COMMITTEE MEMBER / LIAISON COMMENTS AND QUESTIONS

VIII. ADJOURNMENT

Note: Agenda packets are available for review online at www.juneau.org.

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@ci.juneau.ak.us

**ASSEMBLY AGENDA/MANAGER'S REPORT
THE CITY AND BOROUGH OF JUNEAU, ALASKA**

January 13, 2014 - Committee of the Whole Meeting Minutes

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THE CITY AND BOROUGH OF JUNEAU, ALASKA
Assembly Committee Of The Whole Work Session Minutes

January 13, 2014

I. ROLL CALL

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

Assemblymembers Present: Karen Crane, Loren Jones, Jesse Kiehl, Jerry Nankervis, Merrill Sanford, Carlton Smith, Kate Troll and Randy Wanamaker .

Assemblymembers Absent: Mary Becker.

Staff present: Kim Kiefer, City Manager; Amy Mead, City Attorney, Rob Steedle, Deputy City Manager; Laurie Sica, Municipal Clerk; Kirk Duncan, Public Works Director; John Kern, Capital Transit Manager; Hal Hart, Community Development Director; Travis Goddard, Planning Manager; Ben Lyman, Senior Planner; Brent Fischer, Parks and Recreation Director; Myiia Wahto, Recreation Superintendent; George Schaaf, Parks and Landscape Superintendent.

II. APPROVAL OF AGENDA

Hearing no objection, the agenda was approved as presented.

III. APPROVAL OF MINUTES

- a. December 9, 2013 Assembly Committee of the Whole

Hearing no objection, the minutes of the December 9, 2013 Committee of the Whole meeting were approved.

IV. AGENDA TOPICS

- a. "Healthy Indicators" – Report from Matt Felix

Matt Felix and Katie Chapman, the retired and current Executive Directors of the National Council on Alcoholism and Drug Dependence, Juneau Affiliate (NCADD), respectively, were present to share the 2013 Juneau Healthy Indicators Report. Mr. Felix said the report gives health leaders and citizens in the community information on the status of the health of the community. These reports, by design, focused on problems, so they could be seen as negative, but it helped to give a baseline for planning on areas of concern.

The 2005 Compass Survey and the 2010 McDowell Survey both found that alcohol and drugs were the biggest concerns in Juneau. Mr. Felix said that this 2013 survey showed that Juneau was a very, very healthy place to live. There is a good health infrastructure in the community and there are many benefits to living in Juneau. This was based on a University of Wisconsin study that ranked the communities in Alaska and Juneau was the healthiest community in the state. He distributed the 2013 rankings in the study. A place that Juneau fell behind in the state was in excessive alcohol use and cancer rates. This study showed what a community could do by demonstrating a willingness to tax itself (tobacco and alcohol) and to have 30 years of

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Assemblies that believed that community health was a priority. He thanked Mr. Wanamaker for his work on the smoking ordinance.

Juneau was the fastest aging community in the nation, which had a huge implication on health indicators, and would impact the health care facilities and the statistics on community health care.

Mr. Felix provided statistics on underage alcohol use and said that although use was decreasing, the age at which youth drink before age 13 was increasing, which had an impact on lifetime alcohol use. Youth smoking statistics were significantly reduced. He said policies turned into ordinances with enforcement plus taxation had a significant impact. He said there was a significant push to get a drug manufacturer to change its formulation so it could not be smoked, which reduced the use of that drug.

Mr. Felix said alcohol was a serious problem for the community, and historically had been a problem for the community. He spoke about the history of liquor regulation in territorial and early statehood days, and about grandfathered licenses in the community. Juneau had almost double the licenses allowed by statute today. Alcohol was heavily taxed and monitored, so it was easy to track the use statistics. He said the State of Alaska did a poor job of monitoring the licenses and availability was the key to usage. Any addicting product would be over used based on availability. Without tourism influence, Juneau drank over 3 gallons of alcohol per person in town per year, and about 20% of the community drank 70-75% of the alcohol consumed. This was the main health issue in the community, along with drug abuse and aging.

Alaska was the only state in which cancer exceeded heart disease as the leading cause of death. The young people were smoking less, so there was promise on the horizon for smoking related deaths. Reducing teen smoking was the primary focus. Raising the price of cigarettes would reduce use. Juneau's adult smoking rate was 18% compared to 23% statewide and smoking was becoming a rural problem.

Mr. Felix said that Alaska had the highest percentage of prescription drug overdoses – some was based on illicit use, some due to over prescribing. Drugs followed money and Juneau had a high per capita income. JPD did a good job of keeping a lid on the problems. Rainforest Recovery Center was one of the last in-patient facilities in the state for treatment.

Mr. Felix spoke about infectious and non-infectious diseases. One prevalent disease in Juneau was Hepatitis C. He spoke about mortality rates and 9 out of 10 of the leading causes of death in Alaska involve addiction and substance abuse. The top five leading causes of death for Juneau were cancer, heart disease, unintentional injuries, lower respiratory diseases, cerebrovascular, and intentional self-harm (suicide).

Mr. Kiehl asked what “protective factors” could be identified for the aging population. Mr. Felix said there were not a lot of protective factors built into the system, but Juneau would need assistive living facilities, adult day care centers, home health agencies, and all of this would impact the cost of Medicare and Medicaid. Some of this would be borne by the city as those programs would not cover all the costs.

Mr. Smith said the Assembly had its eye on downtown homelessness and chronic inebriates and asked what more could be done. Mr. Felix said if Juneau was to be a regional commerce center, it would not all be positive. People came to town to spend money and that included alcohol use. There was a population that was ostracized from surrounding communities that came to regional centers to live. Many rotated in and out of town. CBJ did a good job with the homeless camp,

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but it was implemented wrong. Many communities have a statewide reception system. With a high percentage of alcohol use and mental health issues, facilities like the homeless camp need to be monitored. He agrees that monitored housing was needed.

Ms. Troll asked if there was more that could be done regarding alcohol and the aging population. Mr. Felix said that monitoring the elderly through programs such as home health care, or adult day care, could help fill the gaps of loss of a spouse or family.

Mr. Nankervis suggested a “take your mom or dad to work” day. Mr. Felix said that many of the elderly had many skills and just wanted encouragement to participate.

Mr. Wanamaker thanked Mr. Felix for his years of service to the community.

b. Transit Development Plan

Mr. Geoff Slater of Nelson\Nygaard Consulting Associates, Inc. said that the Assembly charged the planners with solving problems without spending more money, and they had worked hard to do that. He spoke about the strengths of the existing system, which was one of the best for the size of community, with 30 minute service on most routes, late evening service in some areas and high ridership/high productivity. There was very high community satisfaction with the existing service.

Some of the weaknesses were that the system was not able to keep up with the growth of the community and the demands from the public. There was not enough time to get the express bus into the downtown transit center and buses ran behind schedule. Buses did not go into high employment areas such as the Lemon Creek industrial area. There were areas where the demand was low but the service was high.

Study objectives included improving on-time performance, maintaining timed transfers, making service simpler/easier to understand, provide service to areas with high demand (Riverside, Lemon Creek, Ferry terminal) maintaining service coverage in areas where demand was low (Back Loop/ North Douglas) and implementing a downtown circulator.

He reviewed short-term and mid-term recommendations. The areas that could not be afforded additional service without major financial additions to the system were the Lemon Creek industrial area, the ferry terminal, and the downtown circulator.

There was a desire to provide more user-friendly information, implement technology improvements and upgrade facilities.

He reviewed short-term service recommendations, including rebranding all routes with numbers and names, publishing schedule information on google transit, producing a system map and single brochure with all routes, and upgrading the website.

Route changes included the valley local to operate service via Riverside Drive vs. the Back Loop. The Express route was stretched too thin and an additional buses were required, so mid-day frequency would be reduced from 60 minutes to 30 minutes, minor changes made on Douglas and North Douglas routes, and additional commuter runs would be rebranded and combined to create more impact.

Ben Lyman said the express bus was the only one route serving the airport and proposed changes would increase the service to the airport.

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The impacts of short term changes would help to resolve on-time performance issues, provide equal or better service for most riders, serve new riders along Riverside Drive, provide earlier work trips, and maintain timed-transfers for a majority of riders and the operating cost impact would be \$200,000 per year, which was a 3% increase. The study group was at the point where it was not comfortable making any further tradeoffs.

There was discussion about the theories behind running buses clockwise and counter-clockwise. Mr. Kern said that making a right turn on to the back loop from Mint Way was the constraining factor.

Mr. Kiehl asked about the use of Nugget Mall over Mendenhall Mall as the transfer station and it was explained that the timed transfers worked better at the Nugget Mall and the Mendenhall Mall Road would need improvements to be used as a transfer station

Mid-Term recommendations were desirable but did not fit into the budget and included service to Lemon Creek industrial area, service to the Auke Bay ferry terminal, earlier and later service, technology improvements and facility improvements. These were the most important items that could be funded. The downtown circulator would cost an additional \$1 million a year and therefore it fell off the list for the plan for the next five years, but was still a recommendation for future consideration.

Mr. Smith was concerned that service to the Auke Bay Ferry Terminal was off the list as it was critical to accessing the community. Mr. Slater said the study group was charged to come up with a plan that was cost neutral and the plan was coming in with a 3% increase. Ferry Terminal service was estimated to cost \$450,000, so including that would mean a trade off.

Ms. Crane asked about a park and ride program and if it should be an issue to discuss in the short term as an effort to address parking downtown. Mr. Slater said that issue would be included in the final plan, as this was a good point and it was overlooked.

Mr. Sanford asked if fare box increases were factored into the analysis. Mr. Slater said a 15% fare recovery was to be expected now and in the long term. A detailed analysis was not done on fare increases, but ridership would go up with the proposed changes, which would increase revenues.

Mr. Kern said the fares were looked at in comparison to the state and other states – we are at the highest level in the state. Mr. Sanford asked for the information on fare analysis.

Mr. Troll asked for ideas about supporting additions to the system, such as a transportation LID or how other communities had afforded an expansion of service. Mr. Slater said a revenue analysis was not part of the study, but the most common funding approach was a sales tax increase.

Mr. Kiehl said he applauded the effort to start the morning runs earlier, but there was a gaping hole to the jobs in the Lemon Creek industrial area. Mr. Slater said that service to Lemon Creek industrial was really recommended as the next thing to do but cost \$540,000 per year.

Mr. Lyman said there was an advisory group of industry and community members who participated in this evaluation. He urged the Assembly to review the Planning Commission's comments. The Senior Need Survey indicated transit as a key way to keep the seniors in the community and was important to quality of life. The Commission on Aging commented that

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holiday service was important but not included in the recommendation. They were also concerned about maintenance of the bus stops and snow removal. He spoke about ride dependent populations such as youth and the elderly. Downtown business owners were very interested in the downtown circulator as an economic generator.

Ms. Sheinberg said that the short term fixes allowed an increase of 10% of the households who were within better access to transit as well as fixing things that were breaking.

Mr. Kiehl asked about the effect of the changes on those working for the transit system. Mr. Kern said the current service covered 18 hours and was optimized, but the next large step was to develop schedules and drivers shifts. There was some concern about changing shifts, but change happened.

Ms. Troll also asked for park and ride and bike and ride information. She would like to know about the cost of running some service on holidays. Mr. Slater said there were six holidays when service didn't run and if it were to run a Sunday schedule on those holidays it would cost approximately \$30,000 and if it were to run a weekday schedule on those days it would cost approximately \$50,000. A Park and Ride program would require an agreement for use of parking lot space. He said this information could be added to the summary.

Hearing no objection, the issue was forwarded to the Assembly and it would come up during the FY15 budget process in the Finance Committee.

a. Auke Lake Management Update

Ms. Kiefer said that staff was asked to look at numbers, how the lake was being used and how the management worked and report back.

Mr. Schaaf spoke about use, boater education and enforcement in 2013. He spent some amount of time on about 30 days over the year and had one-on-one conversations with users of the lake. Many of the interactions were good and a few were bad, giving him sleepless nights. He was surprised with the anger and frustration from some of the users and he understood some of their frustration. He said he could have done a better job in reaching out – but many of the users did not understand how the situation had changed and why.

He spoke about the 2007 ordinance prohibiting boats over 16 feet in length and restricting use hours, and showed how the regulations looked on a map of Auke Lake.

He reported on a 2013 use study, which was driven by the weather, despite the fact that there were some die hard people on the lake. They used three time-lapse cameras to take a photo every ten seconds. They were not used for enforcement but only to determine how many people were using the lake and how they were using it. He showed the location of the cameras and the views they had. He summarized the use statistics.

Public service announcements were issued about the rules on the lake. 25 regulatory buoys were purchased and installed. New signage was installed. CBJ staff supported boater education safety efforts by users and US Coast Guard. CBJ staff spent a lot of time at the lake talking to people.

The CBJ park ranger's scope was extended without an increase in the budget by taking an open landscaping position and reallocating it to ranger duties. The ranger had municipal enforcement authority for parking and the Parks and Recreation code. Park staff received tremendous

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support from JPD. The Alaska State Trooper safety patrols patrolled the lake and when the trooper was present, behavior was good. Enforcement action taken included 8 verbal warnings, 2 written warning and 31 written warnings for parking violations. They used the summer for warnings as enforcement was new.

Mr. Schaaf said the bottom line was that people were frustrated and they did not feel the rationale for enforcement was clear. The ski boat operators were following the rules and did not believe the 16 foot boat length limit was justified. Irregular use made enforcement difficult. The ordinance concentrated high-risk activities in a small area. A lot of high speed activity was concentrated near the boat launch. The 6-inch wake did not address safety. Reliance on buoys for enforcement, which had to be out of the water by September 30, was difficult, as once the buoys were gone, the rules could not be enforced. The 16 foot boat length limit did not address safety. Park staff had access to boat ownership records for use in enforcement, but many of the boats were not registered. Users perceived administration was unfair.

Mr. Schaaf said in 2014, staff would continue time lapse photography, would have new buoys in the water, and would begin issuing citations. If no changes to the ordinance were made, users would be frustrated. He said the current ordinance did not address the safety concerns.

Mayor Sanford asked if the education efforts were helpful and if staff saw any changes in behavior?

Mr. Schaaf said the most positive education effort was with jet skiers who were violating the law. Park staff had spent time tracking down Jet Ski owners and contacting parents, who provided the best enforcement available.

Mr. Schaaf said people did thank them for written warnings instead of citations. He was not sure how to get the people who needed a boater safety course to go to a class.

The Assembly and staff discussed flushing and rinsing engines in Auke Lake.

Mr. Smith suggested a Rotary Day at the Lake for helping with education about lake use.

Ms. Troll asked if the non-motorized users of the lake were upset. Mr. Schaaf said the boaters were the most upset and staff had not heard much from non-motorized users. Ms. Troll asked if the city was setting itself up for another accident. Mr. Schaaf said he could not say that, but he did think the ordinance did not sufficiently address safety.

Mr. Nankervis asked how "face-to-face" education was received. Mr. Schaaf said most people professed ignorance of the rules, but generally he never saw someone doing the same thing twice. Mr. Nankervis said the goal was voluntary compliance. He suggested the idea of putting the buoys in the middle of the lake to create a slalom course.

V. STAFF REPORTS – None.

VI. COMMITTEE MEMBER / LIAISON COMMENTS AND QUESTIONS – None.

VII. ADJOURNMENT - 8:22 p.m.

Submitted by Laurie Sica, Municipal Clerk