

**ASSEMBLY STANDING COMMITTEE
COMMITTEE OF THE WHOLE
THE CITY AND BOROUGH OF JUNEAU, ALASKA
August 29, 2016, 6:00 PM.
Municipal Building - Assembly Chambers**

Assembly Work Session - No Public Testimony Taken

I. ROLL CALL

II. APPROVAL OF AGENDA

III. APPROVAL OF MINUTES

A. August 15, 2016 Committee of the Whole Minutes

IV. AGENDA TOPICS

A. Emergency Operations Plan (EOP)

In order to maintain compliance with the National Incident Management System (NIMS) the CBJ EOP has been updated to include additional clarity in responsibilities and to better align with the Incident Command System.

The draft plan is included in your packet and also available at the following link:
<http://www.juneau.org/emergency/DocumentsandPlans.php>

B. Historic Preservation Plan

C. Housing Action Plan

Your packet includes the following items related to the draft Housing Action Plan:

- 1) June 27, 2016 Memo from Beth McKibben to the Planning Commission
- 2) June 7, 2016 Affordable Housing Commission Draft Minutes
- 3) June 2016 Planning Commission Review Draft of the Housing Action Plan
- 4) July 12, 2016 Planning Commission Regular Meeting Minutes

The draft plan is also linked online at:
<http://www.juneau.org/cddftp/documents/FinalDRAFTReportHAPrev031116.pdf>

V. ADJOURNMENT

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

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

August 15, 2016, 6:00 PM.
Municipal Building - Assembly Chambers

Assembly work session - no public testimony taken

I. ROLL CALL

Deputy Mayor Jesse Kiehl called the meeting to order at 6:00 p.m. in the Assembly Chambers.

Assemblymembers Present: Mary Becker, Jamie Bursell, Maria Gladziszewski, Loren Jones, Jesse Kiehl, Ken Koelsch, Jerry Nankervis (teleconference), Kate Troll and Debbie White.

Assemblymembers Absent: None.

Staff present: Rorie Watt, City Manager; Amy Mead, Municipal Attorney, Mila Cosgrove, Deputy City Manager; Laurie Sica, Municipal Clerk, Lt. David Campbell, JPD; Lt. Kris Sell, JPD; Dan Jager, Fire Marshal; Roger Healy, Engineering and Public Works Director; Michele Elfers, Chief Landscape Architect; Scott Ciambor, Chief Housing Officer; Beth McKibben, Planning Manager; Kirk Duncan, Parks and Recreation Director; Lauren Verrelli, Administrative Assistant II.

II. APPROVAL OF AGENDA

Hearing no objection, the agenda was approved as presented.

III. APPROVAL OF MINUTES

A. July 25, 2016 Committee of the Whole Minutes

Hearing no objection, the minutes of the July 25, 2016 Committee of the Whole meeting were approved with corrections provided by Ms. Becker.

IV. AGENDA TOPICS

A. Civil Rights Ordinance

Ms. Mead said a version C of Ordinance 2016-23 and a memo explaining the changes from version B was in the packet. The Mayor has requested two options - the original language and the change in language for the ministerial exemption.

MOTION, by Koelsch, to add language from the attorney's memo, item 8.a, "This chapter shall not apply with respect to the employment of individuals whose positions would fall within the "ministerial exemption" as described by the United States Supreme Court in Hosanna-Tabor Evangelical Lutheran Church and School v. EEOC, 132 S.Ct 694 (2012)," as replacement language for subsection (e) of the Lawful practices section (currently at 41.05.025) in version B in the ordinance.

The Assembly asked clarifying questions and discussed the motion.

Mr. Kiehl spoke in favor of the motion, which says to him that religious liberty recognized by the Supreme Court is the law here and CBJ would not try to further define it.

Hearing no objection, the motion passed.

Ms. Becker asked if anything in the ordinance prevented a landlord from seeking references regarding a renter or limiting the number of persons that could live in a rental unit. Ms. Mead said the no, the ordinance would prohibit discrimination in those activities but it did not prevent a landlord from setting reasonable rules.

MOTION, by Jones, to pass the ordinance forward to the Assembly, as amended.

The Assembly discussed 41.05.045 Definitions, "Disability" and sought clarification regarding controlled substances.

Mr. Nankervis objected. He said the ordinance was onerous, too long, and he was not comfortable with the landlord requirements as they were too restrictive and unnecessary.

Roll call:

Aye: Becker, Bursell, Jones, Gladziszewski, Kiehl, Troll, White, Koelsch

Nay: Nankervis

Motion passed 8 ayes, 1 nay.

B. Fireworks Policy Direction

Ms. Cosgrove said her memo to the Assembly was provided at its direction at the July 25 Committee of the Whole (COW) meeting. She worked with the Law Department, Parks and Recreation, JPD and CCFR on the issues and reviewed public comments. The three basic issues expressed by the public are the frequency, duration and level of noise of non-commercial or consumer type fireworks, public preference for continued ability to use fireworks to celebrate and issues related to public safety and enforcement. Most large communities in Alaska have a ban on the use of salable or consumer fireworks, and where use is permitted it is generally limited by date, time or type. Because of Juneau's climate, there is not generally a concern about fire danger from fireworks in Juneau. The sound of fireworks appears to trigger mild to severe anxiety reactions in some humans and animals. Use of fireworks stretches JPD's ability to respond and people don't always know whether noise may be from fireworks or gunshot outside of the holidays. The mix of public comment is about 20% for unrestricted use, 20% for a total ban and 60% for a middle ground. Parks and Recreation is currently taking a poll on fireworks use in parks and the response is following the trend as mentioned.

The memo outlined a middle ground to address some of the concerns and there are four basic options: to limit fireworks by day of year, by time of day, by type and by area used. Staff recommended an ordinance regulating fireworks and provided a draft for review in the memo. Staff recommends that in addition to a state permit for fireworks displays, that notice to the manager be given of the event. Limiting by area is difficult as many of the park areas are close to residential zones. Recommendations are for limits to the day of year - timing allowance around New Years and Fourth of July, prohibiting use by time of day, such as no noise between 1 am and 7 am, and a limit allowable use to non-arial salable fireworks. Those that are exploding in the air create more noise. She provided a list of examples of types. JPD recommends rules regarding possession and a civil fine of \$300 for a violation. Some statistics regarding complaints over the past four years were provided.

The Assembly discussed the current legal status of fireworks and Ms. Mead said that purchase/sale of fireworks was not legal according to Title 19, but possession was legal. The Assembly discussed transportation of fireworks.

There was discussion regarding recent changes to fireworks laws and Ms. Mead said that the definition of common fireworks had changed at the state level and salable fireworks are louder than in the past. The Assembly had previously addressed fireworks noise through the disturbing the peace code. JPD Lt. Campbell and Sell spoke to the Assembly about their experience with the difficulty of enforcement through the disturbing the peace code due to the requirement that

probable cause must be established through JPD or a witness observing a person using fireworks. The discussed changes to state law which changed the departments approach to enforcement in 2012 when the police no longer confiscated fireworks as they had in the past as possession was legal.

The Assembly discussed effective use of police time to enforce, the difficulty of enforcement, the types of fireworks and the definitions, and various approaches to drafting an ordinance.

***MOTION**, by Becker, to ask staff to draft ordinance for continued committee review that contained the following points from Ms. Cosgrove's memo: Use of Salable fireworks is limited to the following conditions: 1) only during the following dates: December 31 - January 2; July 3 - July 5, 2) fireworks may not be used between the hours of 1:00 am and 7:00 am, and 3) it shall be a violation of the ordinance to possess permitted salable fireworks outside of the following time period: December 14 through January 10 and June 15 through July 10.*

Hearing no objection, amendments from Ms. White were accepted to limit the possession from December 1 through January 3 and from June 1 through July 6, and to limit the prohibited time from 1:00 am - 10:00 am.

Ms. Troll objected. She preferred an ordinance that designated a difference between aerial or non-aerial fireworks to address the noise issue. She would like all six bullets on page two of the memo in the ordinance before the Assembly to review in committee.

Mayor Koelsch said he supported date and time restrictions but was concerned with making possession a violation.

Ms. Gladziszewski spoke in favor of gathering public testimony before a final public hearing on an ordinance.

Roll call:

Aye: Becker, Bursell, Gladziszewski, Kiehl, White

Nay: Jones, Nankervis, Troll, Koelsch

Motion passed, 5 ayes, 4 nays.

***MOTION**, by Becker, to add a violation of the ordinance at \$100. Hearing no objection, it was so ordered.*

C. Transportation Update

Mr. Watt said that over the past several years in working on various issues, it was his experience that it was easy to jump from one transportation issue to another and his intent for this meeting was to get limited direction and to acknowledge that transit is related to parking, to parking garages, to a circulator, to buying land and to other issues. He would like to discuss the issues in context.

Mr. Healy said Juneau was fortunate to have a robust transportation system with the highways. The easy access they provided to the downtown core business district came with repercussions for parking. Commuting is generally easy and creating parking is generally expensive. He estimated a cost of building a parking structure at \$40 - 50,000 per space. Structures displace surface parking which is cheaper but inefficient. We have a good transit system with a good ridership. Community improvements such as a Performing Arts Center, an Ocean Center and housing all create parking issues. Mr. Watt spoke about a developer interested in providing housing using the "fee in lieu of parking" ordinance instead of building parking. He said the private sector would not build parking structures or provide parking spaces unless they were required to do so as the cost could not be reasonably recovered. Prior assemblies wanted to encourage housing downtown and the "fee in lieu of parking" district was designed and adopted into CBJ code. CBJ built the new parking garage

to provide additional parking downtown. The goal now is housing, but we are worried about losing parking. Parking is not economical, it won't happen along with housing.

Mr. Healy said the drivers for Capital Transit (CT) have designed an expanded service routes by using previously "deadheading" buses to pick up passengers. CT is working on putting bus schedules and routes on mobile devices such as phones. CT is purchasing four new buses to arrive by November and is changing the logo for a branding effort. CT is pursuing grant funding for a new Care-A-Van vehicle. CT hopes to promote ridership and provide a location for a valley transit center for passengers and driver support. The current transit location in the Nugget Mall is not conducive to the schedule or comfort. Two sites are under investigation, one in the Mendenhall Mall area and the other in the Vintage Park area. CT will also focus park and ride services at this area. Mr. Watt said the driver work group has continued to provide meaningful improvements at no cost.

Mr. Watt said \$150,000 was appropriated from marine passenger fees for a downtown circulator. Staff has talked with many people about this idea and believes the best way to learn about this is to try it. He drafted a "Seasonal Downtown Circulator Concept" for Assembly review. Seasonal tourism transit provides freedom to experiment because the riders change every day. The funds should be spent on studying pedestrian enhancements and paths of travel for way finding, cross walks, signage, maps, restrooms, and the cultural gateway. The north berth will shift the density of pedestrians to the northern area. We could allow a private entity to try out the circulator or do it ourselves.

Mayor Koelsch said in the past CBJ buses turned around at the Tram but were moved because they were causing congestion and he was concerned about the circulator acting like taxis and allowing people to get on and off. Mr. Watt said there has been a conflict with tourists on the city buses and the goal of a circulator is to efficiently move people around - there would be few in comparison to other vehicles in the area. Mr. Watt said there is a person in the private sector interested in providing this type of service who could get a CPV permit and we could take a look at the proposal.

The Assembly discussed concerns about a pedestrian enhancement and efficiency study. Ms. Troll said there were some things that could be done without a study to improve circulation. Ms. Gladziszewski said that traffic flow should be fairly easy to predict by planners before the dock is built and the passengers arrive. Mr. Watt spoke about the limited area for bus staging in Marine Park in light of the new dock.

Mr. Keihl said the intent is for a circulator to be a tool for downtown revitalization and an aid for increasing density. Moving tourists around for only five months was not the intent. Mr. Watt said the ideas he presented, whether it be done by the public or private sector, could test the system and could grow the service from seasonal to year round service. Passenger fees could be used to pioneer this effort and the step from no circulator to a year-round circulator was incrementally too big. Mr. Keihl said any contribution to getting people around, year-round needs data. Mr. Watt said data would not be obtained from a private sector trial, but CBJ could use old buses, try routes, try fees, and see how the summer passengers used it during the peak activity time.

Ms. Bursell asked about an electric bus and using the funds for an electric bus. Mr. Watt said that the funds for a circulator are passenger fees and the use of those funds have restrictions. The current fleet is diesel, and CT has put in a grant for an electric bus but was unsuccessful. CT would continue to apply for that grant. The electric buses cost twice as much in capital costs.

Mr. Watt spoke about parking. It is hard to make decisions on anything without dealing with parking. There is a constant conversation about the subport, the Willoughby Arts Center, the Juneau Ocean Center and all of those tied together with parking issues. He recommended leaving the management of parking to the manager's discretion, as it is now decentralized, and it is a fine-grained issue. He asked the Assembly to allow him to reorganize parking within the existing budget and to coordinate with the Downtown Business Association. CBJ needs a lighter, more responsive approach. He will provide information to the Assembly on the circulator and an enhanced CT

commuter service. He spoke about a 6-year (mini) CIP for passenger fee projects, including possible land acquisitions, similar to the waterfront plan to show where CBJ was headed with waterfront development projects. If we add to the parking supply it will be done by the city, which will need future project sales tax support. Ms. White questioned the cost estimate of parking spaces and Mr. Watt said the cost of construction in Juneau was higher than in communities in the lower 48. Building a three story parking structure on an existing lot does not create much gain and creating flat land by going into the hillside is more efficient due to the space taken up by internal circulation routes within a facility.

Mayor Koelsch said that someone in 2000 told the assembly to build a parking garage at the 2nd and Franklin lot, and that is why the buildings there were removed. There are a lot of new businesses going starting in the area and there will be a lot of traffic and they will need parking to be successful.

Ms. Gladziszewski said parking/housing is a dilemma and people have been using "sham parking" on the rock dump to meet requirements. We don't want to deny development because of parking and the "fee in lieu of parking" ordinance was put in place to address that. Any developer must pay for each space required but not built at a set rate and perhaps the Assembly could raise that rate to a current appraisal. She said people have a "parking expectation" issue. She asked about the Willoughby parking study. Mr. Watt said a state grant of \$1.5 million for that purpose was in tact with only some funds spent on a report that he could provide to the Assembly. There has been no action on that. With the failure of the managed on-street parking we did a report on on-street parking -and a recommendation was to get help from a vendor that does that all of the time. There is a CIP for parking kiosks downtown, but said it would be better spent on reorganizing with contract services.

Ms. Troll said that the Assembly was brought the issue of 2 hour parking and we were asked for our opinion - we do not have a desire to get into the weeds and manage. There are good ideas in your memo but most of them are structure related and what was missing were potential fixes to provide a few more spaces. The parking garages are all permitted and there is no available space - maybe we can re-look at how the garages are managed. Mayor Fisk identified parking spots by looking around town - at loading zones for example. There are large changes but there are also "soft fixes" that can free up space. If I know we are doing that, that makes me feel better about the housing project that came up tonight. Ms. Troll asked if the manager's discretion will look at things other than CIP infrastructure. Mr. Watt said yes, it would include management issues with with "Bootlegger," JPD Community Service Officers, business owners, and fire regulations. Ms. White asked how the "fee in lieu of parking" funds had been spent. Mr. Watt said that there were a small number of payments to the fund and it was rolled into the parking garage construction. He said that there was a provision to reduce the fee if the project included building housing.

Mr. Kiehl noted that people were parking in downtown residential neighborhoods for work and business. He suggested selling more spaces in the garage as he had not seen the garages full. He questioned what Mr. Watt was asking for in regards to allowing the Assembly to give up their authority to weigh in on making decisions about one of the most important issues in the community. Mr. Watt said there is relative paralysis to change and no one is happy with the current situation. He brought this issue forward as engineering director and was asked for more detail. The Assembly needs to defer authority on some issues. We can only talk about parking policy every several months on a COW agenda. If the management can't address this, you will hear about it from the public, but we are stuck.

Ms. Troll said she was happy to give the manager the leeway to be creative and go forth and help solve this and bring things back to us when there is a policy question. Ms. Becker agreed.

Ms. Gladziszewski said Mr. Watt had the authority already and to go forth and solve downtown parking.

Mr. Jones said Mr. Watt has set his goals for his evaluation in six months.

Hearing no further comments, Mr. Kiehl thanked the staff for its work on the report.

D. Economic Development Update

The Assembly agreed to hold the economic development report to the next meeting due to the late hour and the weight of the topic.

V. COMMITTEE MEMBER / LIAISON COMMENTS AND QUESTIONS

None.

VI. ADJOURNMENT

There being no further business to come before the committee, the meeting adjourned at 9:05 p.m.

Submitted by Laurie Sica, MMC, Municipal Clerk

City and Borough of Juneau

Emergency Operations Plan

September 2016



Letter of Promulgation

To All Recipients:

Transmitted herewith is the Emergency Operations Plan for the City and Borough of Juneau (CBJ), adopted by the CBJ Assembly on September 12, 2016.

This Emergency Operations Plan provides the framework to guide the CBJ's response during an emergency to save lives, alleviate suffering, minimize property and environmental damage, and to provide a recovery effort that restores the community to a pre-disaster state of normalcy. The plan conforms to the National Response Plan, and the National Incident Management System.

This plan supersedes the CBJ Emergency Operations Plan dated July 15, 2003.

DRAFT

Emergency Operations Plan

The plan will be reviewed annually and updated as required.

Table 1: Record of Changes

Change Number	Date	Subject	Entered By

Revised pages will be dated and marked to show where changes have been made. Each plan holder shall maintain a record of revisions.

Table 2: Record of Distribution

Administration	Emergency Operations Center
City Manager	Finance
Deputy City Manager	Fire / Rescue
Clerks	Harbors
Emergency Programs	Law
Lands and Resources	Library
Management Information Systems	Mayor
Risk Management	Parks and Recreation
Special Projects	Personnel
Airport	Police Department
Assembly	Port
Bartlett Regional Hospital	Public Works and Engineering
Community Development	Schools
Eaglecrest	

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Purpose

The purpose of the City and Borough of Juneau's (CBJ) Emergency Operations Plan (EOP) is to provide guidelines and principles for planning, managing, and coordinating the activities of the CBJ government before, during, and after major emergencies and disaster events. Specifically, the plan is intended to:

- a. Provide a single comprehensive plan for coordinating disaster or emergency response and recovery services, using all available resources for the protection of lives, property, and the continuance of government.
- b. Assign emergency management responsibilities and tasks to CBJ departments and personnel for emergency and disaster response operations.

Execution

This plan is in effect at such time as:

- a. An emergency or disaster occurs or is imminent.
- b. The City Manager requests appropriate City Departments or personnel to perform emergency operations in response to a hazard / incident that has the potential for becoming an emergency or disaster.
- c. An emergency or disaster is declared by the City Manager.

Situation and Assumptions

Situation

1. The City and Borough of Juneau has a population of approximately 32,000 and is the capital of Alaska. There are no road or rail links connecting Juneau with other communities. The community is served by an all-weather international airport and the Alaska Marine Highway Ferry System.
2. Juneau is vulnerable to numerous hazards including avalanches, earthquakes, high winds, floods, landslides, and severe weather. Other disaster situations could develop from hazardous materials incidents, fire conflagration, major transportation accident, utility failure, Salmon Creek Dam failure, disease and epidemics, and acts of terrorism.
3. Juneau has no mutual aid agreements with other jurisdictions. A number of state and federal agencies are located in Juneau and may, depending on circumstances, be able to assist in disaster response. There is a statewide mutual aid agreement which may be called upon in the request for assistance. The Juneau Department of Public Works and Engineering is also a member of AK Warn, a water and wastewater mutual aid agreement.
4. Following a major disaster, state and federal assistance response will be delayed due to the geographical isolation and distance from major metropolitan areas. The general public should be prepared to be self-sufficient for the first seven (7) days after an event.

Assumptions

1. An attack, naturally occurring or technological incident will likely occur without warning.

2. Juneau is capable of responding to routine emergency situations (police, fire, EMS) however, a major emergency or disaster may exceed the capacity of one or two response departments to handle alone and will require the CBJ to manage resources to provide an efficient response. Such situations of broad scope and complexity require the implementation of this EOP.
3. Telephones and cell phones will be either inoperable or circuits will be saturated; additionally, internet and email will be degraded.
4. Some roads and bridges will be impassable and all forms of transportation will be slowed.
5. Electrical power disruptions will occur, vital facilities will be affected and disaster response efforts impaired.
6. State of Alaska and / or Federal assistance will take several hours to several days to mobilize and arrive in Juneau. The CBJ must be prepared to carry out disaster response and short-term recovery operations on an independent basis for 72 – 96 hours.
7. During an emergency, government will continue to function to the best of its abilities. However, in some instances, day to day functions that do not contribute directly to resolving the emergency may be suspended for the duration of the emergency, with the personnel that would normally be required for those functions redirected to the accomplishment of emergency tasks.
8. Local government officials will become familiar with this plan, their role during a disaster, and will execute their assigned responsibilities when requested.
9. Disaster management is a partnership between local, state, and federal governments along with the private sector. Each governmental body has certain duties and responsibilities in this partnership. When the City Manager declares a disaster, the CBJ will respond as outlined in this plan to protect people and property from the consequences of disasters. When the response required exceeds the CBJ's capabilities, assistance will be requested from the State of Alaska through the State Emergency Operations Center at (907)428-7100. The Incident Commander, Emergency Programs Manager, or Incident Commander designee may make the request on behalf of CBJ. If the magnitude of the disaster exceeds the State of Alaska's capabilities, the Governor will request assistance from the Federal Government.

Concept of Operations

Responsibility for emergency planning and disaster response lies first with individuals and head of households. When individuals and families cannot respond effectively, local response agencies, and government will take charge of actions to protect lives, property, and resources. If local capabilities are exceeded, then state and federal assistance may be requested as outlined in Section C below.

General Readiness Conditions

1. Some emergencies follow a recognizable build-up period during which actions can be taken to achieve a state of maximum readiness. The event or the EOC may transition through five stages (green, blue, yellow, orange, and red) of operational readiness as outlined below. The City Manager shall set any readiness condition beyond Green.

2. The United States Coast Guard (USCG) operates under Maritime Security (MARSEC) Levels 1 – 3 which affect the Port of Juneau; MARSEC levels are determined by the Commandant of the USCG. The MARSEC level which corresponds to CBJ and National Homeland Security levels are noted below.

Conditions Green, Blue, Yellow, Orange, and Red

The following increased readiness conditions, which generally conform to those established by the Office of Homeland Security, will be used as a means of increasing the CBJ's alert posture:

1. Green (Low): Ordinary, day to day posture; the EOC is in a non-activated status. Corresponds to MARSEC Level 1.
2. Blue (Guarded): Condition Blue denotes a situation that leads to a higher degree of readiness that is normally present. The City Manager and the Emergency Programs Manager are notified, the Emergency Programs Manager monitors the situation. Corresponds to MARSEC Level 1.
3. Yellow (Elevated): Condition Yellow denotes a situation, which presents a greater potential threat than Blue, but poses no immediate threat to life and property. It may be used in situations such as severe weather watches, or deterioration in the international situation. The City Manager and the Emergency Programs Manager are notified. The Emergency Programs Manager will assure that the EOC is in a state of readiness and monitor the situation. Corresponds to MARSEC Level 1.
4. Orange (High): Condition Orange signifies that a situation with a significant potential and probability of causing loss of life and/or property exists. This condition requires some degree of warning for the public. The Emergency Programs Manager will ready the EOC and the City Manager will determine who will be working at the EOC and who will be put on stand-by. All departments will review their emergency procedures and supplies and will initiate contacts as necessary to confirm procedures. If related to a terrorist activity, the Juneau Police Department (JPD) will advise the City Manager on restricting access to CBJ offices and facilities, or if there is a need for additional law enforcement support. The public will be asked to be ready to implement family emergency plans. Volunteer agencies will be contacted to make sure they are ready to respond if needed. Corresponds to MARSEC Level 2.
5. Red (Severe): Condition Red signifies that an event is imminent or has occurred. The EOC will be fully activated and staffed. If related to a terrorist activity, public alerts will be broadcast. The Juneau Police Department will advise the City Manager as to the advisability of closing CBJ offices or facilities. All departments will be ready to carry out their emergency responsibilities. Corresponds to MARSEC Level 3.

Emergency Declarations

1. City and Borough of Juneau: If the City Manager determines a disaster emergency is imminent or has occurred, they will request the City Assembly to issue a local emergency declaration. The City Manager may, in the absence of the Assembly, declare a local state of emergency with the action being subject to confirmation by the Assembly (Section 3.12 City Charter).

- a. A declaration of a State of Emergency activates the response and recovery aspects of this EOP and constitutes authority for the deployment and use of emergency procedures and assets.
 - b. When an emergency declaration is issued, the Mayor assumes the powers conferred by law upon peace officers and may exercise such powers to prevent disorder, preserve the public peace and health, and to provide for the safety of persons and property.
 - c. In response to a public emergency, the assembly may enact emergency ordinances.
- 2. State of Alaska: The Governor of Alaska has the authority to declare a regional or statewide emergency if an event or series of events occurs that impacts a region of the state or entire state. This declaration allows the state to mobilize state assets to assist the state and communities in need. The City Manager may request the Governor of Alaska declare a disaster or emergency if the City Manager finds that effective response to the event is beyond local response capabilities.
- 3. Federal Government: The President of the United States has the authority to declare a Federal Disaster or Incident of National Significance. This declaration allows the Federal Government to mobilize federal assets to assist states and communities in need. A Governor may request the President declare a major disaster or emergency if the Governor finds that effective response to the event is beyond the combined response capabilities of the state and affected local governments.

Emergency Operations Center Activation

- a. Consideration should be given to activate the EOC whenever a situation develops where significant media interest may be generated, where the incident commander may require logistical support from other departments or the state, or where competition for existing resources may occur. The EOC may be activated by the City Manager, Deputy City Manager, or Emergency Programs Manager; the activating individual will call the JPD Communications Center at 907-500-0600 to inform them of the activation; in emergency situations, the identified personnel may call 911 if needed.
- b. EOC activation may occur in three levels, each described below:
 - i. Level I Activation: Implemented before an emergency where there is forewarning of an impending situation. Level I pertains primarily to the Emergency Programs Manager who will monitor the situation and report to the City Manager.

The Emergency Programs Manager may take preliminary steps to ready the EOC for operational use. They will notify the City Manager and upon consultation determine which CBJ department heads and support organizations may be called upon during an emergency response.

- ii. Level II Activation: Implemented when a situation requires EOC coordination to manager resource allocation, media relations, or settle policy issues.

Level II staffing levels will be adjusted to match the demands of the immediate situation. Initial notification will typically include the following members of the EOC Incident Management Team, or those designated by the City Manager:

- City Manager – Incident Commander
- Emergency Programs Manager – Incident Command Support
- Police Chief – Operations Section
- Fire Chief – Operations Section
- Public Works and Engineering Director – Operations Section
- Parks and Recreation Director – Logistics Section Chief
- Community Development Director – Planning Section Chief
- Finance Director – Finance Section Chief
- Clerk's Office – Public Information Officer
- Legal Officer

- iii. Level III Activation: Level III Activation is generally reserved for those situations when a major event has or is expected to exceed the CBJ's ability to effectively respond. Level III staffing levels will be adjusted to match the demands of the immediate situation. The full CBJ Incident Management Team will report to the EOC.

- City Manager
- Emergency Programs Manager
- Clerk's Office
- Safety Officer
- Legal Officer
- Liaison Officer
- Operations Section Chief
- Planning Section Chief
- Finance / Administration Section Chief
- Logistics Section Chief
- Branch Directors
- Unit Leaders
- Senior Representation from Bartlett Hospital
- American Red Cross Representation
- Unified Command Representatives

c. Notifications

- i. Dispatch: Upon notification of an occurrence of a serious event, serious threat to the community, or a request to activate the EOC, dispatch shall notify the following:
- Emergency Programs Manager

- City Manager
 - Police Chief (through chain of command)
 - Fire Chief
- ii. The Emergency Programs Manager will notify:
- City Manager
 - Incident Management Team members
 - Bartlett Regional Hospital
 - American Red Cross
 - Alaska Division of Homeland Security and Emergency Management
 - Unified Command staff
- iii. Section Chiefs shall notify subordinate staffs they determine are necessary to address the situation.
- iv. City Manager will notify the Mayor
- v. The Mayor will report to the EOC and is responsible for notifying the Assembly members.
- vi. The Assembly will assemble in the assembly chambers or other area as designated by the Mayor.

Command and Control

Incident Command System

The National Incident Management System (NIMS) is the federally mandated method for managing emergency response activities within the United States. The CBJ has adopted NIMS and utilizes the Incident Command System (ICS) as the organizational tool for emergency response. The Incident Command System is a standardized system allowing personnel from different agencies and geographical locations to rapidly incorporate into a common management structure.

ICS is scalable to the emergency situation and allows operations to expand or contract to manage proper span of control. In larger events, the ICS field structure may be supplemented by the activation of a local or state Emergency Operations Center. The Incident Commander is the individual responsible for the overall management of incident operations.

Unified Command may be established to ensure a coordinated multi-agency response when there is more than one agency with jurisdictional authority. Agencies and the responsible party work together to develop a common set of objectives, strategies, and to develop a single Incident Action Plan.

Field Operations Incident Command

The determination of which department will assume Incident Command for a particular incident is based upon several factors. Generally, the department with the primary resources committed to the incident response will supply the Incident Commander; however, if there is significant response from another department within CBJ, a Deputy Incident Commander may be considered. The chart below depicts expected assumption of Incident Command based upon the emergency (note, in large incidents with an operational EOC, the City Manager will be the Incident Commander).

Table 3: Designated Incident Commander by Incident Type

Type of Emergency	Incident Command
Airport / Aircraft Incident	Fire Department/ Airport/ RP
Avalanche	Fire Department / Public Works and Engineering
Dam Failure	Fire Department
Earthquake	Fire Department
Epidemic/Biological Events	Hospital / Public Health
Energy Shortage	Public Works and Engineering
Explosion	Fire Department / Police
Flooding	Fire Department/ Public Works and Engineering
Fire	Fire Department
Hazardous Materials	Fire Department
Landslide	Fire Department / Public Works and Engineering
Severe Weather	Public Works and Engineering
Terrorist Activity	Police / Fire
Tsunami	Police
Water/Utility Failure	Public Works and Engineering
Weapons of Mass Destruction	Police / Fire

Upon arrival at the incident scene, the highest ranking first responder will assume the role of Incident Commander. The command may transfer to the most senior qualified official from the lead department upon their arrival at the scene. Any disagreement or uncertainty on the part of the responders over which department shall assume Incident Command will be resolved by immediate referral to the City Manager or Emergency Programs Manager. The priority for the Incident Command shall be life safety and the preservation of property.

Emergency Operations Center

The primary EOC for CBJ is located in the Juneau Police Department, 6255 Alaway Avenue. The alternate EOC is located at the Capital City Fire Rescue Glacier Fire Station, 1700 Crest Avenue.

The EOC is the central location for coordinating emergency management activities in support of the tactical operation forces in the field. The EOC sets goals and develops the incident action

plan, provides logistical support, coordinates resources, provides legal and operations safety expertise, and liaisons with other agencies throughout the duration of the event. In addition to supporting tactical operations, common EOC tasks include but are not limited to:

- Maintaining an overarching perspective of the situation, anticipating requirements, and providing necessary resources.
- Assembling accurate information on the emergency situation and current resource data to allow officials to make informed decisions on courses of action.
- Providing information, warnings, and emergency instructions to the general public through release of official emergency information bulletins using all available media resources.
- Determining the priority of required response actions and coordinating their implementation.
- Suspending or curtailing government services and recommending the closure of schools and businesses.
- Organizing evacuations and shelter arrangements for evacuees in cooperation with the American Red Cross.
- Coordinating donations and volunteers.
- Forecasting long-term response and recovery needs.
- Evaluating the scope of the disaster and structuring recovery efforts.
- Documenting the incident expenditures to maximize the reimbursements and assistance both CBJ and residents will receive.

Organization

Using ICS as the management tool, the EOC is organized into five (5) functional areas: Command, Operations, Planning, Logistics, and Finance / Administration. The sections may be further divided into branches, groups, and units (Figure 1). The structure is intended to be flexible and should be tailored by the Incident Commander and the Section Chiefs to meet the demands of the situation.

The Command Staff positions include the Incident Commander, Legal Officer, Public Information Officer, Liaison Officer, and Safety Officer. The City Manager or their designee will serve as the Incident Commander and is responsible for implementing policy directives and has overall management responsibility for the incident.

There are four Sections within the EOC: Operations, Planning, Logistics, and Administration / Finance.

The Operations Section is responsible for operational command and coordination of response assets. It maintains oversight over field activities to resolve duplications of effort or conflicts. Each branch of the Operations Section (Fire and Rescue, Law Enforcement, Public Works and Engineering, Health / Medical) is responsible for maintaining regular communication with its counterparts in the field.

The Planning Section collects, evaluates, disseminates, and documents information about the incident and status of resources. It develops the Incident Action Plan, compiles damage assessment reports, and develops demobilization and recovery plans. The CBJ Community Development Director serves as the Planning Section Chief.

The Logistics Section within the EOC is responsible for providing all support needs to the incident site, and will order all resources and provide facilities, supplies, and services. The Logistics Section also includes the communications branch, shelter and mass care branch, donations and volunteer's branch, and the transportation branch. The CBJ Parks and Recreation Director serves as the Logistics Section Chief.

The EOC Finance / Administration Section is responsible for purchasing, cost accounting, personnel, and related administrative functions. This section is also responsible for administering the post-disaster individual and public assistance programs. The CBJ Finance Director will serve as the Finance / Administration Section Chief.

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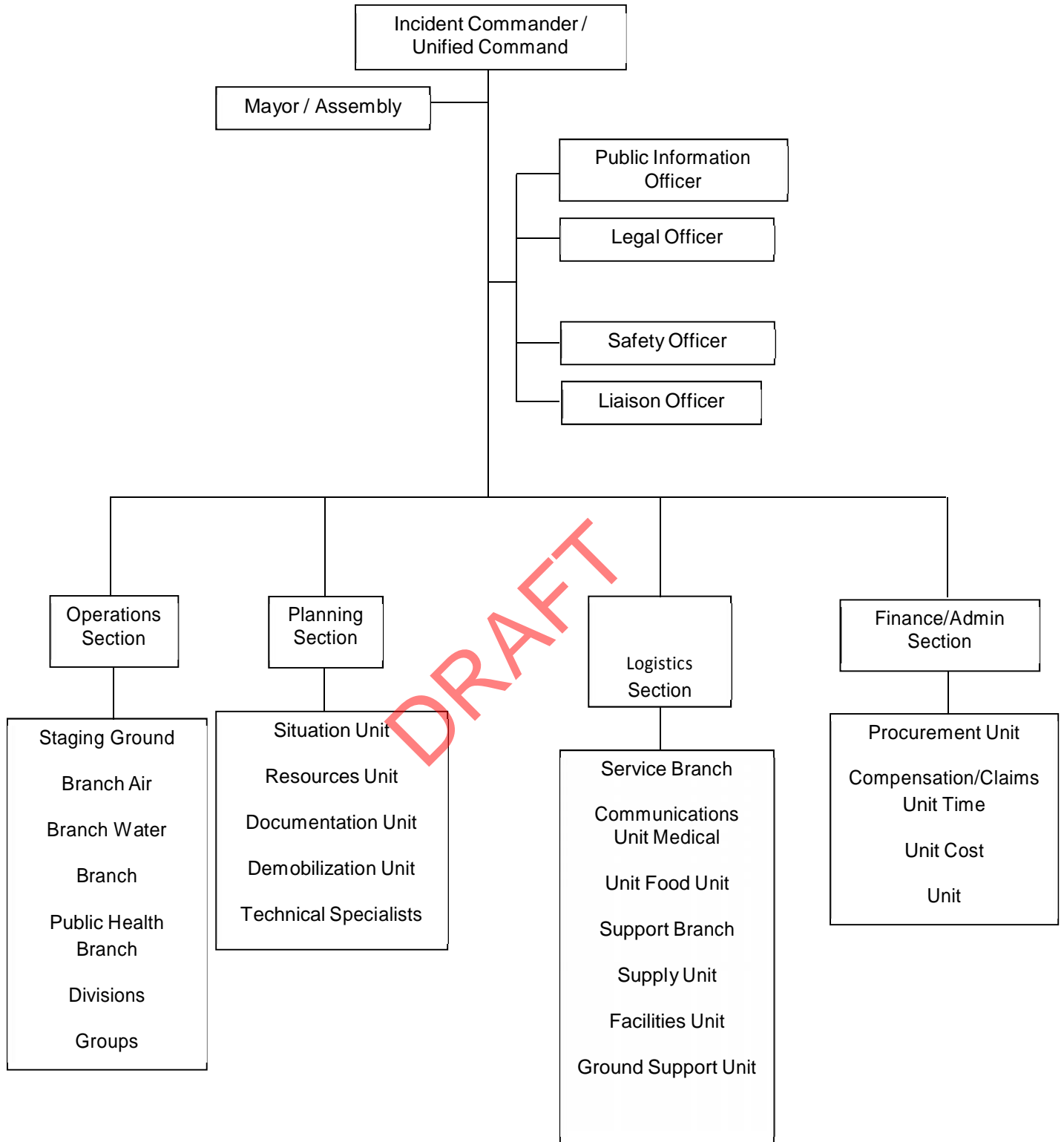
Figure 1: Emergency Operations Center Organizational Chart

Figure 2: Emergency Operations Center – Operations Section Organizational Chart

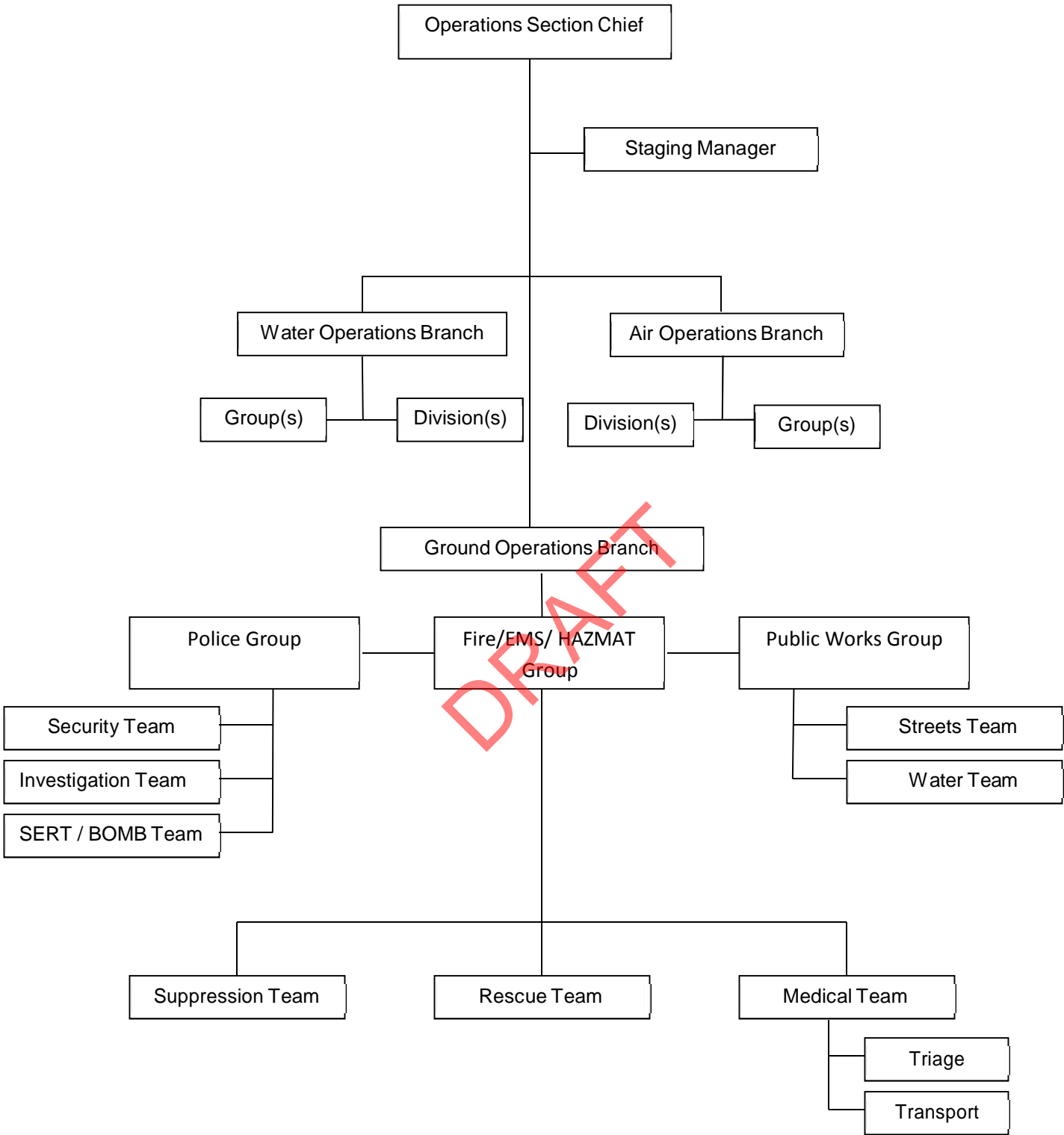


Figure 3: Emergency Operations Center – Planning Section Organizational Chart

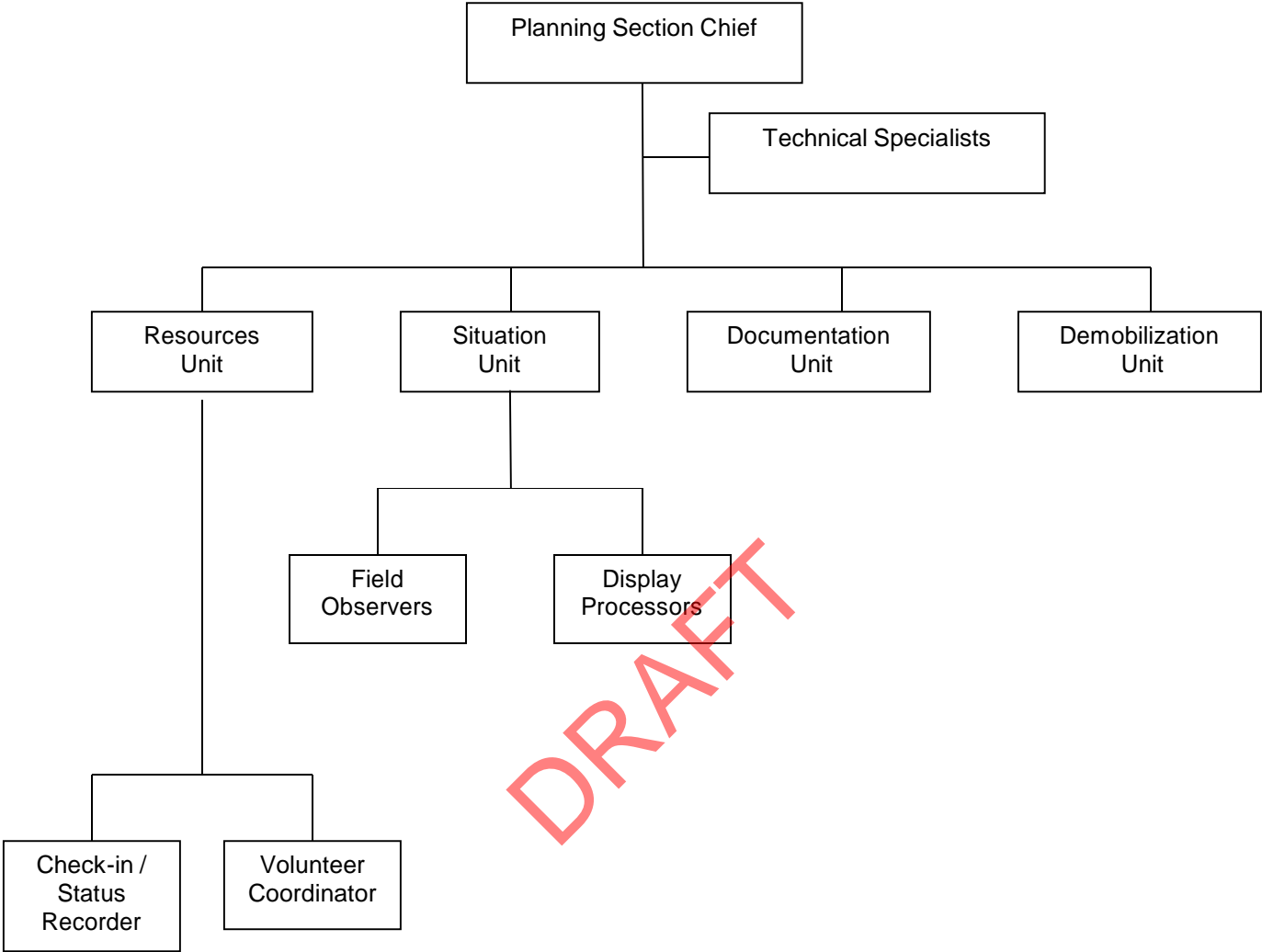


Figure 4: Emergency Operations Center – Logistics Section Organizational Chart

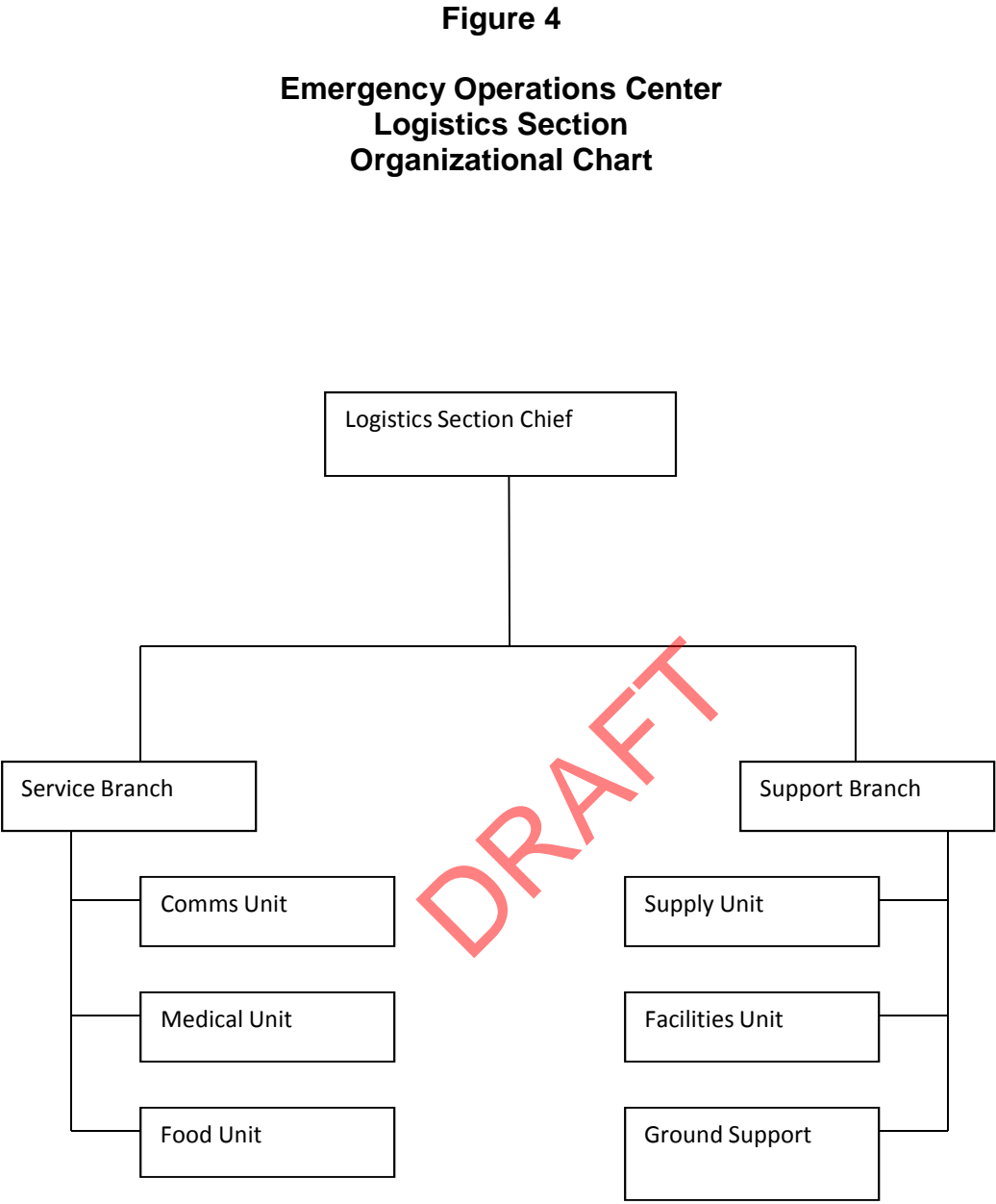
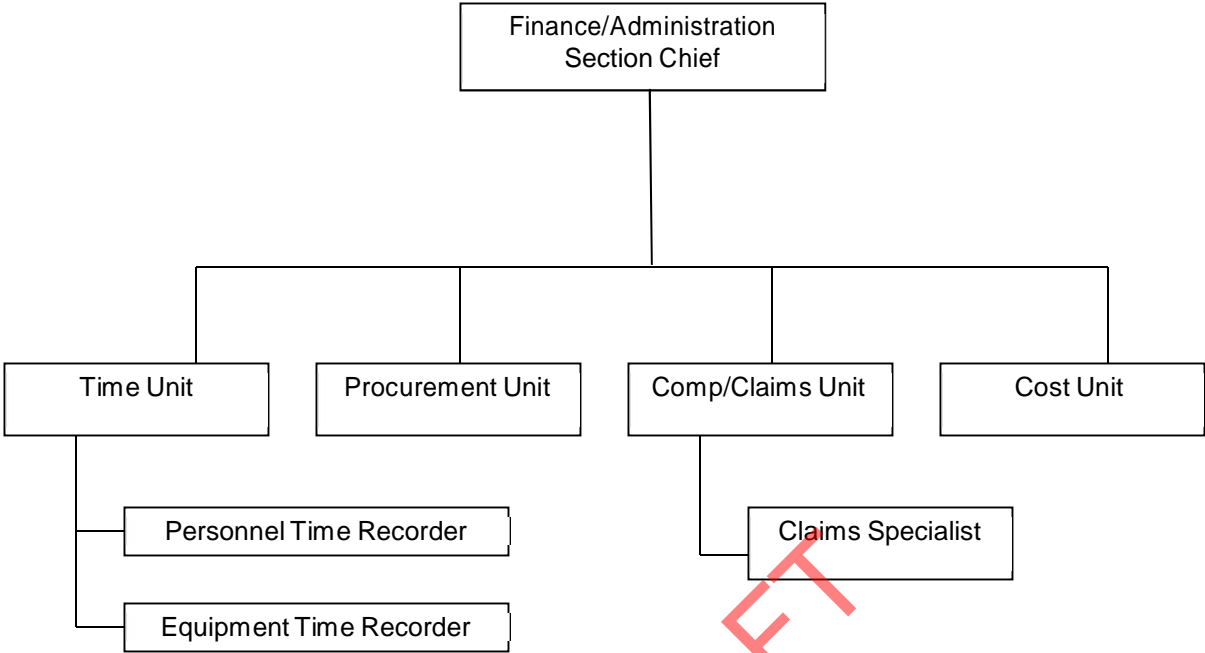


Figure 5: Emergency Operations Center – Finance / Administration Section Organizational Chart



Organizational Responsibilities

General

The City Manager is the civil defense director and Emergency Manager for the CBJ and is responsible for assuring that coordinated and effective emergency response systems are developed and maintained within the CBJ. That responsibility may be delegated to the Emergency Programs Manager.

All CBJ employees should be aware that they may be called upon to execute disaster duties. Similarly, all departments and divisions not assigned a specific function in this plan should be prepared to make their resources available for emergency duty at the direction of the City Manager. Recalled CBJ personnel will normally perform EOC functions and emergency activities closely related to their routine job.

Non-CBJ Response Agencies and Organizations

The following guidelines apply to the resources of other agencies and entities aiding the city during a disaster.

- i. Overall command of the disaster response lies with the Incident Commander from the CBJ unless a Unified Command has been established.
- ii. Outside resources (such as state personnel or the National Guard 103rd Civil Support Team) will work within the CBJ's ICS structure but under the direct supervision of their team leaders.
- iii. Outside resources will notify the EOC of any unsafe practices that threaten their health and safety. Noted unsafe operation practices will be addressed in the field at the time of the incident and reported to the CBJ Safety Officer at the EOC.

Logistical Support for Non-CBJ Resources

The CBJ is responsible for providing supplies and services such as food, shelter, additional personal protective equipment, and gasoline to support all personnel providing assistance within the ICS structure.

Common Responsibilities for all CBJ Departments

- i. Mitigation
 1. Identify and document opportunities and initiatives that are beneficial to the community and reduce the threat of property losses or personal injury. Forward these to the Emergency Management Coordinator for inclusion in the CBJ mitigation plan.
 2. Proactively, and in coordination with the Emergency Programs Manager, seek grant opportunities for mitigation projects and programs.
 3. In the event of a disaster, be alert for mitigation actions to incorporate into the recovery plan as a way to lessen the effects of future disasters.
 4. Seek emergency back-up power for all critical systems.

ii. Preparedness

1. Develop, practice, and maintain internal procedures and standard operating procedures to be followed during an emergency response operation.
2. Create and maintain a department 'calling tree' for notification; provide a copy to the Emergency Programs Manager.
3. Identify a specific chain of command and back-up personnel within the department. List the names and contact information and provide this information to the Emergency Programs Manager.
4. Ensure department employees are provided with individual and family preparedness information.
<http://dhss.alaska.gov/dph/Emergency/Pages/prepared/family.aspx>
5. Ensure employees with emergency responsibilities are familiar with and able to perform each function.
6. Conduct periodic drills to test employee readiness to implement the department emergency procedures.
7. Participate in the CBJ's disaster exercises.
8. Ensure that employee job descriptions reflect their emergency duties.
9. Inventory all available department emergency resources. Report this information to the Emergency Programs Manager and the Parks and Recreations Director (Logistics Section Chief).
10. Ensure communications capability with the EOC.
11. Prepare to provide internal logistical support to department operations during the initial emergency response phase. Stock adequate emergency supplies to support employees who may be on duty for extended periods of time.

iii. Response

1. Upon receipt of an alert or warning, initiate notification actions to alert employees on assigned response duties.
2. Upon receipt of a warning of impending disaster or notification of disaster, as appropriate and according to guidelines developed by the City Manager, the Department Director will:
 - a. Suspend or curtail normal business operations
 - b. Recall essential off-duty employees
 - c. Release non-critical employees
 - d. Secure and evacuate departmental facilities
3. Keep the EOC informed of field activities and maintain a communications link to the EOC. Report damages and status of critical facilities to the EOC.
4. Activate a control center to support and facilitate department response activities.
5. EOC responders will work together within the organizational structure of the EOC to perform the roles called for under the Incident Command System and will

work to ensure information is shared with other sections, the Public Information Officer, and the IC.

6. Submit reports to the EOC detailing department emergency expenditures and obligations.
7. CBJ Departments and divisions not assigned a specific functions in this plan must be prepared to make their resources available for emergency duty at the direction of the City Manager.

iv. Recovery

1. Resume normal business activities as soon as possible.
2. Assign employees as requested to long-range recovery efforts.

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FUNCTION	<div>EOC/Direction & Control</div> <div>Alert & Warning</div> <div>Communications</div> <div>Emergency Public</div> <div>Evacuation</div> <div>Shelter & Mass Care</div> <div>Fire & Rescue</div> <div>Law Enforcement</div> <div>Hazardous Materials</div> <div>Public Works</div> <div>Damage Assessment</div> <div>Utilities</div> <div>Administrative and</div> <div>Hazard Mitigation</div> <div>Personnel Services</div> <div>Health & Medical</div> <div>Transportation</div> <div>WMD/Terrorism</div> <div>Legal</div> <div>(Reserved for future use)</div>																			
	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T
City Department																				
City Manager	P	C	C	C	C	C	C	C	C	S	S	C	C	C	C	S	C	C	S	
Emergency Programs	S	C	P	C	C	C	C	C	C	C	C	C	C	C	C	P	C	C		
Airport	S	S	S				S			S	S									
Police	S	P	S	S	P		S	P	S		S			S		S	S	P		
Fire/EMS	S	S	S	S	S		P		P		S			S		S		P		
Public Works and Engineering	S	S	S		S		S		S	P	P	P		S			S	S		
Risk Management	S						S	S	S		S			S	S	S		S		
Personnel	S				S	S							S		P					
Community Development	S			S	S						S			S			S			
Parks & Recreation	S	S	S	S	S	P ¹				S	S		S	S			S			
Finance	S										S		P	S						
Transit/Transportation	S				S	S									S		P			
City Clerk	S	S		P	S															
Law	S							S					S	S					P	
Bartlett Hospital	S								S							P		S		
Eaglecrest	S	S			S					S	S									
Harbors	S	S			S		S	S		S	S									
Library	S	S	S	S		S														
Volunteer Organizations																				
Red Cross						P ¹										S				
CERT		S		S	S		S			S	S									
ARES			S								S									

P = Primary responsibility. In charge of this response area.

C = Coordination responsibility. Coordinate the efforts of the support groups assisting the person in charge of the area.

S = Support responsibility. Support to the department in charge of this area.

1 = Under Federal Charter, the ARC is responsible for Mass Care. The CBJ will coordinate mass care efforts of Red Cross, Salvation Army, and others, and facilitate delivery of disaster assistance.

Specific Responsibilities by Position or Department**v. Assembly**

1. Approve disaster declarations, orders, and regulations.
2. Approve issuance of formal requests to the governor's office for state or federal assistance.
3. Through the Mayor, provide policy and political guidance to the IC.
4. Determine funding source for authorized emergency expenditures.
5. Authorize and approve post-disaster recovery operations.

vi. Bartlett Regional Hospital

1. Provide medical care.
2. Provide situation reports to the Planning Section
3. Provide a representative to the EOC when requested or when notified of Level III Emergency.
4. Re-supply field units with consumable medical supplies as able.
5. Coordinate public information releases with the Public Information Officer.
6. Provide tactical Incident Commander in epidemics or similar health emergencies centered in the hospital.

vii. City Clerk's Office

1. Act in the capacity of the Public Information Officer.
2. Develop and maintain a network of Public Information Officers (PIO's) in the community to assist in extended emergency situations.
3. Establish and maintain the Joint Information Center.
4. Provide media briefings and disseminate information to the public.
5. Provide information updates to the Incident Commander, Mayor, and EOC staff.

viii. City Manager's Office

1. Provide a representative to the EOC Planning Section.
2. Assist with document preparation in the EOC.
3. Maintain event log for the EOC.
4. Assist in recovery through transcribing and compiling chronological logs of all incidents and activities.

ix. Community Development Department

1. Act in the capacity of the Planning Section Chief.
2. Develop policies for approval of emergency stabilization work necessary to protect life or property. Coordinates with the Public Works and Engineering Department on design, review, and approval of emergency stabilization efforts.
3. Develop policies for emergency permit processing and inspections for repair, demolition, and reconstruction work following a disaster.

4. Prepare electronic and hard copy maps for use during a disaster situation. Assist in providing redundancy of files and programs at the EOC.
5. Participate in damage assessment, conduct inspections of damaged buildings, and tag inspected buildings as safe or dangerous.
6. Assist with gathering, displaying information for planning, transportation, damage assessment, and public information.
7. Assist in the preparation of recovery plans including acquisition of grants.
8. Assist in the restoration of economic activity.

x. Emergency Programs Manager

1. Immediately notify the City Manager of potential emergency situations; recall other CBJ personnel in Level II and Level III emergencies as required.
2. Act in the capacity of the Planning Section Chief or Operations Section Chief if requested by the Incident Commander.
3. Assist and serve as an advisor to the Incident Commander as needed.
4. Assist in the coordination of all disaster recovery functions.

xi. Finance

1. Act in the capacity of the Administration / Finance Section Chief.
2. Provide representatives to the EOC Finance Section as required.
3. Implement emergency purchasing procedures as necessary.
4. Preplan with outside financial institutions to develop an emergency cash flow system.
5. Establish MOU's with vendors to expedite the 24-hour emergency procurement for items such as fuel, food, and equipment.
6. Maintain a system (single cost center) whereby incident costs are identified and accumulated for state and federal reimbursements.
7. Prepare emergency purchase orders and requisitions, facilitates emergency purchases, contracting, and acquisition of materials and equipment.
8. Ensure the CBJ payroll system is ready to hire, keep time records, and pay employees during an emergency.
9. Provide input in EOC incident planning sessions on cost considerations.
10. Evaluate the effects of damage on tax base, bond ratings, and insurance rating for long-range recovery planning.
11. Prepare long range financial projections, taking into consideration the disaster impacts to plan for future service levels of funding availability.
12. Assist in determining dollar amount of damage.

xii. Fire Department

1. Acts as the tactical Incident Commander for fire, explosion, aircraft, avalanche, dam failure, flooding, and hazardous materials incidents. The FD will work in conjunction with JPD at potential weapons of mass destruction scene.

2. Provide a senior representative to act in the capacity of Operations Section Chief; staffs the fire branch.
3. Perform response operations for emergency medical care, fire-fighting, and search and rescue.
4. Initiate evacuation orders as required, as authorized under AS 18.70.075 and AS 18.70.090.
5. Assist in providing emergency warnings.
6. Assist with the initial damage assessment as available.
7. Notify the EOC on the status of critical incidents.

xiii. Harbor Department

1. Provide a representative to the EOC as required.
2. Maintain port operations and access as able.
3. Coordinate available water transportation assets as requested by the EOC.
4. Provides situation reports and assists in damage assessment.

xiv. Juneau International Airport

1. In airport / aircraft disaster, the Airport Manager (or designee) participates in the on-scene Unified Command.
2. Provides a representative to the EOC as required.
3. In airport / aircraft disaster, provide on-scene logistical support (personnel and equipment) to the tactical Incident Commander (fire department / law enforcement).
4. Cooperate with the Incident Commander and Federal Aviation Administration (FAA) to maintain or re-establish airport operations.
5. Provide situation reports to the EOC.

xv. Juneau Public Libraries

1. Provide a representative to the EOC Public Information Section.
2. Ensure CBJ web server is secure.
3. Serve as the central point for distribution of information regarding emergency response and disaster recovery, both in preparation for a crisis along with during and after a crisis.
4. Coordinate web posting of public information bulletins for Juneau citizens.

xvi. Juneau School District

1. In a school emergency, ensure the safety of students and staff; reunite students and parents / guardians.
2. Provide a representative to the EOC as required.
3. Provide resources as able, i.e. busses, nursing services, food service, counseling services, and custodial services.
4. Provide school facilities for shelter and feeding.

5. Provide situation reports to the EOC from schools and field observations of bus drivers and school personnel.

xvii. **Lands Division**

1. Act in the capacity of the Liaison Officer.

xviii. **Law Department**

1. Act in the capacity of the Legal Officer.
2. Maintain a resource file of emergency declarations and resolutions.
3. Advise CBJ officials on emergency powers (before, during, and after an emergency), and other matters pertaining to the emergency.
4. Prepare and recommend legislation to implement emergency powers that may be required during an emergency (disaster declarations, curfews).
5. Review and advise city officials on possible legal issues arising from disaster operations.
6. Provide legal advice to department heads on record keeping requirements and other documentation necessary for exercising of emergency powers.

xix. **Mayor / Deputy Mayor**

1. Advise the CBJ Assembly on the nature of the incident.
2. Convene the CBJ Assembly as soon as practical for approval of emergency declarations and disaster relief actions.
3. Liaison with the Incident Commander on behalf of the CBJ Assembly.
4. Monitor the emergency response.
5. In coordination with the Incident Commander and Public Information Officer, act in the capacity of the spokesperson for CBJ.
6. The Deputy Mayor shall be prepared to assume the duties of the Mayor in the Mayor's absence. In long term events, the Deputy Mayor shall be prepared to assume the duties of the Mayor on an alternating shift schedule.

xx. **Management Information Systems (MIS)**

1. Provide a representative to the EOC Logistics Section.
2. Provide laptop computers to the EOC as required.
3. Provide technical assistance in the EOC as needed.
4. Assist the JPD staff in provisioning emergency communications service.

xxi. **Parks and Recreation Department**

1. Act in the capacity of the Logistics Section Chief.
2. Coordinate all facility requests.
3. Provide staff to manage or coordinate with managers of shelters; primarily the American Red Cross.
4. Coordinate with the Gastineau Humane Society for the care of pets and animals.

5. Provide personnel and vehicles to evacuate and relocate records.

xxii. **Human Resources**

1. Provide representatives to the EOC as required.
2. Maintain a current list of employees to assist in disaster response and recovery efforts. The list will include qualifications, special skills, and contact information.
3. Keep a record of staff participation in disaster response and recovery.

xxiii. **Police Department**

1. Act in the capacity of tactical Incident Commander as required.
2. Provide a senior representative to act in the capacity of Operations Section Chief; staff police branch.
3. Advises the Incident Commander on need for curfews, area closures, and other law enforcement considerations.
4. Conduct normal law enforcement functions such as controlling traffic, controlling access to disaster areas, providing security in the area affected, and investigating criminal activity.
5. Initiate evacuation orders when there is an immediate threat to life and safety, and assist or direct evacuation of people at risk.
6. Assist in damage assessment and reporting.
7. Provide liaison with state and federal law enforcement agencies.

xxiv. **Public Works and Engineering Department**

1. Act in the capacity of tactical Incident Commander as required.
2. Provide representative to EOC Logistics Section as required.
3. Provide a representative to the EOC Planning Section to act in the capacity of a technical specialist.
4. Provide Damage Assessment Coordinator to the EOC Operations Section.
5. Activate, assist, and deploy damage assessment teams.
6. Prioritize streets and bridges for reopening and repair; coordinating work projects with CBJ Community Development Department, Transportation Manager, Public Works and Engineering Department, and the Alaska Department of Transportation and Public Facilities.

xxv. **Risk Management Division**

1. Act in the capacity of Safety Officer.
2. Provide on-scene safety office to Incident Commander.
3. Coordinate with OSHA to ensure responder safety.
4. Provide representative to compensation / claims section.

xxvi. **Other Agencies (by Agreement)**

There are many state and federal agencies location in Juneau which may have a role in local disaster response.

1. United States Coast Guard – within mission capabilities and when it does not conflict with USCG priorities, may provide staff, equipment, and logistical support.
2. United States Forest Service – may provide staff, equipment, and logistical support; the Forest Service maintains Mutual Aid Agreements with municipalities for fire-fighting.
3. Transportation Security Administration – may provide personnel to assist in local emergencies with the effectuation of aid agreements.
4. Alaska National Guard – will required activation by the Governor; the National Guard may assist with evacuation operations, search and rescue, transportation of supplies, coordination and conducting aviation operations, security operations, and others.
5. Alaska State Troopers – provide law enforcement, search and rescue, and traffic control in support of CCFJ and JPD; state troopers will liaison with activate volunteer rescue groups.
6. Other State Agencies – the Department of Environmental Conservation, and Transportation and Public Facilities may provide personnel and equipment; the Department of Health provides education, disease prevention and containment, and mass prophylaxis support.

xxvii. **Alaska Electric Light & Power Company**

1. Liaison with the EOC Operations Section; assists with damage assessments and sends a representative to the EOC if requested.
2. Coordinate public information releases with the EOC Public Information Officer.

xxviii. **Amateur Radio Emergency Services**

1. Assists in providing communication linkages between the EOC and emergency incident sites, shelters, out of town agencies, and other critical locations as requested by the Incident Commander.

xxix. **American Red Cross**

1. Provide a representative to the EOC as required.
2. Provide shelter management and feeding at fixed facilities.
3. Provide feeding for emergency workers.
4. Assist in the coordination of volunteers.

xxx. **Chamber of Commerce**

1. Provide a liaison to the EOC.
2. Provide a representative to the EOC as required.

3. Provide information on emergency assistance and recovery programs to businesses.
4. Support documenting of incident information and damage assessment as related to the Juneau business community.
5. Assist in recovery planning.

xxxi. **Salvation Army**

1. Provide emergency assistance to include temporary shelter, counseling, warehousing, and distribution of donated goods.
2. Provide a representative to the EOC as required.

xxxii. **Waste Management**

1. Maintain (as able) the normal collection to minimize potential adverse health impacts.
2. Provide a representative to the EOC as required.
3. Assist with debris management, recommend disposal sites for debris, and assist with debris collection and disposal.

xxxiii. **Citizens**

1. Prepare and maintain individual and family disaster preparedness plans and supplies for up to seven (7) days.
2. Assist emergency response by following disaster instructions and minimizing phone use.
3. Community Emergency Response Team (CERT) volunteers will assist first responders in their neighborhoods to the extent training allows.

Glossary

Activation

Refers to when the emergency management plan has been implemented whether in whole or in part. Also, applies to the process by which a facility is brought up to emergency mode from a normal mode of operations.

Alert

A notification or advisory that an emergency situation has occurred or that a hazard is approaching but is less imminent than implied by a warning message.

All-Hazards Plan

An all-hazards plan is an emergency operations plan (EOP). It recognizes flexibility in disaster and hazards planning and the need to combine hazard specific activities with a core approach that encompasses responses that are appropriate to all hazards.

Amateur Radio

Commonly known as Ham Radio.

ARC

American Red Cross.

ARES

Amateur Radio Emergency Service. A volunteer emergency radio communication service provided by ham radio operators worldwide whenever there is disaster.

Backup Position

A qualified alternative who can fill a response or recovery team position when the primary person is not available.

Catastrophic Disaster

An event that results in large numbers of deaths and injuries; causes extensive damage or destruction of facilities that provide and sustain human needs; produces an overwhelming demand on State and local response resources and mechanisms; causes a severe long-term effect on general economic activity; and severely affects State, local, and private-sector capabilities to begin and sustain response activities.

CBRNE

Chemical, Biological, Radiological, Nuclear or Explosives.

CCEPC

Capital City Emergency Planning Committee, the local emergency planning committee.

CERT

Community Emergency Response Team. A team of local citizens, with or without an organizational affiliation, trained in a range of basic emergency response skills and techniques to assist their community in times of disaster or other emergency.

Chain of Command

A series of management positions in order of authority.

Clear Text

Use of plain language in radio communications transmissions. Ten codes or agency specific codes do not constitute clear text. Example: Instead of saying "10-4", use "okay".

Command

The act of directing, managing and/or controlling personnel and resources by virtue of explicit legal, agency or delegated authority.

Command and Control

The exercise of authority and direction by a properly designated commander, chief, or director over a staff in the accomplishment of a mission or assignment.

Command Center

A facility used for command and control of response and recovery operations. (See also, Emergency Operations Center).

Command Staff

An Incident Command System (ICS) term. The Command Staff consists of the Information Officer, Safety Officer, and Liaison Officer. The Command Staff reports directly to the incident commander. In the Juneau Emergency Operations Center, the command staff also includes the Legal Officer.

Control

The authority to direct strategic and tactical operations in order to complete an assigned function. "Control" includes the ability to direct the activities of other agencies engaged in the completion of a function. "Control" of an assigned function also carries a responsibility for the health and safety of those involved.

Damage Assessment

The process of assessing the physical damages resulting from a disaster or emergency and the resulting recovery time and cost estimates. A damage assessment may also serve as the basis for the Governor's request to the President for a declaration of Emergency or Major Disaster.

Disaster

Any occurrence of widespread or severe damage, injury, or loss of life or property resulting from a natural, technological, or manmade incident, including but not limited to earthquake, explosion, fire, flood, high water, hostile actions, mudslide, storms, tidal wave, or other disasters.

Emergency

An unexpected situation or event, which places life and/or property in danger and requires an immediate response to protect life and property.

Emergency Alert System (EAS)

Formally the Emergency Broadcast System. Consists of broadcasting stations and interconnecting facilities that have been authorized by the Federal Communications Commission to operate in a controlled manner during emergencies.

Emergency Operations Center (EOC)

A facility from which management officials exercise direction and control in an emergency or disaster. It is equipped and staffed to provide support in coordinating and guiding emergency/disaster operations. EOCs are activated on an as needed basis.

Emergency Operations Plan (EOP)

A document that contains policies, authorities, concept of operations, legal constraints, responsibilities, and emergency functions to be performed. Agency response plans, responder SOPs, and specific incident action plans are developed from this strategic document.

Exercise

A simulated emergency condition involving planning, preparation, and execution; carried out for the purpose of testing, evaluating, planning, developing, training, and/or demonstrating emergency management systems and individual components and capabilities, to identify areas of strength and weakness for improvement of emergency operations plan.

Hazard

A situation or condition that presents the potential for causing damage to life, property, the environment, and/or other types of harm or loss.

Hazard Mitigation

The process of alleviating hazards or reducing the risk of hazards by the use of proactive measures. (FEMA's Disaster Mitigation Act).

HAZMAT

Hazardous Material.

ICS

Incident Command System. A structured system of organizing for and managing emergency response and recovery. ICS has five essential management functions applicable to any emergency: command, operations, planning/intelligence, logistics and finance/administration.

Incident Command Post

The forward location, in the vicinity of the incident, from which the Incident Commander directs operations.

Incident Commander

An individual charged with directing emergency operations to mitigate a situation that presents the possibility of harm, injury and/or destruction. Individuals designated to assume the role of the incident commander may be the senior fire officer, the senior public works official, or the senior law enforcement official at the scene depending on the incident.

Interoperability

The ability of systems or communications to work together.

Local Emergency

The duly proclaimed existence of conditions of a disaster or of extreme peril to the safety or health of persons and property within local jurisdictional boundaries.

Mass Care

The temporary housing, feeding, and care at suitable facilities of populations displaced by a disaster. Also known as Congregate Care.

Mitigation

Any action of a long-term, permanent nature that reduces the actual or potential risk of loss of life or property from a hazardous event.

Policy Group

In this EOP, a group composed of City Manager, Mayor, City Attorney, and others designated by the Manager. The Policy Group sets policy and overall incident objectives to guide disaster response.

Preparedness

Those activities, programs, and systems that exist prior to an emergency that are used to support and enhance response to an emergency or disaster.

Public Information Officer (PIO)

Under the Incident Command System (ICS), a member of the Command Staff responsible for interfacing with the public, media, and others as to information about an incident.

Risk

The degree to which people, property, environment, and social and economic activities are susceptible to injury, damage, disruption or death. Risk = Probability x Impact.

Safety Officer

Under the Incident Command System (ICS), a member of the Command Staff responsible for identifying and giving notice on undue risks. The Safety Officer, when acting on behalf of the Incident Commander, may enforce best practices for personal safety in the conduct of a response to an incident.

SEOC

Alaska's State Emergency Operations Center.

State of Emergency

A condition during which special precautions/actions will be necessary in order to adequately safeguard property and the health and lives of personnel. A State of Emergency will be declared/terminated at the discretion of the Assembly

Tsunami

A series of waves caused by a sudden displacement of water. Tsunamis are typically caused by a sudden vertical uplift of the sea floor from an earthquake, by an underwater landslide, or both.

Unified Command

In ICS, a command structure which provides for all agencies who have jurisdiction responsibility for the incident, either geographical or functional, to jointly manage an incident through a common set of objectives, strategies, and priorities.

Vital Records

Records, documents, or other information which, if damaged or destroyed, would cause considerable inconvenience and/or require replacement or recreation at considerable expense. Permanent records of the CBJ are considered Vital Records.

Warning

Dissemination of a message signaling an imminent hazard, which may include advice on protective measures.

Weapons of Mass Destruction (WMD)

Any device, material, or substance used in a manner, in a quantity and type, or under circumstances evidencing an intent to cause death or serious injury to persons or significant damage to property.

2016 Emergency Operations Plan Update

Tom Mattice- City and Borough of Juneau
Emergency Programs Manager/ Avalanche Forecaster
Tom.Mattice@Juneau.org (907)586-0419

Why the Update

- Maintain Compliance with NIMS (National Incident Management System) and ICS (Incident Command System)

Summary of Changes

- Match Coast Guard MARSEC and Homeland Security Readiness Conditions.
- Changes Field Incident Command to More Unified Command (Response Reality)
- Clarify Field VS EOC Command. (City Manager is EOC Incident Commander in Support of Field Operations)

Summary of Changes

- Command and Control of Non-CBJ Agencies
- Logistical Support to Non-CBJ Agencies

Summary of Changes

- Align Org Charts w/ ICS Changes
- Further Defined CBJ Department Responsibilities to Align with Org Charts.

Where are we headed from here?

- Department Meetings
- New Training Plans
- Plan / Train / Exercise / Review / Revise

Assembly Training?

G351/402- Who's in Charge?
ICS Overview for Executives and Senior
Officials

- Conducted by State of Alaska Emergency
Operations Center, Homeland Security,
and Juneau Emergency Programs

Thank You

Tom.Mattice@Juneau.org
(907) 586-0419



Community Development

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

MEMO

DATE: August 26, 2016

FROM: Allison Eddins, Planner
Community Development Department

TO: City and Borough of Juneau Assembly

RE: Updating Juneau's Historic Preservation Plan

In 2015, the City and Borough of Juneau was awarded a Historic Preservation Fund Grant to conduct public outreach and data gathering to be used to update Juneau's Draft Historic Preservation Plan. The City Assembly appropriated the funds for this in 2015.

The current plan was completed in 1997 but was never officially adopted by the Assembly. Having an updated Historic Preservation Plan will help the City develop a cohesive and inclusive vision for historic and cultural preservation as well as determine a preservation strategy.

The planning process is being completed in two phases. Phase I focuses on public outreach and education, data gathering, and data analysis. Phase II will involve more data analysis and the completion of the plan document. The Phase I work, which began in the winter of 2015-2016, has involved hosting well-attended public meetings and presentations as well as a community survey. The information that is gathered will be used to establish the goals and priorities to be included in the Preservation Plan.

Funds for Phase I were received through federal funds for historic preservation dispersed through the State's Office of History and Archaeology. These funds are made available to municipalities that are designated Certified Local Governments (CLG). The CBJ received this designation in 1988. One of the requirements to be a designated CLG is to have a Preservation Plan. Funding for these types of grants, including the Phase 1 Preservation Plan update, require a 40 percent match from the City. We have met our grant funding obligations by matching staff time on the project. Funding for Phase II will be applied for in a future grant cycle. .

No action is requested from the Assembly at this time. When the draft Preservation Plan is complete in Phase II, staff will bring it forward to the Assembly for consideration and adoption.



Community Development

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

DATE: June 27, 2016

TO: Planning Commission

FROM: Beth McKibben, Planning Manager
Community Development Department

FILE NO.: AME2016 0010

PROPOSAL: A Text Amendment to adopt the Housing Action Plan as part of the CBJ Comprehensive Plan

ATTACHMENTS

Attachment A - Draft Minutes, Affordable Housing Commission, June 7, 2106

Attachment B - Housing Action Plan, Planning Commission Review Draft, June 2016

INTRODUCTION

The City and Borough of Juneau Title 49 Land Use Code states in CBJ 49.10.170(a) that one of the duties of the Planning Commission is Comprehensive Plan review. Furthermore, CBJ 49.10.170(d) requires the Commission to “make recommendations to the Assembly on all proposed amendments to this title, zonings and re-zonings, indicating compliance with the provisions of this title and the Comprehensive Plan”. The Comprehensive Plan and its additions are incorporated into Title 49 at CBJ 49.05.200.

BACKGROUND

Juneau’s housing challenges are significant and long-standing. Housing Needs Assessments completed in 2010 and 2012 by the Juneau Economic Development Council found vacancy rates that indicated a critical shortage in housing. Based on these findings, the 2013 Comprehensive Plan recommended the development of a housing plan that strategizes methods to successfully create and sustain quality neighborhoods by developing affordable housing through a diversity of housing types and densities.

Planning Commission
 File No.: AME2016 0010
 June 27, 2016
 Page 2 of 3

Further, in 2014, the adopted Juneau Economic Development Plan found that Juneau's housing supply does not meet demand in terms of housing type, size, price, or location. One of its ten initiatives was to "Promote Housing Affordability and Availability". The plan placed the development of a housing action plan as the first of four objectives. Supporting the findings from the previous studies of 2010 and 2012, the Juneau Economic Development Plan further strengthened the case for the critical need of housing for all ages and income groups in order to obtain and maintain a strong and stable economy.

In 2014, the Affordable Housing Commission (AHC) requested funding from the Assembly to undertake the Housing Action Plan. After receiving approval, the AHC worked with staff from both the Community Development and Lands Departments to develop a scope of work. In January 2015, CBJ contracted with czb LLC, a planning firm from Alexandria Virginia specializing in housing analysis and neighborhood revitalization strategies.

The consultants met with housing providers, developers, real estate and finance professionals, elected and appointed officials, city staff and the AHC to gather information. The AHC, serving as the steering committee, worked with the consultants to synthesize the input, which the consultants analyzed and presented to Juneau residents in public meetings, seeking additional feedback. Meeting regularly with the AHC, the consultants presented a draft plan to the Assembly on October 26, 2015. Further refinements were made prior to czb handing off the plan to CBJ for final public input and subsequent adoption. At the June 7, 2016 meeting, the Affordable Housing Commission voted to move the plan to the Planning Commission.

The Housing Action Plan offers new thinking which incorporates the integration of housing into every aspect of community-wide priority-planning and recommends 30-year goals to build 1,980 new housing units and preserve 750 existing units. The plan includes a wide range of strategies and recommended actions which, if pursued with determination, are expected to:

- promote economic growth;
- give homeowners more options for up-sizing, down-sizing and relocating within Juneau;
- allow more families to move from renting to owning at an affordable price;
- ease stress on the rental market and reduce homelessness;
- enable younger workers and students to continue to live in or move back to Juneau to enjoy the support of their families; and
- help seniors to remain in Juneau and afford the services they require.

Nine primary solutions are recommended by the plan. Each recommendation includes a list of implementation steps as well as metrics to measure achievement of the recommendation. The recommended solutions are:

- Formally adopt the plan into Juneau's Comprehensive Plan
- Grow the Affordable Housing Fund and its potential uses
- Create and fund a full time housing director
- Grow the supply and diversity of housing, aiming at specific numerical targets, through new construction and preservation
- Preserve existing affordable housing

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Page 3 of 3

- Develop new policies for the use of CBJ-owned lands and assets to achieve key housing goals
- Update CBJ zoning tools/regulations with a focus on housing
- Develop small area/neighborhood plans with detailed incentives and direction on housing
- Develop a downtown strategy that has explicit housing elements

The plan states that there are no silver bullets that single-handedly reinvigorate or realign Juneau's housing market. While available capacity and funding may limit the number or scale of the actions taken, one thing is clear - Juneau must take action if our community is to remain vital and thrive in a globally competitive world.

STAFF RECOMMENDATION

Staff recommends that the Commission review the draft Housing Action Plan and recommend to the Assembly its adoption as an addition to the Comprehensive Plan.

Draft Minutes Affordable Housing Commission
Tuesday, June 7, 2016 - 5:15 pm
CBJ Conference Room #224
155 S Seward Street, Juneau, AK 99801

I. Call to Order

Commissioners Present: Margaret O'Neal; Tamara Rowcroft; Mandy O'Neal-Cole; Wayne Coogan; and Kathleen Strasbaugh; Russ MacDougal; and Norton Gregory

Commissioners Absent: Honey Bee Anderson; and Erin Walker –Tolles (resigned 6/7/16)

Staff Present: Scott Ciambor, Chief Housing Officer; Greg Chaney, Lands Manager; Beth McKibben, Planning Manager, and (briefly at outset) Rorie Watt, City Manager.

Assembly Liaison Present: Kate Troll

Others Present: None.

II. Approval of Agenda

Mandy moved amending the agenda to include AHC public comment protocol for commissioners be added. Approved unanimously.

III. Approval of Meeting Minutes

Draft minutes for regular meetings of April 5, 2016 and May 3, 2016 and a special meeting on April 30, 2016, were presented and approved unanimously with following amendment: May 3 commissioner and staff comments, if any, were unrecorded.

IV. Old/New Business

a) Finalize & Recommend Housing Action Plan (HAP)

Wayne passed along reservations expressed to him about regulation of apartments described on Page 54. Four landlords contacted Wayne regarding concerns about registration and inspection of apartments could put undue burden on landlords, and that should the HAP become adopted as the housing chapter of the Comprehensive Plan, CBJ staff could be emboldened to implement inspection and enforcement without due public process. Commissioners and staff discussed that how implementation of the HAP would still be prioritized by Assembly and CBJ management and subject to normal ordinance, appropriation, internal policy and staffing, most of which included some public or review process before commencement. There was discussion about the HAP and Comp Plans being “aspirational” and not automatically having the force of regulation. There was discussion about whether every tool recommended in the HAP would automatically be used. Greg asked if the commission was fully supportive of inclusionary zoning. Most commissioners indicated support.

Kathleen moved acceptance of the Housing Action Plan for review by the Planning Commission. Six for the motion. One against. Motion passed.

b) AHC Task List

Margaret explained the table she provided that came from the implantation matrix at the back of the Housing Action Plan. The commission began reviewing the list of implementing actions in

relation to whether they were consistent or part of the three priorities¹ chosen at the April 30 strategic planning session. The commission discussed whether the actions fit with these priorities. Scott agreed to review the list in relation to his work plan and provide feedback about where he sees the AHC's work being most helpful.

Commission assessed HAP implementing actions 1a-7e to determine whether they fit into the current AHC top priorities. This process, along with further defining and prioritizing for an AHC Task List, will continue at the next meeting.

c) Response to Builders / Recommendation for Pederson Hill

Item was tabled because City Manager, at beginning of the meeting, proposed meeting with AHC and builders to respond to concerns expressed at Lands Committee over Pederson Hill. He also explained the Planning Commission's role in recommending CBJ projects.

d) Public Comment Protocol

Mandy expressed concern that the public perceives AHC to have a position opposing Pederson Hill subdivision because of public testimony by Margaret, Wayne and Kathleen at the Lands Committee. Margaret and Kathleen stated they were both careful to say they were not speaking for the commission and that while they had different concerns about Pederson Hill (Kathleen's was for more density – closer to the recommendations in the HAP, and Margaret's was that given cost of construction, single family homes would not ultimately be affordable for the target market), they did not recommend the Land Management Plan not be approved. Wayne did not identify himself as a commissioner. There was some discussion about how and whether commissioners should speak out on issues the commission had taken a position on and whether it was ever possible to be sure the press would represent comments accurately. Mandy felt it was important, especially when promoting the HAP, the commission speak with one voice to be most effective. Greg offered that if the Pederson Hill concerns had caused the Lands Committee to not move the Land Management Plan forward, it would have been a major setback. Margaret suggested that voicing dissent or concern could be appropriate even after AHC has taken a position, because of new information or time constraints and that disruption that leads to a better outcome is a good thing. Wayne said it was not feasible everyone would always agree. Kathleen suggested issuing a statement to address misperception. Commissioners agreed to think more about how to handle public testimony that is not consistent with AHC's recommendations that both establishes boundaries/protocols yet still provides flexibility for members to respond to issues/concerns that are important to them in a timely way and without violating the open meetings act. Scott will ask Beth McEwan for guidance. The discussion will be continued at the next meeting.

V. Chief Housing Officer's Report

Scott went through his presentation to the Assembly about the housing continuum in Juneau, current and possible future CBJ involvement in housing. Scott gave the same presentation to

¹

1. Push adoption and implementation of the Housing Action Plan with/through the CBJ
2. Develop funding streams for housing
3. Clear the path for private sector housing development, and review policy and practices of CBJ to get more housing (these two topics were ranked the same and seemed to be two sides of the same issue).

AHC as he did to Lands Committee and Planning Commission. Margaret asked about the financial report in the Chief Housing Officer's Report, specifically the \$249,000 resources used in FY16. Tamara said it was detailed in the CBJ budget and she will look for it.

VI. Public Participation on Non Agenda Items. There was none.

VII. Future Agenda Items

- a) Continue AHC Task List identification, refinement and prioritization
- b) Public comment protocol for AHC commissioners when not representing AHC
- c) Schedule for AHC appearance at CBJ committee/assembly meetings
- d) AHC review of revised PDG Switzer proposal and recommendation

VIII. Staff Comments. Beth McKibben said, on June 28, the Planning Commission will review the conditional use permit for the Assisted Living facility at Vintage Park. There is also a pending rezone across the highway from Pederson Hill, transitioned to D3 then D5 after access issue resolved – this is meant to be a clustered housing development. Greg Chaney said he is always willing and will make himself available to discuss Pederson Hill.

IX. Assembly Liaison Comments. Kate suggested AHC, in determining its action plan, pick a housing project like creating apartments over commercial properties downtown. She suggested AHC grab hold of a couple projects and bring them forward.

X. Commission Reports. Norton Gregory said THRHA is looking at starting a tribal VASH program but have had trouble finding a case manager with an MSW. The salary will be paid by the Veterans Administration. Scott suggested Norton contact Gastineau Human Services, which is also looking. Others passed.

XI. Date for Next Meeting – July 5, 2016.

XII. Adjournment – 8:07 PM.

Housing Action Plan

City and Borough of Juneau

Prepared for and Under the Direction of the
City and Borough of Juneau, AK –
Community Development Department by czbLLC
October 2015 (Rev. 11/18/15)
Planning Commission Review Draft June 2016



Challenges & Problems

- The problem of having a stuck market
- A very informed and aware community
- How to get unstuck
- Creating a new framework

Key Observations

- Juneau needs a comprehensive housing strategy
- The community is already on board
- Juneau has a built in affordability disadvantage
- Inefficient land use policies worsen the situation
- Affordability *is* a problem, but not *the* problem
- The underlying root of the housing problem is a fragile economy
- There is a notable lack of product volume and diversity for young families
- Juneau can absorb the volume and diversity the market needs
- It is imperative that the market provide for aging in place
- Starter rental housing is in short supply
- Employers are doing a lot that could be durably leveraged

Recommendations

- Formally adopt *this* plan, into Juneau's comprehensive plan
- Grow the Affordable Housing Fund to a meaningful level
- Create and fund a full time housing director position in the CBJ
- Grow the supply and diversity of housing aiming at specific numerical targets through new construction and preservation
- Preserve existing affordable housing
- Develop new policies with a specific housing link for CBJ-owned lands
- Update CBJ zoning regulations to have specific housing links
- Develop small area plans tied to new policies affecting CBJ lands and updated zoning regulations
- Develop a specific strategy for Downtown that has explicit housing elements

ACKNOWLEDGEMENTS

City and Borough of Juneau

Rorie Watt, City Manager
Kim Kiefer, Former City Manager
Mila Cosgrove, Deputy City Manager

Assembly Members

Ken Koelsch, Mayor
Mary Becker
Karen Crane, past Assembly Member
Loren Jones
Jessie Kiehl
Jerry Nankervis
Maria Gladziszewski
Kate Troll (Liaison Affordable Housing Commission)
Barbara Sheinberg, past Assembly Member
Debbie White
Jamie Lynn Bursell

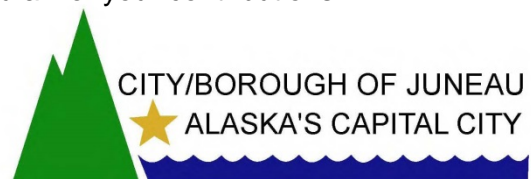
Planning Commission

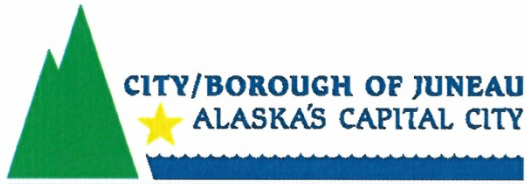
Ben Haight, Chair
Paul Voelckers, Vice-Chair
Bill Peters, Clerk
Michael LeVine
Matthew Bell
Nathaniel Dye
Carl Greene
Percy Frisby

Affordable Housing Commission

Margaret O'Neal, Chair
Wayne Coogan, Vice-Chair
Norton Gregory, Secretary
Mandy O'Neal Cole
Tamara Rowcroft, past Chair
Russ McDougal
Erin Walker-Tolles
Kathleen Strasbaugh
Honey Bee Anderson

Many groups and individuals contributed to creation of the Juneau Housing Action Plan.
The City and Borough of Juneau thank you all for your contributions.





March 11, 2016

Dear Reader:

Juneau has a well-documented housing problem. For many years the community has recognized that the Borough suffers from a shortage of supply, limited housing choice, and high cost burdens for many who are forced to pay more than 30% of their income for housing. Unaffordable and inadequate housing depresses economic growth, hurts families and threatens Juneau's outlook for a prosperous future.

The City and Borough Assembly established the Affordable Housing Commission (AHC) in 2006 to begin tackling these problems. Since then the AHC has launched and supported many housing initiatives, but despite these efforts Juneau's housing problems persist. One of the recommendations the AHC made in the 2013 update to the CBJ Comprehensive Plan was that it was imperative for Juneau to develop a Housing Plan.

In 2015, the Borough hired an outside firm – czb LLC, from Alexandria Virginia, to complete the Housing Action Plan, with the goal of obtaining "fresh eyes" to the problem and bringing "fresh ideas" in response. The Housing Action Plan is result of the collaboration of our consultants, czb LLC, the AHC and the community of Juneau. The plan recognizes the work Juneau has done to address these challenges. It also makes quite clear that we need to go farther and be more aggressive if we want to make real progress.

Access to quality, affordable housing opportunities throughout all of Juneau is instrumental in creating a community that is strong, productive, vibrant and whole. The Housing Action Plan provides a framework for a new direction for Juneau housing policy. It has been designed to create fluidity in Juneau's housing market, create an inviting place for workers and new families to call home, and enable seniors to age in the community.

Sincerely,



Tamara Rowcroft, Chair
Affordable Housing Commission

155 So. Seward Street, Juneau, Alaska 99801-1397

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Executive Summary

Housing Action Plan

Committed to sustaining Juneau as a dynamic place to live, the CBJ contracted with czb LLC, a planning firm from Alexandria Virginia. Specializing in housing analysis and neighborhood strategy, czb worked with Juneau residents to develop this Housing Action Plan. The Plan offers a framework for a new direction in Juneau housing policy, one that strives to create fluidity in Juneau's housing market, creates an inviting place for workers and new families to call home, and enables seniors to remain in the community.

Juneau's housing challenges are significant and long-standing. Completed in 2010 and 2012 by the Juneau Economic Development Council, the Housing Needs Assessments found vacancy rates that indicated a critical shortage in housing. Based upon these concerning findings, the 2013 Comprehensive Plan recommended undertaking a housing plan that strategizes methods to successfully create and sustain quality neighborhoods by developing affordable housing through a diversity of housing types and densities.

In 2014, the adopted Juneau Economic Development Plan further found that Juneau's housing supply does not meet demand in terms of housing type, size, price, or location. Its top ten initiatives included the development of a housing action plan. Supporting the findings from the previous studies of 2010 and 2012, the Economic Development Plan further strengthened the case for the critical need of housing for all ages and income groups to gain and maintain a strong, stable economy.

The consultants, working with elected officials, appointed officials, including the CBJ Affordable Housing Commission (AHC), developed the Housing Action Plan. The consultants met with housing providers, developers, real estate and finance professionals, elected and appointed officials, city staff and the AHC to gather information. The AHC, serving as the steering committee, worked with the consultants to synthesize the input, which the consultants analyzed and presented to Juneau residents in public meetings for additional feedback. Meeting regularly with the AHC, the consultants presented the draft Plan to the Assembly on October 26, 2015. Further refinements were made prior to czb handing off the plan to CBJ for final public input and subsequent adoption.

Juneau's well-documented housing challenges require a new political and economic framework. This framework, at its core, should be driven by the expressed desire of Juneau residents to be a part of a community where people live, work and thrive throughout their lives. Developing and implementing a new housing framework for Juneau must be grounded in the basic question, "What do we desire as a community, and how willing are we as a community to fund housing programs, making tangible trade-offs to achieve the community we envision?" If affordability for moderate and low income

households is deemed a good thing in Juneau, worthy of having, obtaining it will have costs in some shape or form.

The Plan identifies the primary problem in providing adequate housing as having a “stuck market” and the primary challenge is how to get “unstuck.” The Plan is structured in two parts: the first describes Juneau’s housing challenges and its causes; and the second identifies solutions and provides specific recommendations for implementation. Key recommendations are summarized in Appendix 2, the Action Table.

The Plan recognizes the work already undertaken by Juneau to address these challenges. It also makes clear that it has not been enough. In order to make real, lasting progress, we must be more aggressive. The Plan emphasizes that the community must recognize that in order to solve our housing challenges, there must be trade-offs. If the community truly desires and values a healthy housing market then it must:

- Spend its own resources. Commit dollars from taxpaying Juneau residents, businesses, and property owners to back a bond, a housing levy, or other form of dedicated and significant public funding to offset excessive housing costs or mitigate developer risk – unstick the market. Quality housing and neighborhoods have costs, be they financially in the form of subsidies; density of developments on smaller swaths of land; or environmentally in the consumption of open space.
- Uphold policies. Support and uphold the policies needed to promote and encourage housing development, and require or mandate market behaviors currently missing.
- Create housing. Encourage more housing for young families, workers, and a growing senior population through incentives such as providing CBJ land or gap financing.
- Streamline permitting. Adjust zoning, permitting and related land-use processes to encourage clustered, moderate-density, and mixed-use development that utilizes existing infrastructure, which occurs with creative public financing coupled with design regulations and standards that ensure quality neighborhoods.

1,980 by 2046

The key goal recommended in the Plan is 1,980 newly constructed units for all housing types by the 30-year mark with an annual goal of 66 new units. The Plan breaks this recommendation into number of units by type, for example “independent senior housing”. The Plan further recommends a 30-year goal of preserving 750 existing units, as well as annual preservation targets.

Nine primary solutions are recommended by the Plan. Each recommendation includes metrics to measure achievement of the recommendation, as well as a list of implementation steps needed to successfully achieve the recommendation. The recommended solutions are:

- Formally adopt the Plan into Juneau's Comprehensive Plan
- Grow the Affordable Housing Fund and its potential uses
- Create and fund a full time housing director
- Grow the supply and diversity of housing aiming at specific numerical targets through new construction and preservation
- Preserve existing affordable housing
- Develop new policies for the use of CBJ-owned lands and assets to achieve key housing goals
- Update CBJ zoning tools/regulations with a focus on housing
- Develop small area/neighborhood plans with detailed incentives and direction on housing
- Develop a Downtown strategy that has explicit housing elements

The Plan states that there are no silver bullets that single-handedly reinvigorate or realign Juneau's housing market. While available capacity and funding may limit the number or scale of the actions taken, one thing is clear - Juneau must take action if our community is to remain vital and thrive in a globally competitive world.

This report provides a framework for a new direction for Juneau housing policy. It has been designed to help create fluidity in Juneau's housing market, create an inviting place for workers and new families to call home, and enable seniors to age in the community. The framework contained here requires more direct effort by the public sector than has historically been the case.

Part 1:

Housing Market Challenges & Problems

Challenges and Problems

Juneau's population has been relatively flat for more than a decade. This is projected to remain the case through 2040.¹ Juneau has what may be called a "*what comes first*" problem. If people can't find places to live, new workers and families considering moving to Juneau won't move there. If new families and workers don't move to Juneau, it won't be in a position to grow its economy. State workers currently have challenges finding places to live as do private sector workers. The stuck nature of Juneau's housing market hampers the economic potential of Juneau.

When the value of housing is uncertain, the willingness of the market to take risks declines. In Juneau today, many in the private sector view investment in the housing market as too risky. As a result, new housing products come on line infrequently. This greatly restricts the supply, or availability, of housing, in general and at specific points on the housing ladder. Limited choice in the housing market discourages businesses to invest because their employees have no place to live. It stifles entrepreneurial activities because businesses don't have potential employees living in the community to hire. It discourages people to move to Juneau for vacation housing or retirement.

Just as a consumer wouldn't want to go to a grocery store with only a small shelf of products, consumers don't like to participate in a housing market that does not have enough choices to satisfy their needs. To overcome these risks, those developers who do choose to invest typically do so only at the highest price points. This contributes to the community's housing stocks being less affordable, making it particularly hard for young families and lower wage workers to call Juneau home.

The focus of new housing at the higher price point makes it harder for current residents to move into new homes. Would-be sellers stay put because they are unable to move into new homes due to the lack of options. When these households do not move through the housing ladder – from starter homes up to dream homes – there are two results: 1) developers have even less incentive to provide the array of housing options needed for Juneau's housing market to be healthy; and 2) choices of entry-level homes are further restricted because "starter" homes become "lifelong" homes for residents

¹ Alaska Population Projections 2012-2042; Alaska Department of Labor, April 2014 pp 10-12 and 17-23.

and therefore are only infrequently made available to another young family or working household. Juneau's housing pipes are clogged.

A lack of confidence by developers for a positive return on the basis of real and perceived risks in the local economy, coupled with limited movement through the housing stocks creates a situation that forces many to look elsewhere to live and will ultimately threaten Juneau's ability to maintain its population. This certainly weakens Juneau's chances for population and economic growth. In this way, the development and implementation of a robust and strategic approach to housing in Juneau is the community's most important economic development initiative.

Furthermore, when there is little available housing on the market and little, if any, incentive for the private market to correct for this, most of the housing stock becomes stale. This further clogs the housing pipeline. When local housing markets become truly stuck, *as Juneau's has been for some time*, challenges on the owner side of the market spill onto the rental side. Renters hoping to buy their first home discover they cannot, and like owners, stay put. This lowers rental vacancy rates and puts pressure on rents. The clogged housing pipeline prohibits renters from purchasing their own homes as well as eliminating the opportunity for renters in subsidized housing to move up the housing ladder as well.

This is a problem with important contextual notes.

For starters, Juneau's housing problem is a long-standing one. The Borough's market has been stuck for an extended period of time. While Juneau has made strides to address these housing issues, its housing market is stuck to such a degree that far more effort is needed. As trends in sales and new development make clear, this is not a situation that the "market" is likely to magically "fix."

There are too many factors, real and perceived, standing in the way: land scarcity, higher development costs stemming from higher material costs, a difficult financing market as many lenders rely on decision making outside of Juneau, high labor costs, and the highly seasonal and state-dependent nature of the local economy. Taken together, these factors create too many expenses and too much risk for private developers and funders.

Explicit action to address either side of this equation – the expenses or the risks – will be required to better engage the private sector in Juneau's housing market to create more affordability and availability and, ultimately, rewrite currently soft projections for population growth and economic vitality.

Community Awareness

It is clear that the general public is aware of these issues and ready for bold action. The examination of 688 survey responses to the community wide survey highlights a general

consensus around two especially telling views:

- Fully two-thirds of respondents agreed that “there are not enough options for people, especially entry-level workers and seniors” and that Juneau, in general, has “a shortage of housing options.” One-third identified these shortages as a key reason why the community “has a hard time attracting workers.” Nearly half of all respondents (44%, or 302 out of 688) chose the terms “rundown,” “outdated,” and “aging” to describe Juneau. Roughly one-third considered the community to be “threatened” and unlikely to grow. At the same time, just 18 respondents (2.6% of those surveyed) chose the terms “vibrant” and “strong identity,” and only 12 (1.7% of those surveyed) selected “inviting,” to describe Juneau today. This contrasts somewhat to the kind of community survey respondents want: one that is affordable (49%), family friendly (41%), and sustainable (37%).
- Over half (59%) of survey respondents felt that existing systems and process “are not building enough housing to meet our community needs” and/or “have fallen behind where we should be with regard to housing.” The vast majority of respondents felt that municipal government should perhaps (31%) or absolutely (57%) “play a more active role to address housing issues, choice, availability and cost.” Three-in-four respondents (29%) would consider or already support (44%) the municipal government assuming “a direct financial role” to tackle housing issues. And most (69%) would allow for greater height and density in certain areas of the borough if it would create more housing options for local workers and seniors, use the community’s existing infrastructure more efficiently, and/or protect the area’s natural resources and “unique services and features” that residents enjoy.

The community strongly reaffirms what the data make clear: the implementation of good housing policies for Juneau is economic development policy just as much as the continued failure to sufficiently address housing availability and affordability undermines Juneau’s economic potential.

Getting Unstuck

Significant expense over the years has gone into procuring study after study, each reinforcing the findings of previous analyses. It is our hope, with this report, to build on the excellent research and policy work of the past by turning those previous findings and new ones contained here into specific steps that the Juneau community can take to respond to what is by now a well-understood set of interrelated housing and economic development challenges. These specific steps are found in Part 2 of this plan, Solutions.

Fortunately, these types of challenges are not unfamiliar to other municipalities nationwide, including places throughout the Mountain West that are similar in

important respects to Juneau. Other communities are using an array of tools such as bonds and levies, inclusionary policies, density bonuses, and public-private partnerships to successfully affect the availability and affordability of their housing stocks. Juneau can learn from these communities as well as develop its own solutions for the unique nature of its conditions.

The framework created by this plan does not only recommend more direct effort by the public sector than has historically been the case. More is not the sole antidote to insufficient. While more money is needed, more alone will not fix what is not working. A fundamentally different kind of response is called for, one that is robust in terms of dollars and is more partnership-oriented. Juneau cannot rely on some phantom notion of the so-called unfettered market.

Juneau's housing market, in reality, is not "free" at all. The market is already operating with a substantial and peculiar type of public intervention, propped up by high government wages and a disproportionate government-oriented (public subsidy-driven) economy. It also relies on the involvement of several large employers that have explicitly tried to address the challenges faced by their own employees. If these interventions can be harnessed, instead of resulting in a poorly functioning housing market, they could be vital components of a larger strategy to address the array of housing choices, and the cost of those choices, in Juneau.

Creating a New Framework

A review of the Borough's Comprehensive Plan and Zoning Ordinance, data from several sources such as: the State of Alaska's Department of Labor and Workforce Development, the 2012 Housing Needs Assessment, the US Census and the American Community Survey) as well as a number of reports commissioned by the CBJ and the Juneau Economic Development Council, leads to the conclusion that Juneau's long- standing housing problems are real and business-as-usual will only exacerbate them.

How would a new framework for housing policy look compared to the current course?

- Elevate housing as a priority – strongly support staff to oversee housing-related issues and strengthening the borough's approach to housing availability and affordability in existing plans. Juneau should reframe the larger narrative in Juneau with respect to municipal finance, economic stability, and housing such that it is clear that they are all dependent on each other.
 - Elevating housing would also mean utilizing tools proven elsewhere to be meaningful in addressing availability and affordability issues, such as density and height bonuses and inclusionary zoning; and doing so at

scale. These would be incorporated into the Borough's Comprehensive Plan, by adding this report as a new chapter, as well as its Zoning Ordinance, not as mere statements of aspiration, but in the form of assertive policy objectives in the Plan and regulatory requirements in the Ordinance.²

- Without these tools in place, current planning and regulatory documents ostensibly used to guide land use and development in Juneau are set up to neither successfully address the totality of the housing market's shortcomings, nor to properly guide policy makers and the community in prioritizing Juneau's housing needs. Current guiding documents in Juneau speak to the issue of housing, but they lack specific, measurable housing goals and fail to provide the development community with a clear picture of what types of new housing Juneau needs and can accommodate.
- Create stronger partnerships with both non-profit and for-profit developers. This includes creating a set of incentives to reduce private and nonprofit developer risk and to entice them to act in ways that help unstick Juneau's housing market; incentives that *convert the aspirations made clear in the plans into new units on the ground*.
 - Such incentives could include below-market rate financing, shared equity investments, or transferal of low- or no-cost land and assets from the Borough's portfolio, for workforce housing or senior-oriented development. The market needs cost reductions and land to become unstuck, especially when it comes to products for first time buyers, lower-income renters, and retiring seniors. The public sector must provide these subsidies or deals won't get done (see *elevating housing as a priority*).
 - While the Borough does not have an abundance of quality land or assets to transfer, it can, and under the right circumstance should, consider this. CBJ should be explicit about what belongs on the properties it transfers, and have provisions in place to hold the developers of those properties accountable for doing what they propose. If the community truly wants a functional housing market, it will have to create the room for one to emerge and prove profitable while also generating public benefit, and this will mean land and money.

² The Montana Creek West (MCW) Subdivision Phase 2a (12 units), approved as recently as 2013, is illustrative, and is amplified by the subsequent CBJ staff review (and recommendation for approval) of Phase 2B *while this housing policy project was occurring*. Staff concluded MCW is consistent with the CBJ's 2013 Comprehensive Plan. But that misses the point. The ULDR is inconsistent with the goals of economic diversity and housing affordability, so within the Comprehensive Plan itself is prime facia evidence of a lack of statutory commitment to affordable housing. Densities of 1-6 du/a run counter to the economics of housing affordability goals. Furthermore, staff analysis (conditions) is indicative of an insufficient review; missing is a criterion filtering out development that would add to the economic strength of the CBJ, not merely the presence of a threat to the value of adjoining property. "Will the proposed development substantially decrease the value of or be out of harmony with property in the neighboring area?" is a tautology that reinforces pre-existing conditions.

- Re-think resource priorities. *A market with Juneau's challenges cannot be fixed without spending dollars and making hard choices and trade-offs.* The good news is that the benefits of doing so – a better functioning housing market with choices for buyers and renters, and a more stable local economy – should outweigh the costs of these trade-offs and the required spending. These locally-generated resources would include:
 - An affordable Housing Fund with at least \$3,000,000 in lendable, investable, and recyclable funding designed to support a range of housing-related objectives.³ A dedicated fund of this type and this magnitude is essential to countering the cost escalators associated with the borough's steep slopes, limited land, and high materials and labor costs and risks facing would-be Juneau developers.
 - Additional local resources need to be re-budgeted to support related initiatives, such as downtown investments, code enforcement, staffing housing-related positions, and preparing public land and assets for redevelopment. Instead of looking to AHFC and other non-local sources to pay for Juneau's housing problems, the community should become self-reliant.
 - Only 6% of survey respondents feel that "Juneau is presently capable of being economically self-sufficient, independent from money from the State or Federal government in the form of subsidies." Becoming economically self-sufficient, which half (50%) of survey respondents say they support, would require generating new local resources by reprioritizing spending and/or self-taxing through municipal bonds or property levies to raise funds to unclog the housing market.

The Borough's long-standing housing problem requires a new political and economic framework as well. One that, at its core, should be driven by the expressed desire on the part of stakeholders to be a part of a community where people can live and work and thrive throughout their lives. Developing and implementing such a new housing framework for Juneau must be grounded in the basic question, "what does the community really want, and how willing is the community to fight and pay for and make tangible trade-offs to achieve what it wants?"

To develop a new framework, it can be constructive to first understand the components

³ From Silicon Valley to Asheville, NC housing trust funds have operated for years, collecting resources (through taxes and other means) and investing them in projects to close cost and other gaps. The most significant of these is Seattle's Housing Levy with a per capita size in excess of \$200. Others are less generous. Burlington, VT's per capita rate of \$115 is in the high-middle of the range of the more successful funds in operation to today, and Austin's rate of \$73 is in the middle. Juneau's current trust fund per capita rate of about \$13 may be insufficient. High functioning trusts (Seattle, Minneapolis, Austin, Burlington) average \$93 per capita; at this rate, Juneau's trust would be about \$3M.

of Juneau's housing issues. The Borough *does* have an affordable housing problem for low wage households. The Borough *does* have a shortage of senior housing. The Borough *does* have a glut of older housing stocks on the one hand and a shortage of new product on the other. But only in part are these a function of the usual suspects: high materials and labor costs, limited land, and values outpacing incomes. The full picture is more nuanced.

No Free Market. The Juneau economy is not a “free-market” by any stretch of the imagination. Government-centric wages have distorted demand such that resulting prices bear little resemblance to quality.⁴ Obviously, Juneau wants to remain Alaska's Capital, yet that very status will perpetuate some elements of the housing problem. Not only does a portion of the community's housing problem stem from being the state capital, its ability to remain the state capital is ironically hampered by the same issues. The harder it is to find affordable and available housing in Juneau and the more precarious Juneau's economic future, the weaker the argument for Juneau as the state capital.

Strategy Needed. Strategies currently in play are not durable enough to significantly address Juneau's housing challenges. Existing strategies don't recognize that they relate directly to, and significantly inhibit, the borough's population and economic growth. Juneau's housing issues cannot simply be framed as affordable-housing-for-the poor problems. Juneau's housing issues are far larger than that; they include the lack of product for working and middle-income households and seniors and act as barriers to new businesses coming to town and impede expansion of existing business operations. As a result, addressing these housing market challenges is Juneau's most important economic development strategy. It may be wise to directly link this report, or a locally crafted rendition of it, to the CBJ Comprehensive Plan.

Workforce Impacts. Understanding first-hand the link between housing affordability and availability, and the ability to attract and retain a quality workforce, several Juneau employers have started implementing their own disparate and ad hoc system of providing or subsidizing housing for their workers. Under the umbrella of an organizing entity, and administered in a way to meet individual employers' needs while also positively impacting the housing market as a whole, these employers' investments in worker housing could go even further in unsticking the housing market and fostering additional economic vitality.

Using CBJ Land. Another way a new approach to existing aims could help positively impact the housing market relates to the way the borough handles the disposition of CBJ-owned land. The CBJ Land Management Plan makes important headway regarding the disposition of public lands for the purpose of righting the Juneau housing market. Similar work must be done to help the borough create comparable opportunities from those properties that fall into public ownership as the result of

⁴ The cost of housing in Juneau *should* be much lower than it is, given the condition and size of the majority of the stocks.

emergency code enforcement or demolition, such as that planned for the Gastineau Apartments.

The Potential of In-Fill. The potential for new housing development extends far beyond the developable parcels of public land and acquired blighted properties. Several sites served by existing infrastructure and already zoned for denser and/or mixed-use development currently house far fewer than they could. Drilled down neighborhood planning and specific, actionable neighborhood plans can both identify these locations (such as those areas surrounding Downtown, the Nugget Mall, and the hospital) and present clear alternatives for development and growth.

Leverage Existing Infrastructure. The need to most efficiently use existing infrastructure highlights the importance of acting to *preserve* the existing housing stock. Some of Juneau's older single-family housing stock was marginally built and has not been well maintained. This holds true to an even greater degree for the community's older mobile homes. Also, several older multifamily buildings, especially downtown, have either already been lost to deterioration or may soon be. Given the significant housing crunch, Juneau needs a proactive approach to either protecting or re-developing these units. Preserve *then* develop.

If the Juneau community wants a healthy housing market then it must:

- ❖ Spend its own resources – dollars from taxpaying Juneau residents, businesses, and property owners. These resources should support a bond, a housing levy, or some other form of dedicated and robust public funding to offset excessive housing costs or mitigate developer risk. Good things have costs, be it financial (subsidy), form (density and height), opportunity (inaction), quality of life (impeded view corridors), environmental (consumption of scarce open space). If affordability for moderate and low income households is deemed a good thing in Juneau, worthy of having, obtaining it will have costs in some shape or form.
- ❖ Authorize the Assembly to put in place the funds needed to unstick the housing market, and the policies needed to sometimes promote and encourage, and other times require or mandate market behaviors now missing.
- ❖ Create more housing for young families, workers, and a swelling senior population. And that will require land and gap financing.
- ❖ Adjust zoning, permitting and related land-use processes to encourage clustered, moderate-density, mixed-use development that makes wise use of existing infrastructure, which that can only occur with creative public financing on the carrot side and policies with teeth on the stick side (comprehensive plan).

As stated before, a healthy Juneau housing market is the key to a healthy Juneau economy. A healthy Juneau economy is one that is more self-reliant than subsidized. A new housing framework for Juneau will have to come from within, and that will mean the

community must both demand the benefits of a healthy housing market while demonstrating an actual willingness to bear its costs, whether in dollars or tradeoffs, or both.

Key Observations

A Comprehensive Housing Strategy is Needed

Juneau's Comprehensive Plan should add a new housing chapter and this report should be the initial draft of that chapter. Juneau's zoning regulations should be optimized to support the creation of a stable and well-functioning housing market in line with community needs.

There are presently too few incentives in place to encourage the creation of a diverse housing market for a range of incomes and life-stages. Juneau's Housing Trust Fund has insufficient resources to make a noticeable impact on the housing market. Zoning is not set up to encourage developers to make the most of existing infrastructure, nor to automatically allow for more intensive land uses as new infrastructure is added. Rules surrounding new construction and development are not always consistent or predictable.

Additionally, there is currently no municipal staff person dedicated to housing issues. As a result, there is limited coordination between CBJ and nonprofit housing providers. And there is no coordination between CBJ and local employers building or otherwise subsidizing housing for their workers. Several people interviewed by czb mentioned the need for such a full time person, one who would coordinate housing related-efforts and foster collaborations between the various housing market players.

Beyond these serious gaps, several key individuals interviewed by czb stressed that the community needs to be engaged and included in the development and understanding of a longer-term housing vision. Without community involvement, it will be hard (if not impossible) for the community to figure out how to prioritize local government housing-related spending and programming, which is something most survey respondents would like to see. Engagement should be instructive towards the goal of being constructive.

There is a strong desire for just such a long-term housing vision, as well as specific actions for CBJ and its public, for-profit and nonprofit partners to take. That is exactly what this document is designed to be, and what this process has been designed to have done.

To ensure that Juneau is doing all it can to support a healthy and diverse housing market, the Assembly must *explicitly link this report to the Comprehensive Plan, refine Juneau's zoning ordinance and development codes* to provide the incentives and regulations necessary to encourage the recommendations, and *hire a Housing Director* to foster and facilitate public/private partnerships and their ability to implement the recommendations described here.

The Community is Already on Board

The Juneau community is keenly aware of the need for such a comprehensive housing strategy. The community wants to be family-friendly, affordable for local workers, and sustainable for the long-term. It understands that the current housing market is limiting that potential. Residents understand that a stable economy, housing diversity, and quality-of-life go hand-in-hand. They believe the government, especially in the way it uses zoning and manages its land holdings, should play a role in helping address problems in the housing market. The community could benefit from a more focused conversation about the tradeoffs associated with shifting from business-as-usual to a new course of action, and such continued “give-get” dialogue is recommended. Many are concerned about the trajectory Juneau is on and do not see the emerging future Juneau as a place that will be as inviting and as attractive as it is now. They do not see the current economy as sustainable or self-sufficient. They have a specific desire to see their local government take action to support housing for workers, seniors, and families. They believe in an efficient government and want to maximize the community’s investment in infrastructure. They believe government should carefully guide housing issues, but also want to allow the marketplace to work without excessive government involvement. They want action and balance.

The community has a good grasp of the issues and challenges Juneau faces. They want there to be actions to address them, and understands the tradeoffs in terms of density, land-use and government activity.

Juneau’s Isolation Creates an “Affordability Disadvantage”

Construction costs in Juneau are higher than elsewhere due to the difficulty of obtaining supplies, the high cost and limited availability of developable land, difficult physical building conditions, a short construction calendar, difficulty finding construction workers and their high cost of labor, and high community expectations for quality. Financing for development in Juneau is also difficult as local lending institutions often have to go outside of Juneau for approval of loans, thus putting loan committee decisions in the hands of people that are not close to, or as knowledgeable about the Juneau economy and its potential. These factors inflate the price of “starter” homes, make it harder to build affordable housing for seniors or workers, and make the development of all but the most expensive homes too risky a proposition.

Countering these forces will require both private and public interventions in the housing market. Juneau cannot unlock its housing market and create affordability without specific zoning, targeted subsidies, and other private sector incentives to encourage the development and sustainability of lower cost housing. Governmental action that offsets some of these costs or otherwise mitigates a portion of developers’ risk can “prime the pump” of housing development and create a healthy market.

Inefficient Land Uses Make This “Affordability Disadvantage” Worse

Housing prices are inflated even more when existing infrastructure and land are not used efficiently. As described in the CBJ Land Management Plan, adding water, sewer, and roads to an individual lot can range from roughly \$47,600 to more than \$63,000. If that land is then used for low-density residential development, the price of those units will reflect these costs; if that land is slated for affordable housing, a substantial subsidy will be required to offset these costs. Alternatively, whenever new development takes advantage of existing infrastructure, or whenever land receiving new infrastructure is slated for higher density use, these costs can be defrayed in a way that does not overly burden buyers, renters, or taxpayers.

CBJ’s plans, zoning ordinance, development codes, and Land Management Plan, must all stress the value of utilizing existing infrastructure before building new and maximizing old and new infrastructure through higher densities and greater concentrations of uses wherever appropriate.

Juneau’s Housing Market is Stuck.

The unaffordability of for-sale housing in Juneau is well documented: the Juneau Housing Needs Assessment described Juneau’s “high cost of living and high real estate prices” (page 4). Compared to owner housing in Anchorage, for example, a larger share of Juneau’s stock is priced at or above \$400,000 (28% versus 19%) and a smaller share is valued below \$250,000 (30% versus 38%).

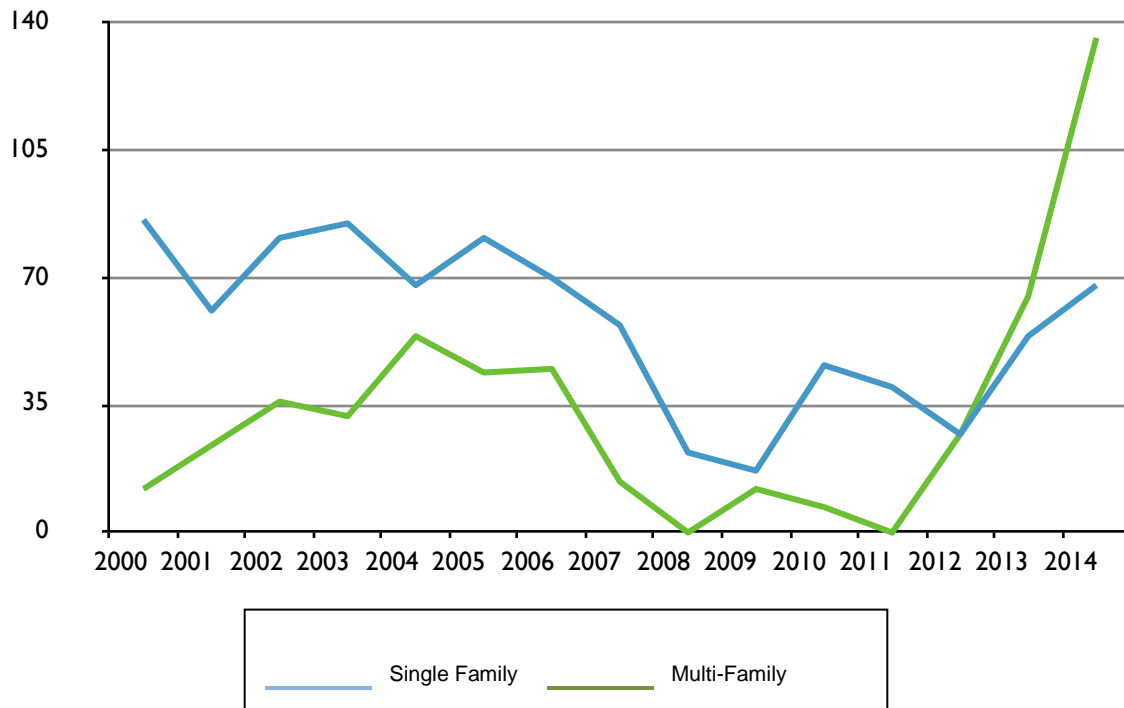
Higher wages do off-set these higher values for those households earning them. In 2013, Juneau’s median home value (\$309,900) was just over three times the community’s median owner income (\$97,917 that year) and about 3.8 times the community’s median household income (\$81,490). The median value was generally affordable to households (specifically owners and all households generally) at the median income. In San Francisco, in contrast, the median value of owner-occupied housing is 6.6 times the median owner income and nearly 10 times the median household income.

The larger issue in Juneau is the availability of housing choices for people across a range of incomes and life stages. Residents are well aware of this, and it was discussed in detail in the recent Juneau Housing Needs Assessment. According to that report, the “low supply rather than unsustainable market appreciation” is behind the current crunch (page 4).

Juneau, due to its isolated nature, does not benefit from a neighboring city or town to absorb some of its affordability issues. This magnifies Juneau's predicament because it is solely responsible for its own housing issues. In less isolated communities, a nearby town would provide some of the housing options to offset gaps in affordability. For example, in Anchorage many employees take advantage of lower priced homes in the Mat-Su and commute to Anchorage.

Few new housing units are built in Juneau each year. According to the Census' Building Permits data, Juneau permitted, on average, just 58 single-family units and only 34 multifamily units each year between 2000 and 2014.

Number of Units Permitted in Juneau by Type, 2000-2014



Sources: U.S. Census Building Permit Data, czbLLC.

Given the cost of building in Juneau, most of the units that are constructed in a given year fall at the high end of the market. New construction permits were far outpaced by permits for residential remodels and/or additions, which, for example, averaged 430 annually between 2008 and 2011.

The good news is that Juneau homeowners spend money fixing up their homes. The bad news is that these improvements largely replace owners moving through the housing stock.

According to multiple listing service (MLS) data, there were about 150 to 200 single-family home sales per year between 2007 and 2013. At any moment in time, less than one percent of Juneau's housing stock is on the market. This rate far less than is healthy. On May 26, 2015, for example, there were only 49 single-family homes in Juneau listed for sale on the MLS, an amount equivalent to 0.6% of all single-family units in town (49 out of 7,697). While a similar share of Anchorage's single-family stock was listed for sale (0.6% of single-family units, or 451 out of 69,914), nearly 9% of Fairbanks' single-family homes were on the market on May 26th (590 units out of 6,725).

For some additional comparisons, 3% to 4% of single-family units – *five to six times Juneau's share* – were on the market in Minot (North Dakota), Rapid City (South Dakota), and Grants Pass (Oregon); and roughly 6% of single-family units – *or nine to ten times Juneau's share* – were on the market in more comparable Bozeman and Helena (Montana) and Bend (Oregon).

Geography	Single-Family Units	Single-family Units For Sale (May 26, 2015)	% For Sale
Juneau, Alaska	7,697	49	0.6%
Anchorage, Alaska	69,914	451	0.6%
Fairbanks, Alaska	6,725	590	8.8%
Bozeman, Montana	8,636	526	6.1%
Helena, Montana	8,131	464	5.7%
Minot, North Dakota	11,573	332	2.9%
Bend, Oregon	26,450	1,508	5.7%
Grants Pass, Oregon	10,422	394	3.8%
Rapid City, South Dakota	19,195	670	3.5%

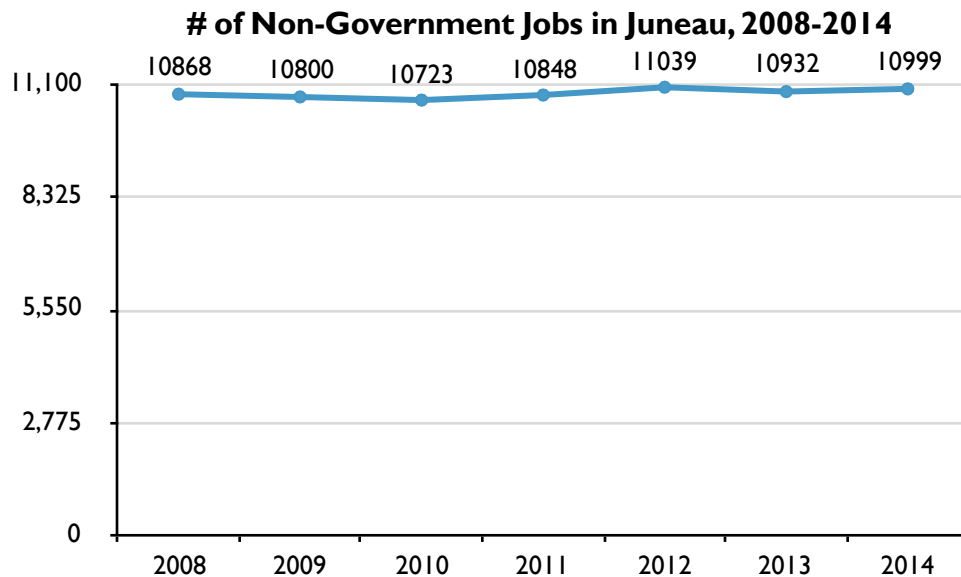
Sources: 2013 American Community Survey 5-Year Estimates, realtor.com.

This contributes to supply constraints as people are more likely to stay in their first home instead of moving as they age and earn more, or as they retire. Juneau's housing does not turn over quickly, and the re-sale of existing housing is significantly limited. The lack of available units and any barriers to homes transferring on the market (such as the availability of financing for the resale of mobile homes) are, in many ways, the key housing challenges facing Juneau today.

Juneau does not just have an affordability problem; it has a *quantity-of- choices problem* for people across the income spectrum and at all different life stages. New choices are needed so people can move and units can be freed up for new market entrants. Without this the entire market will remain over-priced but at the same time be unattractive, offering few viable alternatives, to potential newcomers.

A Stuck Housing Market = A Fragile Economy

Juneau's economy is precariously dependent on the borough not only maintaining its population at current levels but also being able to grow and on present employers not only maintaining their workforces at current levels but also being able to expand. When housing choices are as restricted as they are, population growth and economic growth are both severely limited. One sign of this reality: Since 2008, the number of non-government jobs in Juneau has been flat – up by barely 1%. This contrasts with, statewide trends. In Alaska as a whole, the number of private jobs was up nearly 7% over this same stretch of time.

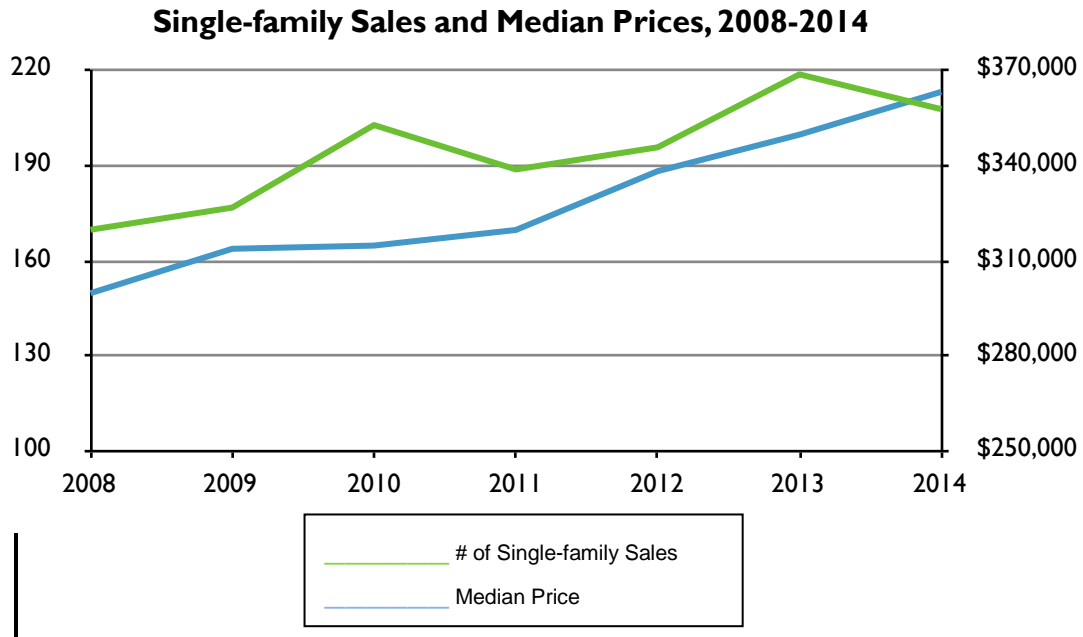


Sources: County Business Patterns, Alaska DOL, czbLLC.

Without starter homes for new young families, rentals affordable to and appropriate for entry-level workers, and independent or assisted living units aimed at enabling Juneau seniors to age within the community, the borough's workforce, population and home values will all inevitably decline. In many ways, this runs counter to popular thinking in Juneau. Understandably, since home equity often represents a household's largest asset, homeowners work hard to protect their homes' values. In Juneau, this has long meant community advocacy (by default and inaction) for keeping the housing market tight. The thinking goes like this: so long as the supply of housing is low, and so long as the demand for housing is at least somewhat higher, home values will remain high.

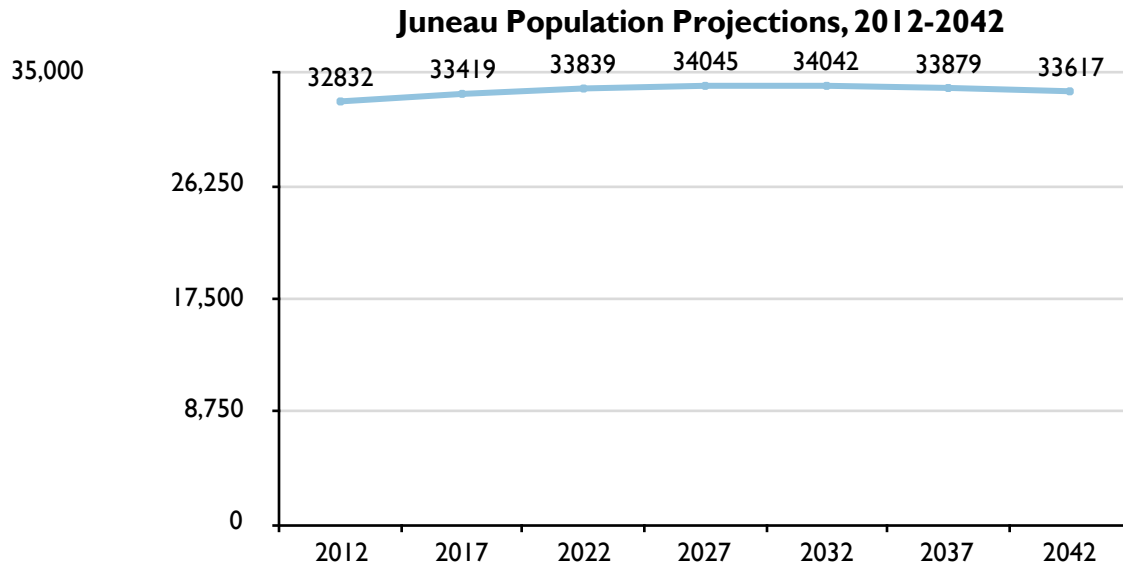
The paradox is that this approach – constraining the potential of the housing market – will ultimately lead to the exact opposite. As fewer young households are able to find appropriate housing and stay, or move, into Juneau; as fewer seniors are able to stay in Juneau as they need a greater level of assistance; as fewer employers are able to expand due to the lack of housing for new employees, everything – population, economy, and home values – will decline.

The lack of housing choices is a bigger constraint on the local economy and long-term home values than a greater supply would be. This cannot be emphasized enough. Time and again, the greater availability of an array of housing choices in markets with high demand translates into rising property values. Even in Juneau, as the number of single-family sales ticked up since 2008 (from 170 that year to 208 in 2014), so did the median sale price of single-family homes (from \$300,000 in 2008 to \$363,500 in 2014).



The quantity and median sale price of single-family homes rose together in countless other strong markets during this same time period; czb has seen such trends first hand in other czb client communities, such as Ann Arbor (MI), Charleston (SC), and Park City (UT).

Both Juneau's housing market and economy are currently on the wrong track. The Alaska Department of Labor and Workforce Development predicts that Juneau's population will remain nearly unchanged over the course of the next 30 years. The borough's population was 32,832 in 2012 and is predicted to be 33,617 in 2042 – a change of just 785 residents in over a 30 year time period.



Source: Alaska Department of Labor and Workforce Development, Research and Analysis Section

Researchers project that any population gains during this stretch will come from births exceeding deaths, and to a degree greater than the number of residents lost to out-migration. Net migration numbers are expected to be negative for each 5-year period between 2012 and 2042. Births are expected to boost the population in the near term but be insufficient to do so by 2027-2032.

Components of Population Change, 2012-2042					
Year	Average Annual				
	Births	Deaths	Net Migration	Δ	Growth Rate
2012-2017	415	200	-98	117	0.35%
2017-2022	410	227	-99	84	0.25%
2022-2027	397	259	-97	41	0.12%
2027-2032	390	299	-92	-1	0.00%
2032-2037	389	338	-84	-33	-0.10%
2037-2042	389	367	-74	-52	-0.15%

Source: Alaska Department of Labor and Workforce Development, Research and Analysis Section

These projections and the reality they reflect are not only the result of little new construction but also a cause of it. When it is difficult to convince developers of the community's growth potential, they look elsewhere to invest. As a result, even fewer new units come into being and even fewer households end up migrating into Juneau.

While more supply, over time, could have some impact on prices, that concern is outweighed by the greater risk to long-term home values that comes when too many people write-off Juneau as a place to find a home and live. When that happens, people and businesses look elsewhere, state jobs slowly migrate out of Juneau and the local economy continues to underachieve.

Just as consumers will eventually stop shopping at a grocery store with unsatisfactory choices, housing consumers will stop looking at Juneau as well. Given the fact that the private market is creating housing for its employees and the many stories we have heard of people not finding a home to live in, there is good reason to believe this is already happening. There are many places in the United States with much larger percentages of the housing inventory on the market that have robust and dynamic housing markets. Increased housing inventory availability does not, as a rule, lead to a less dynamic market. It is an important part of the grease to smooth the mechanism of a healthy housing market and create the fluidity that Juneau needs.

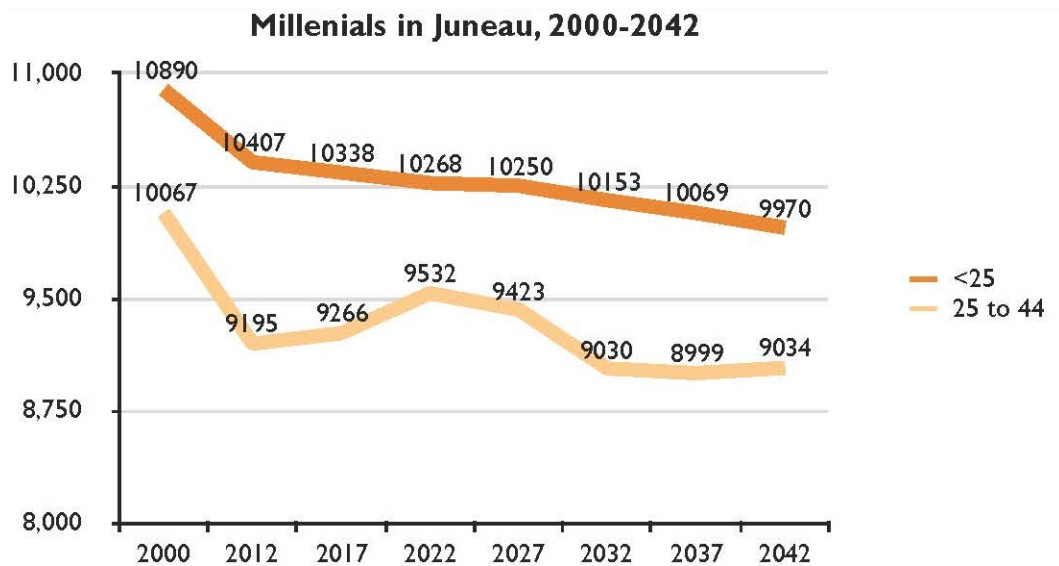
Changing this direction requires drawing the influx of new residents, especially younger adults who can start and raise families, giving Juneau a workforce and community into the future. It also requires that seniors age in Juneau rather than leave for better services elsewhere. With no proactive strategies to affect the number of in-migrants or the ability of seniors to stay in Juneau, the borough's present population and economic stability are both precarious. In a high cost setting it can be difficult to see, much less come to terms with, the fact that the future is one of flat or declining prices more typical of a weak market than the strong Juneau of peak past moments along its boom-bust continuum. Difficult to see or not, this is the reality.

With Juneau's stagnant population projections there needs to be more effort to attract and retain families, and that means spending to trigger higher density housing. It also requires being attentive to the housing and service needs of an aging population. And it means recognizing the central link between the borough's economy and its housing stock.

Juneau Lacks the Housing Products Demanded by Young Families

Given the often repeated stories of families unable to find suitable housing, czb is convinced that the lack of housing choices is a great constraint on the local economy. To keep the population stable or growing, a focused effort to attract and retain younger adults and families is critical. Without these cohorts, who require quality rental housing, starter homes, and move-up options, Juneau's population will decline, as will its economic prospects.

Current population projections for Juneau expect these age brackets, adults under 25 and adults aged 25 to 44, to decline dramatically over the next 30 years. Both groups are expected to lose roughly 1,000 people between 2012 and 2042.



Source: Alaska Department of Labor and Workforce Development, Research and Analysis Section

Because of the limited turnover in housing stock, older homes, which in other places would be starter homes for new families, are not coming on the market. When they do, their prices are artificially high, even if they need to be fixed up, because the housing market is so constrained. The same affordability and availability challenges are also true for Juneau's rental market, putting younger potential in-migrants in a double bind.

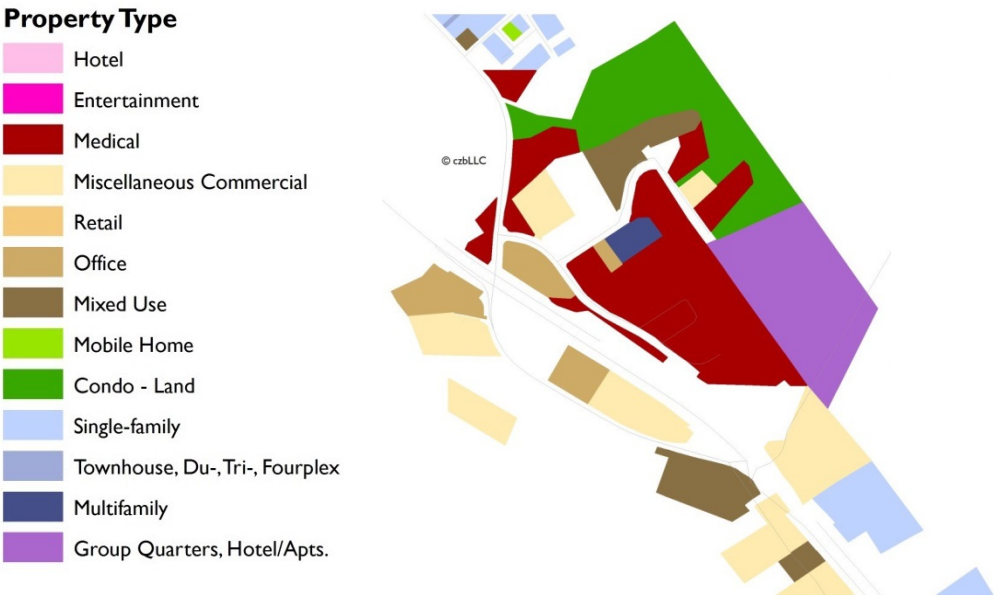
Juneau needs to incentivize development and design and implement zoning regulations and land-use policies that help the borough attract young adults and families. This means that such strategies must be both housing strategies and neighborhood strategies. The limited affordability and availability of for-sale housing and year-round rental units require a concerted effort to see that not only more housing units but *more types of housing units at more price points are developed*. How these housing units fit into Juneau, though, is very much a neighborhood issue. The natural growth constraints that surround Juneau – the mountains and inlets that, at the same time, provide the scenery and recreational opportunities that make the city so appealing, require that developable land be used as efficiently and effectively as possible.

The Capacity to Accommodate More Housing Exists throughout Juneau

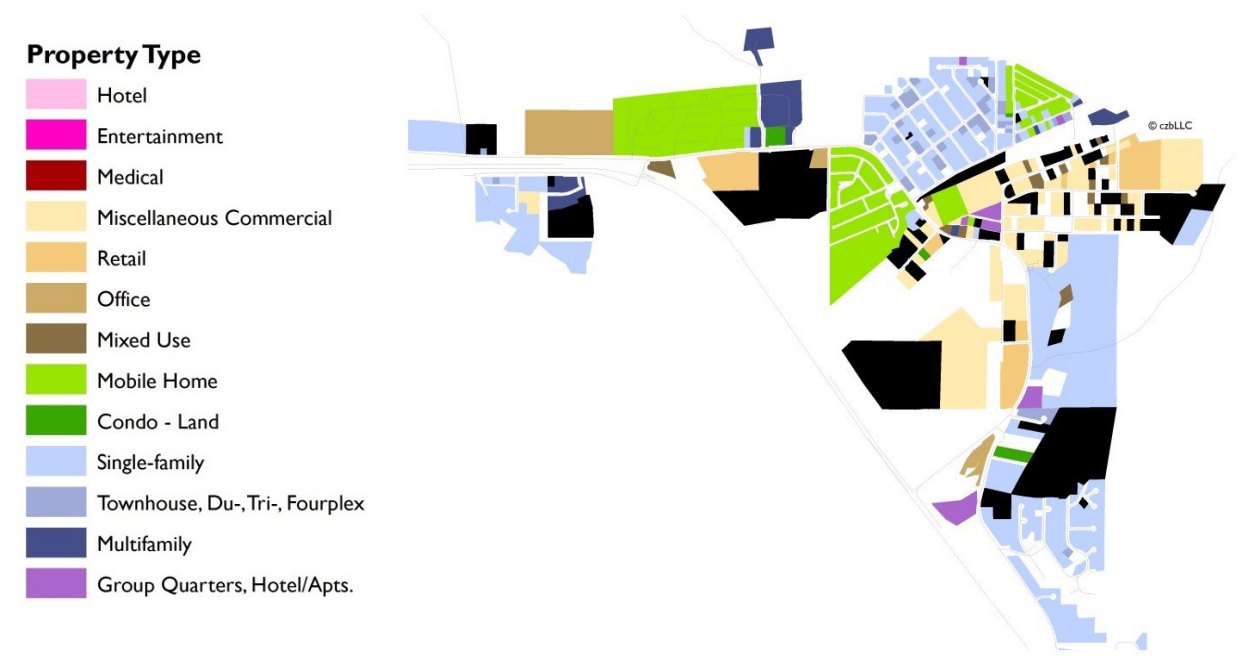
Juneau's downtown could be a much more vibrant, exciting place if more people lived there. Small scale industrial and retail areas of Juneau have great potential to be transformed into neighborhood-oriented mixed-use villages with a range of housing and business services. Older residential areas have the potential to add new housing in ways that would not detract from neighborhood character or feel. Numerous low-density sites exist throughout the borough – all representing excess infrastructure capacity and opportunities for addressing the affordability and availability of a range of housing types in Juneau. Each in their unrealized potential also stands as a beacon to inaction. The reduction in the number of such sites will be the best evidence that policies and dollars have been aligned to tackle the housing dilemma in Juneau.

It is recommended that Juneau pursue zoning and land use reviews for all neighborhoods, with the goal of highlighting where lower-density, single-use developments might be transformed into the types of mixed-use villages described in the Juneau Senior Housing and Services Market Demand Study (2014) and currently being developed in cities across the country. CBJ planning staff has already begun using this approach in certain sections of the city. These efforts would be easy to replicate, at a reasonable pace, elsewhere. Neighborhood plans provide planning staff the opportunity to drill down into specific areas, as well as also providing area residents the opportunity to participate in crafting the recommendations for an area's future and to understand where changes will and will not be made. This community engagement tends to reduce the incidence of NIMBY-inspired roadblocks to improvements.

For an example of where this may be appropriate, the area around Bartlett Regional Hospital has the capacity to accommodate more density and a wider mix of uses, including retail and additional housing, for example.

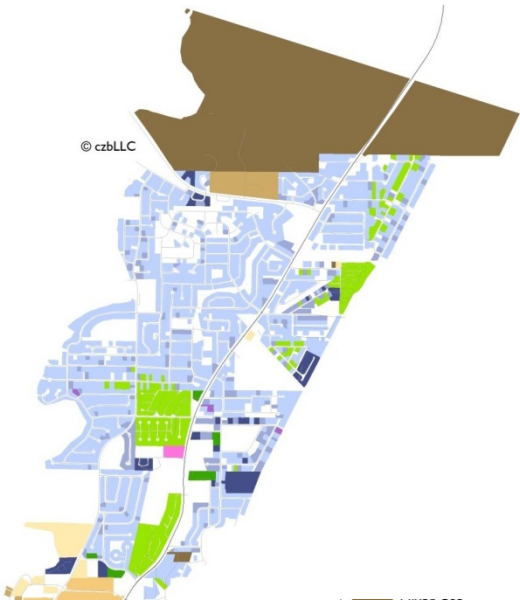


Lemon Creek has a number of vacant parcels and single-use zones where increased density and a wider array of uses could help address some of the lack of available housing, particularly units geared toward older residents and toward younger ones.



Prime examples of sites highly suited for dense, economically valuable, mixed-use development.

The same is true, too, in Mendenhall Valley, particularly on the neighborhood’s south side.

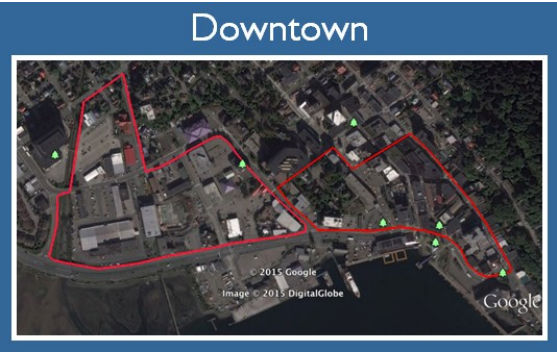


Nugget Mall



Safeway and surroundings

Nowhere is the importance of more efficiently using available land to address housing affordability and availability more important than in Downtown Juneau. While many buildings in the area require extensive, and expensive rehabilitation, rehabilitating these historic properties and creating a vibrant downtown have the potential to draw and keep households in Juneau more broadly. Of course, this will not happen, as noted throughout this plan, without a robust shift in policies and spending.

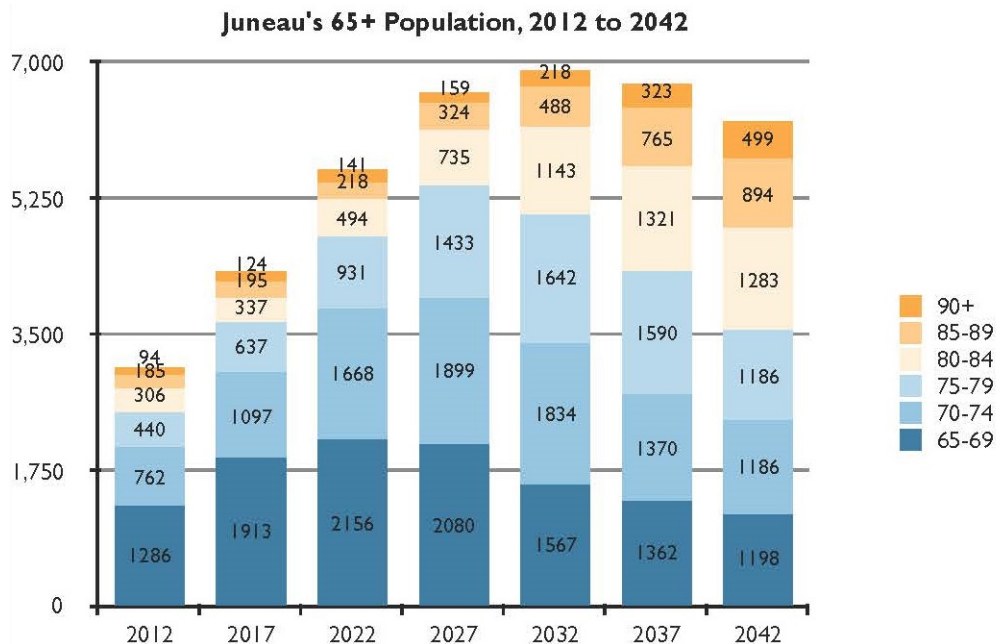


Juneau has the potential through zoning, public investment, and a downtown strategy to develop creative and long-lasting solutions to its housing market's challenges, solutions that will increase the desirability of living in Juneau and improve the long-term prospects of the community.

Housing is Needed for Young Households and an Aging Population

Juneau's declining number of births predicted by 2042 hint at another key component of the DOL's population projections: the age breakdown in Juneau is expected to change dramatically in the next thirty years. The number of Juneau residents aged 65 and older is predicted to more than double – from 3,073 to 6,246, and from 9.4% to 18.6% of all Juneau residents.

Furthermore, a growing share of the residents who are over 65 will be in older age cohorts. In 2012 and 2017, for example, about half of Juneau's population aged 65 and older will be between 65 and 69 years old; by 2042, just 19% of residents aged 65-years-old and older will be between 65 and 69 years old. In contrast, the population aged 85-years-old and older is expected to be five *times* larger in 2042 as it was in 2012: 1,393 residents vs. 279 residents.



Source: Alaska Department of Labor and Workforce Development, Research and Analysis Section

These figures highlight two key issues to be included in any affordable housing plan for Juneau: 1) the need for additional housing for senior householders; and 2) the implications of an aging population for the housing market.

In response to these DOL projections, the recent Juneau Senior Housing and Services Market Demand Study (2014) found a need in Juneau for more assisted living units as

well as “the need for independent senior housing both with and without supportive services, short-term rehabilitation beds in skilled nursing facilities, dementia care, personal care assistant services, and a need for a more robust senior center system for Juneau” (page 4). That study determined that Juneau would need an additional 327 assisted living units by 2042 to meet the demand of the “silver tsunami” (pages 63, 14). The study further recommended that these units be co-located with senior independent housing units and medical services and supports to create a comprehensive aging-in-place community (page 63). The report went on to recommend that these campuses include “an assisted living facility of between 30 and 40 beds paired with approximately 40 to 50 units of senior independent housing units” (page 64). This would translate into the addition of roughly 420 senior independent living units to accompany the 327 assisted living units.

Juneau’s aging population, and the movement of older households into smaller homes, independent senior living facilities, or assisted living units, will have multiple ripple effects on the broader housing market. For one thing, as the Juneau Senior Housing and Services Market Demand Study pointed out, “Home and community based services in Juneau will need to grow to meet the demand. To help keep Juneau seniors in their own homes, a comprehensive set of home and community based services is required including trained personal care assistants who can afford to live and work in Juneau” (page 66).

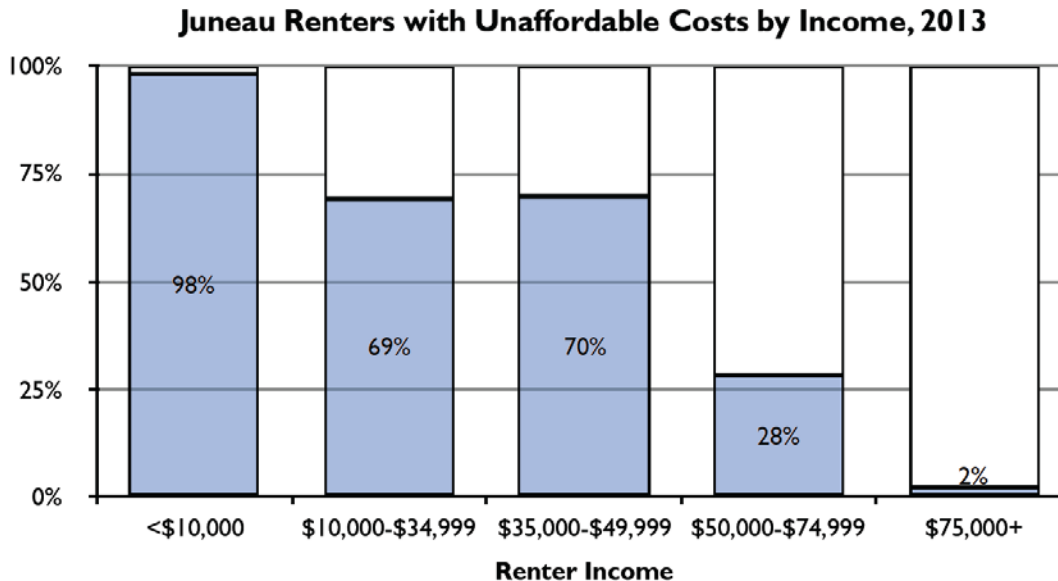
According to Senior Assisted Living for Juneau, submitted by Senior Citizens Support Services, Inc. (March 2015), the Department of Labor “estimates that assisted living facilities create about 1 job per resident” and these jobs pay between \$25,000 and \$30,000 (page 3). This suggests that, if these workers have to come from other places because they do not currently live in Juneau, approximately 327 units of affordable workforce (likely rental) housing will need to accompany the 327 new assisted living units. Additional affordable rental units will be needed for others employed in the community-based services oriented towards helping Juneau’s senior residents remain in their own homes or in independent living units.

Juneau’s population numbers depend on a growing senior population. Currently, there is neither the housing for this aging population nor adequate services to support them. If Juneau does not meet its senior housing needs it will have a very hard time maintaining its population. Indeed, the lack of housing and services for seniors, which will force seniors to go elsewhere, is a serious threat to Juneau’s future population stability.

Entry-Level and Low-Wage Workers' Need for Affordable Rental Housing is Substantial

The Juneau Housing Needs Assessment (2012) found that, even before taking in account the additional workers required to staff new assisted living facilities, Juneau needs roughly “441 rentals priced under \$700/month...to cover the income-rent gap for low- and very low-income households, many of whom are already eligible for subsidized housing or vouchers, which are already fully allocated” (page 5). This is in addition to another 170-230 market-rate rentals the analysis found a need for in Juneau (page 6).

Affordability and availability are also significant challenges for renters in Juneau. In 2013 most renter households with incomes below \$50,000 paid too much (more than 30% of their income) on housing. All (98%) renters with incomes below \$10,000 had unaffordable housing costs, as did seven out of every ten renter households with incomes between \$10,000 and \$49,999.



Source: U.S. Census Bureau, 2009-2013 5-Year American Community Survey

Affordability for renters in Juneau eases significantly after households' incomes exceed \$50,000. Yet nearly half (46%) of Juneau renters (roughly 2,000 households) have incomes below \$50,000.

The challenges of availability challenge renters as they do owners. On July 11, 2015, there were only 8 apartments listed in the Juneau Empire. Craigslist had just 35 apartments listed (and dated between July 1 and July 11, 2015). These 35 apartments had an average rent of \$1,719. In contrast, Helena (MT) had nearly twice as many rentals listed on Craigslist (64 versus 35) and the average rent was roughly half as much (\$944 versus \$1,719).



As described earlier, the number of new multifamily units permitted annually significantly trails the number of single-family units permitted, which is itself low. Not only are fewer multifamily units added to the existing stock, more are lost each year to property disinvestment and deterioration. Older and lower-cost rentals are the most at risk. According to the 2000 Census and the 2013

American Community Survey 5-Year Estimates, the number of renter-occupied units built prior to 1960 declined by 140 units between 2000 and 2013. Most of those lost (82 out of 140) were in larger buildings (those with at least 20 units per structure). CBJ needs a more proactive and aggressive property preservation strategy that blends code enforcement, “carrots” for rehabilitation and property improvements, and “sticks” like condemnation to get problematic buildings out of problematic hands.

1,000 rental units need to be added to Juneau’s current supply, with the majority of these (770) being affordable to entry-level and lower-wage workers. These totals assume that no additional units are lost to deterioration. For this to be the case, CBJ has to be prepared to preserve through rehabilitation or replacement approximately 100 rental units each decade (if recent trends continue).

Streamlining and Enhancing Employers’ Role in the Housing Market

The business community is trying to make up for the stagnant nature of the housing market by creating and operating housing for their workers. According to the 2012 Housing Needs Inventory, private sector employers provide housing support, particularly for workers in seasonal industries. A large portion of Juneau’s economy is comprised of these seasonal workers: workers in the “visitor and fish processing industries” who come for the summer season, legislative workers who spend the winter in Juneau, and mine workers (p 26). Large employers of summer tourist workers collectively provide group housing for more than 200 employees. Fish processors and hatcheries provide seasonal housing for about 120, and the two mine sites can house as many as 450 workers. Some of these units are also used by the roughly 200 non-resident workers who spend the legislative season in Juneau (p 26).

In this way, Juneau employers are far more involved in the housing market, and generous with employer-assisted housing support, than employers in most

communities. Ironically, while this generosity lessens housing cost burdens and provides affordable units for workers in these industries and of these employers, it makes it harder to provide year-round affordable rental housing and incorporate year-round renters into parts of town (like the downtown) that would benefit from a steady supply of renter households to demand services and amenities that could create more vibrant neighborhoods. Untangling this reality will be necessary to design an effective strategy for providing affordable housing for the projected employees affiliated with senior housing and services.

Some employers are taking it upon themselves to solve the housing issues for their own workers. This may solve a small slice of the overall housing affordability and availability problem, but it also contributes to inefficiencies in the market (as some of these units are not utilized year-round) and impedes solving these issues on a larger scale. These efforts need to be brought under a single umbrella to increase their scale through greater efficiencies and their impact on the overall market.

Part 2: Solutions

Recommendations

Based on qualitative findings as well as the quantitative data presented in this report, the following actions are recommended for consideration and implementation. They fall into two broad categories

1. Direct interventions in the housing market
2. Indirect interventions that instead focus on key policy reforms or planning initiatives.

Within each of these broad categories, recommendations are ranked according to their importance (as conveyed to czb through individual interviews and focus groups with key informants).

While there are no silver bullets that can single-handedly reinvigorate or realign a housing market as dysfunctional as Juneau's presently is, and while available capacity and funding may limit the number or scale of the actions taken, czb has concluded that these are important interventions to consider that are worthy of top priority ranking by local officials and partners.

1. Formally Adopt *this* Plan

Juneau's comprehensive plan could certainly benefit from being shorter and easier to follow, and having a more specific focus on housing. But, rather than reopening the full CBJ Comprehensive Plan, we believe the most effective short course is to utilize *this* plan, *its* recommendations and *these* implementation strategies for those purposes.

To use *this report* as the housing plan for Juneau, this document should be explicitly linked to the existing Comprehensive Plan.

If endorsed by the Affordable Housing Commission, this report should then move through the normal public process, including the Planning Commission and Assembly. This public process should be used as an opportunity to share information with the public about the state of housing in Juneau and to continue the dialogue started with the survey and many meetings used to create this plan. CBJ needs to make explicit its goal of supporting and sustaining a more diverse, better-functioning housing market. It must also put forth a more predictable and consistent message to residents and developers about how this will be done (who does what, where the money comes from, what the benefits in terms of market effectiveness will be, and what the costs of inaction - business as usual - look like). This plan outlines how to do this.

Formally linking this report to the CBJ Comprehensive Plan would reaffirm the borough's commitment to that goal as well as to the specific recommendations included here. It would also be a step in a decidedly different direction than in the past where in the wake following previous reports, adoption of goals and objectives did not occur in a robust formalized manner. Similar efforts exist throughout the United States in cities working to address the challenges to addressing affordable housing. Seattle has just adopted a particularly energetic affordable housing Action Plan that Juneau is encouraged to study.

Metrics

- Completion of the Plan
- Community Participation in the formal adoption of the plan

Implementation

- Public Meetings about and endorsement of the plan by the Affordable Housing Commission.
- Public Meetings to Share the Plan and Receive feedback from the community and Planning Commission.
- Updates to Plan.
- Endorsement of Plan by the Planning Commission.
- Public Meetings to share and plan to receive feedback from the community and the Assembly.
- Endorsement of the Plan by the Assembly.
- Development of a regular report card to the Affordable Housing Commission, Planning Commission and Assembly on the progress towards the goals in the plan.

2. Housing Trust Fund

- **Increase resources and potential uses of the Affordable Housing Fund**

With a few hundred thousand dollars and a limited mission, the existing Affordable Housing Fund does not have the capacity to support the development of enough units to noticeably affect local housing market conditions. czb estimates that it will take at least \$3 million for the fund to have meaningful impact. At 100% AMI, a single qualified buyer might need upwards of \$45,000 in assistance to buy a median priced home. A trust fund at half a million dollars is insignificant under these conditions. The “catch up” goals contained in this report - 66 new units a year and 25 preserved (91) - are such that, if the gap to close averaged \$40,000 each, \$3.6M would be needed annually.

As is the case in other communities, these funds should be lendable, investable, and recyclable, and allowed to support a range of housing-related objectives, from downtown revitalization to increased housing affordability to increased housing availability and choice. Housing funds are being used successfully throughout the country to enable public-private partnerships, to create new workforce housing and more. These funds could also be generated through developer contributions as new units are built, sales taxes, or real estate transfer fees. San Diego utilizes a Transient Occupancy Tax (TOT) as well as a real estate transfer fee to pay for affordable housing initiatives. Asheville, NC created a City Housing Trust Fund in 2011 and has allocated \$500,000 from the General Fund to this fund over the past two years. The nation’s best practice is the Seattle Housing Levy, and it is recommended that Juneau evaluate it for possible modeling purposes.

Metrics

- Sustainability of the fund: Resources flowing in and out of the fund in balance (10% Fund balance revolved each year).
- Number of annual projects supported by the fund (How many new projects started and how many projects finished).
- Breakdown of unit tenure and types in projects supported by the fund.
- Number of additional dollars leveraged by fund resources.

Implementation

- Consider sales tax, grants, private donations; even what would be an unpopular surcharges on premium homes (as is done in Pitkin County, CO based on a square foot formula), business community contributions, the sale of CBJ land, tourism industry tax revenues, real estate transfer fees (presently not a tool in use in Alaska), building department surcharge, direct annual allocation from CBJ’s General Fund, or voter approved bonds to add to the fund capital.
- Develop underwriting criteria and operating plan for the Housing Fund that supports deal-making and preservation of capital.
- Broaden the scope of projects eligible for support through the Housing Fund.
- Prioritize fund use for the creation of new fair market (unsubsidized) workforce and senior housing affordable for \leq 80% median household incomes.
- Prioritize fund use for the preservation of homes for families with less than 80%

AMI.

- Hire a fund manager to grow the fund when it isn't being used to increase housing.

3. Housing Director

- **Create and Fully Fund and Fully Support a Full-Time a Housing Director**

Housing issues are complicated, and implementing a comprehensive and strategic housing strategy requires the focused attention of someone - a single point of contact with significant formal authority - able to work with for-profit and nonprofit developers, community-based organizations, banks, and other partners. Indeed, most communities with a strong focus on housing have designated staff to coordinate these issues. In fact, it is difficult to imagine executing the recommendations listed in this plan without a qualified point person in this position.

In Juneau, a Housing Director would develop and implement programs to help maintain and preserve the borough's aging housing stock; assist individual developers and public-private partnerships conceive of and solicit funds for housing construction or rehabilitation projects; and assist employers seeking to provide or find housing for their employees. This person could be located in various entities or departments, but it is recommended that the Housing Director be a senior member of CBJ's Administration Department and report directly to the Borough Manager.

For this role to be an effective use of CBJ resources, it is essential that this individual have experience with housing and development finance, and be in a position to work with and be trusted by private and non-profit developers and financing organizations. This individual should be able to organize development deals and to assist others with their development projects. This person should understand the essentials of housing finance as well as land use economics so that they are in the best position to collaborate with developers.

This approach is similar to efforts around the United States in communities with Housing Offices, affordable housing action plans and the like. These roles can be a part of a stand-alone housing office, a planning department, the city manager's office, a community development office or another similarly situated agencies. Bend OR has an affordable housing manager that also is part of Administrative Services and utilizes an appointed Affordable Housing Advisory Committee. Telluride, CO conducts the town's housing program through the Town Manager's office (regulatory functions such as inclusionary housing requirements are carried out through the Planning Department). In Seattle the Housing Director is an executive office of the Mayor, thus having high visibility and substantial formal authority.

Metrics

- Agency/Budget and Job description complete by September 2016.
- Recruitment complete and Housing Director hired by December 2016.
- FY17 Work Plan and Funding Proposals by April 2017.
- Quarterly reports begin December 2016.

Housing Director (con't)

Implementation

- Determine Agency To Oversee this Function.
- Develop Job Description and lines of authority.
- Develop Funding plan for staffing and project implementation.
- Hire a Housing Director.
- Refine work plan with new Director and the Affordable Housing Commission.
- Draft project list.
- Develop reporting mechanism and benchmarks to keep Assembly, AHC and Community updated on progress towards achievement of all plan targets.
- Appoint staff throughout CBJ departments to liaise with Director about housing- related projects/functions and direct them to prioritize activities that will support additional housing.
- Organize regular community meetings to update them on progress, educate them about housing issues and to increase awareness of the trade-offs between affordable housing and other community initiatives.
- Develop community housing web portal to track progress.
- Conduct annual needs assessment updates to verify and track change in vacancy rates, home prices, property tax base, new investment, new Housing Fund Capital, and changes in use of/functional age of existing housing.

Potential Partners

CBJ, AHC, JEDC, JCHH, DIG, Neighborhood associations, SCSSI, Juneau Community Foundation, UAS

4. Production Targets

- **Create additional housing units through new construction and preservation for Juneau workers, seniors, and young families**

Specific strategies for developing workforce housing, assisted and independent living units, and entry-level rental and homeownership opportunities, are described in more detail below. It is worth stating first, though, exactly how many units need to be constructed or preserved in order to give current and potential Juneau residents the range of housing choices they need. Based on our review of existing plans and our analysis of local conditions and recent trends, we are proposing the following 30-year goals for Juneau:

	30-Year Goal	Annual Goal
NEW CONSTRUCTION		
	1,980	66
Workforce Housing		
	450	15
Affordable Rentals for Today's Workforce Affordable	330	11
Rentals for Expanded Workforce		
Workforce Housing Subtotal	780	26
Senior Housing		
	420	14
Independent Living Units	330	11
Assisted Living Units	150	5
Step-Down Single Family Housing Units		
Senior Housing Subtotal	900	30
Workforce Owner Housing for Young Families		
	300	10
Starter Homes		
Workforce Owner Housing for Young Families Subtotal	300	10
PRESERVATION		
	750	25
	300	10
Affordable Rental Units	300	10
Single-family Homes	150	5
Mobile Homes		

Progress toward these annual goals should be monitored closely for individual categories, subtotals, and overall totals.

Develop Housing Choices to Accommodate Juneau's Workforce Needs

Many areas of the country subsidize workforce housing in order to ensure that their local economies function. Both practical and broader economic and other aims are often targeted. Aspen, CO, for example, has struggled to have workers (snow plowers, police, hotel employees) make it in to work from Glenwood Springs, Carbondale, Basalt, and elsewhere in the Valley, thus undermining Aspen's local economy. Park City, UT has struggled with air quality in the Wasatch Front owing to commuter congestion and air inversions as resort and other works commute from Salt Lake City. Residents of CBJ overwhelmingly support this type of initiative: fully three-fourths (76%) of those completing a czb survey on housing issues in Juneau (525 of 688 respondents) considered "Mak[ing] sure people who work here can live here" a top community priority. According to the recent Juneau Housing Needs Assessment (2012), the Juneau Senior Housing and Services Market Demand Study (2014), and this analysis, the borough would need 780 new lower-cost rentals and to meet these needs.

	30-Year Goal	Annual Goal
New Construction		
Workforce Housing		
Affordable Rentals for Today's Workforce	450	15
Affordable Rentals for Expanded Workforce	330	11
Workforce Housing Subtotal	780	26

These new units would complement the units already provided or subsidized by local employers for their employees. Juneau employers are far more involved in the housing market and generous with employer-assisted housing support than employers in most communities. However, while this generous support lessens housing cost burdens and provides affordable units for a select group of workers, it ironically only increases the challenges faced by other renter households. Ensuring that companies' involvement continues but that it becomes better coordinated and more explicitly linked to a broader public benefit (such as a greater supply of year-round rental units or a more vibrant downtown) will require some collaboration with and oversight of these efforts by the new Housing Director.

Metrics

- Number of employers working with Juneau to coordinate workforce housing (each year and over time).
- Number of units of workforce housing for seasonal and permanent workers per year owned or subsidized by employers (each year and over time).
- Number of workforce housing units constructed in the last year.
- Number of rental units available for less than \$700 per month.
- Percentage of Juneau workers living locally on a year-round basis (overall and by sector).

Implementation

- Develop annual targets (based on the annual goals established in this plan) for new workforce rental housing, specifying the appropriate mix of units by type, price, and location.
- Ensure the Housing Fund can be used for workforce housing projects .
- Solicit feedback from employers to learn how much is already being spent on worker housing and related services. (Determine how these units are used in the off- season).
- Solicit feedback from employers on the types of housing and housing-related services most in demand.
- Solicit feedback from employers to determine growth plans, issues affecting workforce
 - Understand the specific housing requirements of seasonal workers/renters (legislative staff, tourism operators, fish-processors, university students)
 - Develop an inventory of business owned/seasonal use housing.
- Maximize/leverage employer provided housing (Coordinate Business Community Efforts Around Housing).
 - Evaluate if employer-owned housing would be more cost effective if it were owned by a private housing company or a non- profit developer.
- Consider creating a tax abatement program for workforce housing .
- Consider using CBJ funds to directly finance or enhance the private financing of substantial projects.
- Evaluate the use of Tax Increment Financing districts within CBJ (TIF financing enables a locality to pay for housing, infrastructure and other things by using future tax revenues from real estate as a tool to pay back bond payments on the infrastructure) (TIFs for affordable housing are in use in Minneapolis, Madison, Portland, Dallas, and elsewhere).
- Evaluate the potential of time-share or related tourist housing as a tool for temporary worker housing by talking with timeshare developers.
- Review and update the zoning ordinance in regards to mobile home parks and manufactured housing.
- Evaluate the potential to replace obsolete mobile homes, and install additional manufactured homes.
- Create a list of possible partners for CBJ and solicit participation from outside developers and funders.
- Establish an annual process to survey employers about the current and expected state of employee housing needs.

Potential Partners

CBJ, AHC, Juneau Realtors, SEBIA, JEDC Industry Cluster Working Groups, Major Employers, Bartlett, SEARHC, REACH, UAS, Mobile Home Park owners

Develop Assisted and Independent Living Units for Senior Citizens

Given population projections for Juneau and the expectation that individuals over 65 will come to represent not 9% but nearly 20% of the borough's population by 2042, facilitating the development of assisted living and independent living units for seniors (and the affordable housing units required by the service workers who will support them) must be a key housing-related objective for CBJ.

The recent Juneau Senior Housing and Services Market Demand Study (2014) determined that Juneau will need roughly 330 additional assisted living units and 420 independent living units over the next 30 years (pages 63, 14).

As with affordable housing more generally, the public sector should provide land and/or financial support for such projects.

The Housing Director should also lend some of his or her expertise to helping developers coordinate funding sources and zoning incentives to bring these projects to fruition.

	30-Year Goal	Annual Goal
New Construction		
Senior Housing		
Independent Living Units	420	14
Assisted Living Units	330	11
Step-Down Single Family Housing Units	150	5
Senior Housing Subtotal	900	30

This is similar to efforts throughout the Country. Local and state governments often help subsidize assisted living facilities so that residents can properly age in place. States like Maryland, New York, Connecticut, New Jersey and many others and cities like Seattle participate in programs to subsidize the cost of assisted living. Specific examples include St. George, UT where the city actively promotes and utilizes HUD (Housing and Urban Development) and USDA (United States Department of Agriculture) funding opportunities for low-income seniors. In Berkeley, CA, the city coordinates with Satellite Housing Associates (<http://sahahomes.org/>), a non-profit affordable housing developer and property manager, to locate seniors in the appropriate type of housing based upon lifecycle needs.

Metrics

- Number of new independent living units added each year (with the goal of 14 per year; 70 per 5-year period, and 140 per decade).
- Number of new assisted living units added each year (with the goal of 11 per year; 55 per 5-year period, and 110 per decade).
- Number of independent living units in all in Juneau.
- Number of assisted living units in all in Juneau.
- Growth in/size of the senior population in Juneau.
- Number of employees working at an assisted living facility or for providers serving senior citizens living in independent living units or non-age-restricted housing in Juneau.

Implementation

- Develop annual targets (based on the annual goals established in this plan) for new independent and assisted living units, specifying the appropriate mix of units by type, price, and location.
- Ensure Housing Fund moneys can be used for senior housing projects.
- Evaluate why Juneau does not have more small for-profit senior assisted living or independent living developments, and determine how it might have more.
- Consider creating a tax abatement program for senior housing.
- Consider CBJ financing or offering credit enhancement for private financing of substantial projects.
- Evaluate the use of Tax Increment Financing districts within CBJ (TIF financing enables a locality to pay for housing, infrastructure and other things by using future tax revenues from real estate as a tool to pay back bond payments on the infrastructure).
- Make CBJ land available for senior housing projects.
- Create a list of possible partners for CBJ and solicit participation from outside developers and funders.
- Develop a mechanism for ensuring that any assisted living projects either directly incorporate or are linked to off-site affordable housing for the workers who will staff them.
- Coordinate/support training for licensing & operating assisted living.
- Coordinate/support training for CNAS, LPNS, other types of caregivers.

Potential Partners

CCS, ALTF, SCSSI, AHFC, THRHA, CCTHIA, SEARHC, AHDC, St. Vincent's, Pioneer Home, Bartlett Regional Hospital, Wildflower Court, UAS

Develop Homeowner Opportunities for Young Adults and Families

As stated in the CBJ Comprehensive plan, housing is a key form of economic development, one that is best paired with the economic drivers of the local economy. In Juneau, these include sectors such as marine biology and high-end tourism, but they also include people, the most important group being innovative millennials. Young adults and families – who Juneau must have in order to maintain its current population and grow in the future – need affordable and market-rate rental units and lower-cost (“first time homebuyer”) for-sale opportunities.

	30-Year Goal	Annual Goal
New Construction		
Housing for Young Adults/Families		
Starter Homes	300	10
Young Adults/Families Subtotal	300	10

This is similar to efforts in Sonoma County, CA where the county implemented a workforce housing program in 2005. Prior to implementation, the county commissioned a study that noted a clear nexus between commercial development and the need for workforce housing. Based upon this data, the county created regulatory requirements for commercial development that include a pro-rata fee at time of building permit review or a pro-rata share (based on a square foot formula) for workforce housing.

Park City, UT has gone a step further and requires the provision of affordable housing for master planned developments for both commercial and residential developments. This is a regulatory requirement where the developer must provide 15% - 20% workforce housing based upon the square feet of the project. A fee in lieu option is available as well. Satisfying the needs of the local workforce is a common affordable housing priority throughout Summit Country.

Metrics

- Number of new market-rate rental units added each year (with the goal of about 8 per year; 40 per 5-year period, and 80 per decade).
- Number of new starter homes added each year (with the goal of 10 per year; 50 per 5-year period, and 100 per decade).
- Number of market-rate rental units in all in Juneau.
- Number of “starter homes” (lower-valued or entry-level for-sale units) in all in Juneau.
- Growth in/size of the young adult population in Juneau.

Implementation

- Develop annual targets (based on the annual goals established in this plan) for new market-rate rental units and starter homes, specifying the appropriate mix of units by type, price, and location.
- Ensure Housing Fund monies can be used for these types of housing projects⁵.
- Consider creating a tax abatement program for first-time homebuyer housing (Washington, DC's Department of Housing and Community Development has one of the most well developed programs of this kind in the country.)
- Consider using CBJ funds to directly finance or enhance the private financing of substantial projects.
- Evaluate the use of Tax Increment Financing districts within CBJ (TIF financing enables a locality to pay for housing, infrastructure and other things by using future tax revenues from real estate as a tool to pay back bond payments on the infrastructure).
- Make CBJ land available for higher density rental projects and affordable homeownership developments.
- Address Transit Oriented Demand (TOD) as identified in the 2013 Comprehensive Plan in CBJ codes to assist the development community create projects that will attract millennials and young families (allowing for reduced on-site parking, offsite parking at a low rate or for bike storage).
- Create a list of possible partners for CBJ and solicit participation from outside developers and funders.
- Develop home ownership and preservation tools like down payment assistance, property upgrade assistance, energy conservation loans (extremely well developed and evolved state level programs exist in New York (NYSERDA), California (Energy Upgrade), Connecticut (CHIF), and Massachusetts (Mass Save), and Pennsylvania HEELP through the state HFA). Cold climate cities operating their own program independent of the state include Buffalo, Milwaukee, and St. Paul.
- Work with local employers to develop down payment assistance programs (funded with business and housing fund money) to encourage workers to buy in Juneau

Potential Partners

CCS, ALTF, SCSSI, AHFC, THRHA, CCTHIA, SEARHC, AHDC, St. Vincent's, Pioneer Home, Bartlett Regional Hospital, Wildflower Court, UAS

⁵ If the Trust Fund becomes too focused on the most needy and too income restricted, its viability as a tool to loosen the stuck Juneau market may be compromised.

5. Preservation Targets

- **Preserve Existing Affordable Housing**

Even as it suffers from a severe lack of available and affordable housing, Juneau continues to lose older rental units, particularly in larger multifamily buildings. These properties typically have lower rents, and their loss only exacerbates the housing challenges faced by the community's most vulnerable households. Older single-family homes, and especially older mobile homes, are also at risk.

CBJ's Community Development Department should work to address existing problem properties and intervene in new cases that arise before property conditions deteriorate to such an extent that the buildings can no longer be saved. This can be done through housing and building inspections, code enforcement efforts, and the use of both "carrots" and "sticks" to encourage owners to address problematic conditions or transfer their properties to owners who will.

		30-Year Goal	Annual Goal
Preservation			
	Affordable Rental Units	300	10
	Single-family Homes	300	10
	Mobile Homes	150	5
	Preservation Total	750	25

This is similar to efforts in Miami Beach, FL where the city used Community Redevelopment Agency (CRA) funds in the form of TIF (Tax Increment Financing) to acquire three hotel/apartment structures. The city utilized the Miami Beach Community Development Corporation (MBCDC) to effectuate the acquisitions. This is the entity that was initiated in 1981 to begin efforts to save the city's Art Deco District. The CDC is a nonprofit entity that is dedicated to neighborhood revitalization and has affordable housing as a core goal today.

Metrics

- Number of rehabilitation permits pulled per year (including information on the properties being addressed, the scope and scale of the rehabilitation work, and the neighborhood in which the improved properties are located).
- Number of homes improved (projects completed) with energy efficiency upgrades.
- Number of properties on blighted property list or with serious code violations.
- Number of properties threatened with or lost to demolition.

Implementation

- Locate funds to reinstate Code Enforcement Officer.
- Develop a plan to address “slumlord” economy.
- Create a CBJ requirement that all rental property.
 - Be registered with the CBJ and each property list a registered agent/manager/ 24-7 reachable point of contact for every unit in the rental inventory.
 - Be subject to a periodic inspection (period can vary; but creating an inspection regimen parallel to Section 8 is recommended).
 - Create a provision where owners passing inspections are subsequently eligible for property upgrade funding assistance.
- Establish prohibitive fines for code enforcement violations (these not only create safe housing for the lowest income residents in Juneau but also lead to building improvements and/or ownership changes when meeting “code” becomes cumbersome for current owner).
- Develop and implement a blighted property ordinance.
- Resolve issues surrounding the problematic Gastineau Building and consider acquisition of property to begin implementing housing in the downtown.
- Use Affordable Housing Fund and other sources to expand loan programs to help residents repair single-family homes, mobile homes, and manufactured housing.
- Use Affordable Housing Fund and other sources to support energy efficiency upgrades to existing affordable properties.

Potential Partners

CBJ, AHC, Planning Commission, Juneau Realtors, JEDC, SEBIA, Neighborhood associations, JEDC Industry Cluster Working Groups, Major Employers, Bartlett, SEARHC, REACH, Alaskan Brewing Co., UAS, Realtors, Mobile Home Park owners, SEBIA, Juneau Housing Trust, AHFC

6. CBJ Owned Land

- **Develop New Policies for the Use of CBJ-owned Land and Assets**

Publicly owned land and assets can be one of the most powerful tools a local government has to address housing availability and affordability issues. CBJ's Land Management Plan clearly recognizes this potential and the importance of having a transparent and strategic approach to making public land available for development. The Plan's stated goals – including guiding developers on the best future use of public land and disposing of land in a way that promotes compact urban growth – position it to do so. It is recommended that the CBJ build on this foundation in two important ways.

1. First, public land should be thought of not only as a means by which Juneau can encourage “beneficial private economic activity” and guide “a rational growth pattern,” but also, importantly, as a means by which Juneau can achieve key policy goals. These goals include filling key housing gaps – by making public land available more cheaply for projects that promise to provide affordable or senior housing, for example. These goals also include preserving land for future generations – by allowing developers to “pay for” their environmental mediation requirements, in part or whole, by “buying” city owned land for permanent conservation.
2. Second, it is suggested that it may be beneficial to bring the same strategic thinking (focused on undeveloped public land) to bear on buildings that come into CBJ's ownership as a result of tax foreclosure or code enforcement and demolition efforts.

In both cases – in efforts related to undeveloped land as well as to distressed properties in need of redevelopment – there must be genuinely sharp teeth in the disposition process to hold buyers of public land and buildings accountable for doing what they say they will do. There should also be a greater commitment to utilize a Request for Proposal Process (as described in the Land Management Plan) to limit the recipients of public land and assets to doing only those things that the borough wants on those sites. An RFP process creates additional opportunity for developers to demonstrate their capacity to carry out such projects, and also gives the community an opportunity to review and evaluate proposals. RFP's could be used to tie the final transfer of land ownership to the completion of a development project or other mechanisms to encourage project completion. The current draft Land Management Plan that is being prepared by the Lands Department presents an opportunity for CBJ to begin to put this recommendation into effect.

CBJ could use the 150 acres on Pederson Hill as a case study and develop the site with a combination of market and workforce housing.

- CBJ can utilize existing General Fund dollars, or bond, for the infrastructure costs.
- Upon completion of the utilities and roads, CBJ could sell the lots to builders (up to

- 30% of the lots) and individuals (self-build).
- The sales price for the lots should be utilized to reimburse the General Fund or pay back the bond. CBJ should institute a maximum of two years for all buyers to obtain Certificates of Occupancy (CO), thus ensuring that housing is built and that land is not simply land banked by developers or self-build individuals.
- CBJ should designate a minimum of 20% of Pederson Hill lots for affordable housing and made available to buyers earning less than 50% AMI. As one of the first efforts after adopting this strategy, this project would send all the right signals, hinge on important partnerships, and begin to clarify roles.

This would be similar to policies in Park City, UT where PCMC has recognized that the private market has neither the desire nor incentive to build workforce housing. PCMC has utilized payments in lieu from developers (a result of regulatory inclusionary requirements put into place in the late 1980s) to develop workforce-housing units. More recently, Park City dedicated \$35M from the General Fund over the next ten years to construct workforce housing units. Park City, UT and Seattle are two of the most forwarding thinking communities in the country right now; their policies - and their deployment of their own monies - exemplify acknowledgement and internalization of the fact that good things have costs.

Metrics

- In regard to developable parcels of land owned by the CBJ:
 - Portion identified for particular end use.
 - Portion with active RFP process underway.
 - Number of RFPs distributed.
 - Number of proposals returned.
 - Portion with developer selected and contracts signed (note date of selection and agreement).
 - Number of units proposed by type, tenure and price.
 - Slated for affordable housing.
 - Slated for senior housing.
 - Portion in construction (note date construction began)
 - Portion construction completed.
 - Number of units built by type, tenure and price.
- As regards problematic properties acquired through foreclosure or code enforcement
- Portion identified for particular end use.
- Portion with active RFP process underway.
 - Number of RFPs distributed.
 - Number of proposals returned.
 - Portion with developer selected and contracts signed (note date of selection and agreement).
 - Slated for affordable housing.
 - Number of units proposed by type, tenure and price.
 - Slated for senior housing.
 - Number of units proposed by type, tenure and price.

- Portion in construction (note date construction began).
- Portion construction completed.
 - Number of units built by type, tenure and price.
- Number of CBJ-owned parcels “bought” for permanent preservation.
- Dollars raised by the sale of publicly owned parcels for development or preservation.

Implementation

- Finalize new land management plan, including inventory of CBJ-owned land that identifies which sites are appropriate for development and which are not (based on topography, existing infrastructure, environmental impacts, etc.).
- Be sure any CBJ-owned land slated for developed is zoned for the least restrictive/ highest density use, consistent with the Comprehensive Plan; rezone certain parcels as necessary.
- Adopt formal criteria for determining the appropriate use of developable publicly owned land (such as its impact on housing affordability and gaps, and its ability to catalyze larger development projects).
- Work with Army Corps on Land banking concept for parcels inappropriate for development.
- Create a Problem Building Acquisition and Redevelopment Plan that mirror the thinking in the new land management plan, efforts to appropriately zone developable parcels, and the criteria for determining the appropriate use of land.
- Create a menu of disposition strategies for publicly owned land and buildings.
 - Properties could be transferred incrementally (for example, as phases of construction are completed or as additional financing is secured or as certificates of occupancy are issued) to assist developers and maintain control
 - Establish a process by which developers can ‘buy down’ the sale price for a particular property by building projects that meet key public objectives.
 - Develop a competitive process for CBJ-owned property disposal that awards points for project design, capital investment, number of units, density, project timeline, overall expected property value increase, affordability of new units to be built and price. Reduce required cash price to 0-50% or less of current appraised value.
- Consider identifying a few CBJ-owned properties appropriate for workforce or senior housing and a mix of uses for disposition and development through a national RFP process. These sites could be sold at a low-cost sale, given away, made available through a public/private partnership (land lease through a Land Trust such as in Burlington, VT).

Potential Partners

CBJ, AHC, Planning Commission, Juneau Realtors, JEDC, SEBIA, Neighborhood associations

7. Zoning Changes

- **Update Zoning Tools with a Focus on Housing**

The existing Zoning Ordinance does not include any inclusionary zoning requirements for workforce or affordable housing.⁶

The CBJ Comprehensive Plan (Policy 4.6 – Implementing Action 3) calls for “an analysis of inclusionary affordable housing zoning standards and requirements that could be suitable for application in the borough.” There are several viable options for inclusionary zoning. It is proposed that two be advanced.

1. First, mandating that developers build a defined percentage of their project as affordable housing (with a density bonus making it a win/win for the city and developer); and
2. Second, adding “points” for affordable housing to the Bonus Procedures and Policies section of the Zoning Ordinance (Title 49, Chapter 49.60 (Articles I & II)).

Regulatory requirements such as these are an effective way to supplement CBJ’s more direct role in providing housing through the disposition and/or development of city-owned land and assets. Best practices suitable for modified use in Juneau include Montgomery County, MD’s Moderate Priced Dwelling Unit Ordinance, Madison Wisconsin’s Inclusionary Zoning Ordinance, and San Diego’s use of inclusionary policies in their NCFUA (North City Future Urbanizing Area).

In addition, Juneau cannot afford to build infrastructure and then allow low-intensity development to use it. That is the very definition of private gain at public expense.

The cost of such infrastructure is just too high, and allowing low-intensity development to benefit from expensive infrastructure means the rest of the community is paying to subsidize the infrastructure for those areas. The city must instead create and enforce a policy that directs new development to areas with existing infrastructure. (Incentivizing in-fill development where services and utilities already exist is one of the principle concepts in the CBJ Comprehensive Plan and is referenced, too, in the CBJ Land Management Plan.) In those instances where roads and sewer lines are expanded, the re-zoning of these areas should be automatic. The question about the impact of infrastructure and the development that goes with it on neighborhood character should be addressed and resolved before the infrastructure is funded and built. As resources are scarce, it is reasonable to apply a cost-benefit analysis to these projects and to establish a policy that they should be sustainable over their life without needing public support from tax payers who do not benefit from the infrastructure. For current areas with low-scale zoning and expensive infrastructure, there should be a regular review of the financial costs, including debt costs, to Juneau for the maintenance of that

⁶ Section 49.15.670(g)(3)(B) does note a specific bonus density opportunity for Planned Unit Developments of up to “five percent for a mixture of housing units, at least 15 percent of which are designed for purchase via a monthly mortgage payment of no more than 30 percent of the median income in the City and Borough, as calculated by the Alaska Department of Labor.”

infrastructure compared to the tax base it supports.

The concept of requiring developers to designate 10 – 25% of a development (generally greater than 5 or 10 units) as affordable housing with deed restrictions has been used extensively in the US as noted.

Metrics

- Number of affordable housing units built through inclusionary zoning.
- Number of developers taking advantage of “points” for affordable housing.
- Number of infill units constructed (new units that did not require any new infrastructure investment) .
- Return on investment for new water/sewer/road financed by public within 10 years.

Implementation

- Develop inclusionary housing ordinance and bonus points for workforce and senior housing.
- Evaluate policies designed to encourage new development areas that already have infrastructure.
- Streamline/fast-track infill housing permitting.
- Evaluate policies that stipulate that CBJ does not have to spend money on infrastructure for new development if those projects do not address community-wide workforce or senior housing needs.
- Evaluate policies that require clear cost recovery before CBJ will pay for infrastructure to outlying development areas.
- Use LID (local improvement district) financing for new roads and utility service so developers need not front the total cost of public infrastructure on new projects, and do so in a shared manner so the burden does not fall inordinately on the owner or the developer.
- Make infrastructure development automatically increase zoning density.
- Re-zone D-18 zoning districts to Mixed Use.
- Evaluate other areas that need to be “up-zoned” – either areas that would be appropriate for greater residential density or switched from residential only to mixed- use areas.
- Evaluate criteria for approving conditional use permits.
- Adjust the language in the zoning ordinance to “require” there be both housing and commercial uses in mixed-use zoning areas.
- Look at reducing set-backs and minimum lot sizes for duplex, ADUs and bungalow infill units.
- Complete the bonus section of Title 49 as envisioned in the 2013 Comprehensive Plan.

Potential Partners

SEBIA, AHC, AMHLT, landowners, Realtors, Mortgage lenders

8. Small Area Plans

- **Develop Small Area (Neighborhood) Plans**

(With detailed incentives for and direction on tackling affordability and availability issues)

Creating discrete, small area or neighborhood plans allows Juneau to look closely at a section of the borough and identify specific places that have the right infrastructure and capacity to be up-zoned, rezoned, or otherwise targeted for additional housing units.

These kind of plans also afford the community a chance to evaluate set-backs, lot size, home sizes and other details that are difficult to do in the abstract, but that can be useful tools when addressed on a smaller, more detailed scale. At a more localized scale there are more opportunities to see how different lot sizes and home sizes can be incorporated into a place without harming or dramatically changing the charm and character of the community. Plans should identify areas that could support additional height and density.

Neighborhood plans will not only help Juneau create a broader range of housing types, but also better utilize existing transportation and infrastructure. These types of plans take significant time and focus for the government and community, so doing one per year is a reasonable goal.

This strategy for ensuring strong community involvement in the creation of detailed and predictable neighborhood plans has been employed throughout the nation. It is a strategy designed to ensure the local community is directly involved in the detailed vision setting and planning for its neighborhood. Such plans are intentionally less broad than a city's comprehensive plan so that they can give the local community direct involvement and so as to allow for more detailed planning than would be attainable at the Comprehensive Plan level.

Metrics

- Number of neighborhood plans completed per year.
- Public participation in the planning projects.
- Total new housing (rental and ownership) allowed under approved neighborhood plans.
- Development activity associated with completed plans.
- Increased potential and realized economic value attributable to completed plans.

Implementation

- Identify five to ten areas appropriate for detailed neighborhood plans.
- Prioritize these areas based on development potential, developer/investor interest, community input, existing infrastructure, and ability to provide needed community benefits (e.g. senior housing, schools, parks, services).
- Invite neighborhood organizations and associations to help establish neighborhood or planning area boundaries.
- Invite local and outside developers to tour sites and discuss potential projects.
- Invite local and outside financing firms to help evaluate projects and potential

investment opportunities.

- Meet with property owners to discover current development plans and timing, the presence of any real and/or perceived obstacles to development, opportunities to provide assistance, opportunities to add housing to existing plans, and their willingness to sell if they have no plans for development.
- Work with area residents and stakeholders to digest feedback from developers, lenders, and property owners and create goals and objectives for area improvements
- Develop housing targets for each plan to encourage mixed-income housing.
- Develop preservation targets and implementation tools for each plan for housing preserved or replaced.
- Consider using TIF (Tax Increment Financing) funding methods to bring about implementation of neighborhood plans.

Potential Partners

Schools, Neighborhood Associations, Chamber of Commerce, DBA, DIG, Downtown Revitalization Group, Juneau Community Foundation

9. Downtown Strategy

The most important of these detailed neighborhood plans is the one that needs to be done for downtown. The downtown area has a significant opportunity to receive housing development on infill lots or via the redevelopment of some older structures. This would bring added vitality and increased economic activity to this essential part of Juneau.

CBJ-owned property (both land and buildings) is the ideal incubator for housing development in this area, and the disposition of these parcels should be strategic, closely aligned with public priorities for the area, and handled in a way (likely through an RFP process) that holds developers accountable. A reinvigorated downtown with a greater array of housing choices also stands to boost the borough's tourism industry, overall quality of life, and future population growth.

These recommendations are meant to build upon the planning efforts already underway in the Willoughby District and the Downtown Historic District.

Communities as diverse as Burlington, Vermont to South Bend, Indiana have taken similar initiatives. These communities have identified the need for specific planning documents that address the needs of a downtown environment coupled with the need for a diversity of housing options, both in typology and cost/rent.

Metrics

- Number of housing units in downtown area by type, tenure and price.
- Dollars of new investment activity in downtown.
- Development activity associated with completed plans.
- Number of people living in downtown CBJ.
- Retail sales activity in downtown CBJ (and associated sales tax revenues)
- Number of blighted properties in downtown CBJ.
 - Number of units in problematic buildings and/or themselves in problematic condition.
 - Number of people living in poor buildings or poor units.
- Increased property value and related taxes in downtown CBJ following the new construction, redevelopment, or rehabilitation of area properties.

Implementation

- Make downtown area one of first detailed neighborhood planning areas.
- Set a goal for number of residential units desired in downtown.
- Create a downtown improvement district with a revenue stream to fund activities, upgrades and other incentives for people to live and shop in downtown CBJ.
- Inventory abandoned and illegal housing units in Downtown.
- Implement a blighted properties ordinance to encourage land-owners to fix up downtown building.
- Develop incentives and provide assistance to upgrade and permit existing

illegal housing units in residential properties.

- Identify a development project that CBJ can partner in that will catalyze more activity in downtown.
- Invite local and outside developers to tour sites and discuss potential projects.
- Invite local and outside financing firms to help evaluate projects and potential investment opportunities.
- Seek and assemble resources, including Housing Fund resources, to coordinate restoration for housing above the retail level within historic buildings.
- Develop Historic Preservation Opportunities – create a locally funded program to augment other programs.
- Evaluate opportunity to utilize outside funding (e.g. Brownfields funding, historic preservation tax credits) to support downtown investment.
- Consider cruise ship passenger fees as a possible funding source for downtown tourism-related housing.
- Consider inclusionary zoning requirements for tourism-related businesses to ensure new businesses also contribute to housing needs for their workers and/or to ensure that as new tourism jobs develop, new CBJ development is working to meet housing needs.
- Consider tax incentives to bring a grocery store to downtown area.
- Evaluate, including potential state code changes to allow, postponing taxes (or lengthening an abatement period) on any new value created in downtown area for next 3-5 years in order to encourage activity (or consider a more targeted approach just focused on housing creation).
- Address Parking:
 - Review the 2010 parking plan and address issues related to Demand Management efforts and the coordination of new investors in public parking opportunities.
 - Examine opportunities to leverage new development to obtain public parking
 - Review offsite mitigation opportunities.
 - Evaluate the ability of a downtown transit network to counter the challenge of limited parking and to make it easier for residents and visitors to move around downtown. Consider the appropriate technology (bus, rail, trolley, electric, etc.) to do this.

Potential Partners

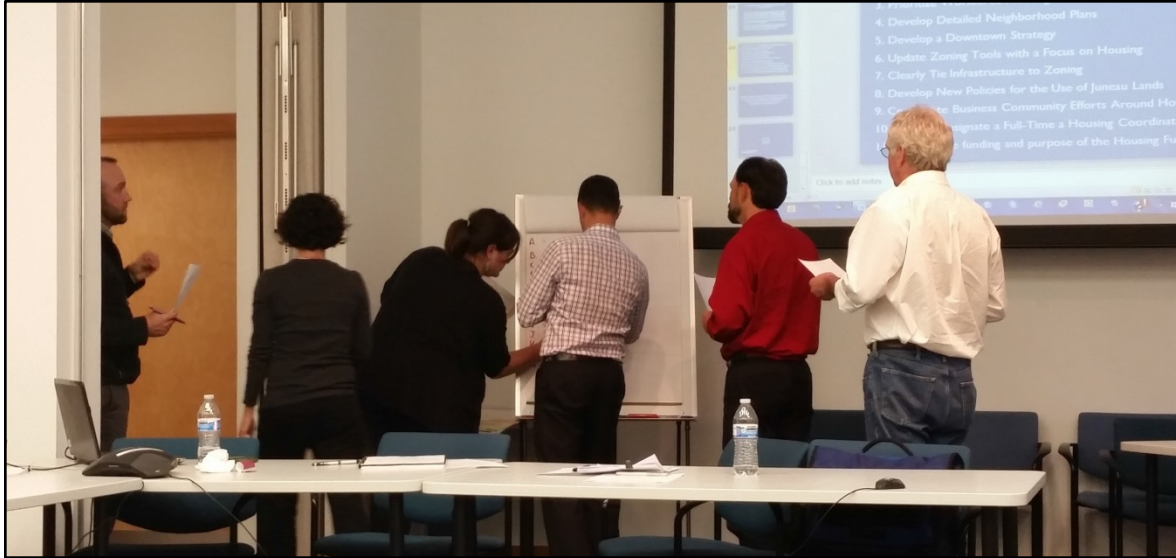
Schools, Neighborhood Associations, Chamber of Commerce, DBA, DIG, Downtown Revitalization Group, Juneau Community Foundation, JEDC

Potential Sources of Revenue

Main Street Programs

Business Improvement Districts

ArtPlace America (which recently awarded the Cook Inlet Housing Authority)



The research for this report was conducted by czbLLC (Alexandria, Virginia). It was prepared during the period February - September 2015 under the direction of the City and Borough of Juneau.

Appendix 1

Community Survey Results

Description		If "Business as Usual"			The Ideal Future		
		Chosen	Rank	Respondent Rank	Chosen	Rank	Respondent Rank
Please choose the five (5) keywords/phrases that best describe Juneau...	Smaller	157	7	2.8	14	20	2.9
	About the same size	199	5	2.9	94	12	3.9
	Vibrant	18	22	3.2	174	8	3.4
	Multi Generational	24	19	3.3	177	7	3.5
	Uninviting	248	2	2.6	3	22	3.3
	Historic	56	14	3.7	87	13	4.1
	Lacking Identity	72	12	3.4			
	Rundown/Outdated/Aging	302	1	2.4	3	22	3.0
	Cultural/Arts/Entertainment	73	11	3.2	197	6	3.8
	Threatened	225	3	2.5	3	22	1.5
	Crowded	107	10	2.9	3	22	3.0
	Uniform, Boring, 'Anywhere USA'	28	18	3.4			
	Family Friendly	45	15	2.5	280	2	2.7
	Affordable	5	26	2.0	334	1	1.9
	Diverse	29	17	3.3	122	10	3.3
	Inviting	12	24	2.8	123	9	3.3
	Contemporary	2	27	4.0	25	19	4.0
	Funky/Colorful/Full of Character	43	16	2.8	86	14	3.5
	Natural Setting	137	9	2.7	208	5	2.9
	Growing	22	20	3.6	117	11	3.1
	Strong Identity	18	22	3.6	74	15	3.7
	Protected	20	21	3.5	27	18	3.5
	Underutilized/Room to Grow	141	8	2.7	8	21	3.4
	Sustainable	10	25	2.9	256	3	2.7
	Tourism	208	4	3.4	69	16	3.6
	Mining	65	13	3.9	61	17	3.7
	State Capital	187	6	2.8	231	4	2.5

Question	Response	#	Rank
Please choose the three (3) most accurate depictions of the Juneau's current housing situation.	It is fine; I don't think there is a problem.	33	7
	There are not enough options for people, especially entry-level workers and seniors	458	1
	We have a shortage of housing options	453	2
	We are overbuilt and should be a smaller city	28	8
	We have a hard time attracting workers because we don't have enough housing	236	4
	We are building too much right now	28	8
	We are not building enough housing to meet our community needs	256	3
	We have fallen behind where we should be with regard to housing	226	5
	Current housing is not going to stay around forever because of the challenge to maintain it	115	6
Under which conditions, if any, would you be willing to consider additional height/stories and density beyond current code requirements/allowances? Select all that apply.	If it means more people that work in Juneau can live here	326	1
	If it allows us to preserve for our our natural environment	253	4
	If it allows us to continue to support the unique services and features that we enjoy	236	5
	If it allows Juneau seniors to continue to live here after retirement	263	3
	It allows us to use our existing infrastructure in the most cost-effective way	293	2
	If it allows us to decrease the carbon footprint of a project	227	6
	If it reduces the need to build in un-touched natural areas	216	7
	I don't think anything justifies more height or density	73	8

Description		# Voted	Rank	Average Respondent Rank
Please choose the core values YOU BELIEVE SHOULD BE SHAPING decision making in Juneau. Pick your top five (5).	Economic Sustainability (fiscal stability and independence)	563	1	2.7
	Family Friendly	455	2	2.5
	A Good Place To Retire	165	9	3.4
	Resilient Spirit	50	14	3.9
	Historic Character	142	12	4.0
	Unique Culture	155	11	3.7
	Outdoors	301	5	3.5
	Independence	114	13	3.3
	Sense of Community	425	3	2.9
	Small Town	164	10	3.5
	Natural Setting	259	6	3.5
	Special and Unique Community Services (Ski Resort, Pools, etc.)	328	4	3.7
	Boating/Ocean Life	176	8	3.8
	Environmental Stewardship	227	7	3.1
Please choose the five (5) most important considerations to take into account when considering development in Juneau.	Eqty (Support/ promote diversity in people, housing and affordability)	300	5	2.6
	Make sure people who work here can live here	525	1	2.2
	Ensure seniors can age in place/stay in the community	225	6	3.4
	Provide housing choices for the whole community	370	2	3.1
	Environmental sustainability	195	7	3.3
	Ensuring all of us can maintain our connection to nature and the outdoors	155	11	3.8
	Supporting our business community	159	10	3.4
	Ensuring we can support the services that make Juneau unique (skiing, pools, libraries, etc.)	148	12	3.8
	Economic sustainability	364	3	2.8
	Protecting our role as a regional hub	172	9	3.6
	Quality of Life	343	4	3.1
	Carefully managing the local government budget	179	8	3.2

Description		# Voted	Rank	Average Respondent Rank
Please identify the top three (3) housing priorities for your community.	We need to protect the property values of people who own homes now	160	5	1.9
	Families, especially of workers in our area, should have the ability to make Juneau their home	425	1	2.0
	We should prioritize our environment first	89	6	2.0
	Children growing up in Juneau should be able to live here when they grow up	270	4	2.4
	People should be able to find a home whether they are starting their career or entering retirement	419	2	1.8
	We need a housing market that will ensure Juneau can sustain and survive into the future	391	3	2.0
Please describe the top three (3) guidelines for the disposition of land that CBJ controls now or could control.	Be careful how much is sold so as not to put so much out there it hurts our home values	231	4	2.0
	Only sell it for projects that will help address our housing options.	444	1	1.7
	Sell it for the highest value it can get	170	5	2.0
	Don't sell anything	49	6	2.2
	Consider giving some of it to non-profits that can develop more housing options	392	2	2.0
	Give it away to help build assisted living housing for seniors.	233	3	2.4
What are the top three (3) reasons you live in Juneau?	Access to the water	182	5	2.3
	Work	365	1	1.6
	My family has always lived here	167	6	1.7
	Mountains	191	4	2.4
	Natural Setting	355	2	2.1
	Community Character	234	3	2.2
	Affordable	5	7	1.8

Question	Response	#	%
Juneau is presently capable of being economically self-sufficient, independent from money from the State or Federal government in the form of subsidies	True	38	6%
	False	572	94%
	Total	610	
Juneau should be capable of being economically self-sufficient, independent from money from the State or Federal government in the form of subsidies	Agree	305	50%
	Disagree	305	50%
	Total	610	
Should municipal government play a more active role to address housing issues. Choice, availability and cost?	Yes	313	57%
	No	63	12%
	Perhaps	171	31%
	Total	547	
Should municipal government assume a direct financial role—Juneau itself writing a check in tackling affordable housing issues?	Yes, but only to a very nominal degree	68	12%
	Yes, to a moderate degree	102	19%
	Yes, to a substantial degree	71	13%
	No	149	27%
	Not sure	156	29%
	Total	546	

Appendix 2 Implementation Actions

Committee of the Whole, August 29, 2016 Packet Page 118 of 130 ACTION	Adopt Housing Action Plan	Prioritize Affordable Housing Fund	Hire Housing Director	Create housing for workforce, seniors, and young families	Preserve Existing Affordable Housing	Develop policies for CBJ owned land and assets	Amend Zoning Code to promote housing	Develop Neighborhood Plans	Develop Downtown Strategy	Timeline
	Hold public meetings to gather community feedback on the Plan	Raise revenue for fund through taxes, grants, donations, sale of CBJ land, permit surcharges	Draft project list with Affordable Housing Commission	Set annual unit goal established in Plan	Reinstate Code Enforcement Officer	Finalize update to CBJ Land Management Plan to include inventory of buildable land	Develop inclusionary zoning ordinance	Identify and prioritize areas for neighborhood plans	Set goal for number of downtown housing units	
	Development of report card to measure progress	Broaden scope of eligible projects	Develop benchmarks	Maximize/ leverage employer provided housing	Impose prohibitive fines for code enforcement violations	Apply appropriate zoning for CBJ buildable lands	Use LID financing for new roads and utility service to facilitate development	Use plans to identify housing development opportunities	Create downtown improvement district with a revenue stream	
		Prioritize funding of workforce and senior housing	Conduct annual needs assessment	Create tax abatement program	Develop blighted property ordinance	Adopt criteria for determining how Plan goals are achieved through development of specific CBJ parcels	Create inability to vary transition zone designation	Develop housing targets for each subarea	Inventory vacant/ abandoned/ blighted housing units	
		Develop operating plan	Create work plan	Evaluate potential to replace obsolete mobile homes	Support energy efficiency upgrades to existing units	Consider disposing of unbuildable sites to Army Corps land bank	Re-zone D-18 lands to Mixed Use	Encourage mixed income housing	Market devleopment opportunities to outside developers and financiers	
		Hire fund manager to grow housing fund when it isn't being used to promote housing		Evaluate use of Tax Increment Financing (TIF)		Create stratety for CBJ land disposal aimed at meeting housing goals	Evaluate areas to be up-zoned		Review parking ordinance to ensure policies promote development	
				Make CBJ land available for projects		Identify land for workforce and senior housing to be developed through national	Require residential and commercial uses in mixed-use zoning		Implement blighted areas ordinance	
				Ensure assisted living facilities are connected to affordable workforce housing			Reduce setbacks and minimum lot sizes for duplex units		Develop incentives and provide assistance to	
				Coordinate and support training for CNAs, LPNs			Infrastructure development automatically triggers upzoning		upgrade and permit existing vacant residential units	
				Create tax abatement program for first time home buyers			Update T49 as envisioned by 2013 Comp. Plan Update			
				Down payment assistance and property upgrade assistance						

Appendix 3

czb presentation to Assembly, 10/28/15

Agenda
Planning Commission
Regular Meeting
CITY AND BOROUGH OF JUNEAU
Ben Haight, Chairman
July 12, 2016

I. ROLL CALL

Ben Haight, Chairman, called the Regular Meeting of the City and Borough of Juneau (CBJ) Planning Commission (PC), held in the Assembly Chambers of the Municipal Building, to order at 7:07 p.m.

Commissioners present: Ben Haight, Chairman; Paul Voelckers, Vice Chairman; Percy Frisby, Nathaniel Dye, Matthew Bell, Kirsten Shelton-Walker, Carl Greene

Commissioners absent: Bill Peters, Michael LeVine

Staff present: Rob Steedle, CDD Director; Beth McKibben, Planning Manager; Jill Maclean, Senior Planner; Jonathan Lange, Planner II; Tim Felstead, Planner II; Robert Palmer, Assistant Municipal Attorney; Greg Chaney, Lands Manager; Dan Bleidorn, Deputy Lands Manager

Assembly members: Debbie White

II. APPROVAL OF MINUTES

- June 14, 2016 Regular Planning Commission Meeting
- May 24, 2016 Committee of the Whole Planning Commission Meeting

MOTION: *by Mr. Bell, to approve the Committee of the Whole Planning Commission meeting minutes from May 24, 2016, and the June 14, 2016, Regular Planning Commission meeting minutes with any minor modifications by staff or Commission members.*

Mr. Steedle announced that Items CSP2016 0009 and CSP2016 0007 which are consistency reviews for disposal of CBJ-owned property were pulled from the agenda as they are items that do not need to go before the Commission.

Mr. Palmer explained that the items pulled from the Consent Agenda deal with Renninger Subdivision. These two items have been reviewed by the CDD and by the Lands Department. It became apparent, said Mr. Palmer, that these Renninger properties were the result of an Assembly-initiated action which do not need to be reviewed by the Planning Commission, since this was not initiated by a third party.

III. PUBLIC PARTICIPATION ON NON-AGENDA ITEMS - None

IV. PLANNING COMMISSION LIAISON REPORT

Sales Tax

Assembly Liaison to the Planning Commission Debbie White said that at the Assembly meeting held on July 11, 2016, that the Assembly approved placement on the ballot the 3% temporary tax for another five years. It also approved the second option be placed on the ballot to make that 3% sales tax permanent, said Ms. White. The Assembly also approved that an 8% tax on marijuana be placed on the ballot instead of a 5% tax, said Ms. White.

Rezones

The Assembly approved the rezone for the property located between Sherwood Avenue and Engineers Cutoff, said Ms. White.

Dunn Street

The Assembly came to a resolution with the property owners on Dunn Street, said Ms. White.

Appeals

The Olmo appeal will be heard on November 21, 2016. The hearing officer will be Assembly member Maria Gladziszewski, said Ms. White.

The Assembly has also accepted an appeal regarding the small asphalt plant which was requesting that it be located on Sherwood Avenue. Assembly member Loren Jones will be the hearing officer for that appeal, said Ms. White.

AEL&P Construction

The Assembly has been receiving requests to communicate with RCA (Regulatory Commission of Alaska), regarding AEL&P constructing a large plant in the industrial area after it had stated that Sweetheart Creek was not necessary. In light of this the construction of a large diesel powered plant or a hydro plant seemed contradictory, said Ms. White.

Executive Session

The Assembly held an executive session to discuss the City Attorney's evaluation, said Ms. White.

Ms. White said she was happy to see the Planning Commission dealing with unintended consequences as a result of the passage of Title 49 as one big package. Ms. White suggested that when the Planning Commission submits large portions of legislation before the Assembly

that it does so in a piecemeal fashion so that the Assembly can better deal with the information that it receives.

Ms. White said that she had received very favorable comments about CDD Planner Jonathan Lange from a local lender in town. She said the lender appreciated being approached for their input and how it would affect their agency on business before the Planning Department.

V. RECONSIDERATION OF THE FOLLOWING ITEMS - None

VI. CONSENT AGENDA

CSP2016 0009 removed from agenda

~~**A. CSP2016 0009:** Consistency review for disposal of CBJ owned property; Lot 6 & Lot 7, Renninger Subdivision, Lemon Creek~~

~~**Applicant:** City and Borough of Juneau~~

~~**Location:** 1598 Renninger Street & 1600 Renninger Street~~

B. AAP2016 0011: Conditional Use permit for 600 square foot accessory apartment on an undersized lot.

Applicant: Teri Stone

Location: 503 F Street

Staff Recommendation

Staff recommends that the Planning Commission adopt the Director's analysis and findings and approve the requested accessory apartment permit. The permit would allow the development of a 600 square foot accessory apartment on an under-sized lot in a D5 zoning district.

The approval is subject to the following conditions:

1. The applicant must receive a final inspection for the second story deck that built in 2002 and must close out the existing building permit BLD2002-00415 prior to receiving a building permit for the accessory apartment.
2. Any outdoor construction activity shall be limited to 7:00 am to 10:00 pm Monday through Friday, and 9:00 am to 10:00 pm Saturday and Sunday.

AAP2016 0011 was approved unanimously accepting the staff's findings, analysis and recommendations.

~~**C. CSP2016 0007:** Consistency review for disposal of CBJ owned property; Lot 3, Renninger Subdivision, Lemon Creek~~

~~**Applicant:** City and Borough of Juneau~~

~~**Location:** 1589 Renninger Street~~

CSP2016 0008 was moved to the regular agenda.

VII. CONSIDERATION OF ORDINANCES AND RESOLUTIONS - None

VIII. UNFINISHED BUSINESS - None

IX. REGULAR AGENDA

CSP2016 0008: A City Project Review of a proposed lot line adjustment resulting in disposal of CBJ land to a private owner.

Applicant: City and Borough of Juneau

Location: 17255 & 17275 Pt. Lena Loop Road

Staff Recommendation

Staff recommends that the Planning Commission recommend approval to the Assembly of CSP2016 0008, a City Project Review of a proposed lot line adjustment resulting in disposal of CBJ land to a private owner.

This proposal is for a lot line adjustment, said Mr. Lange, which would result in the disposal of 2,345.68 square feet of CBJ land from the Lena Point Natural Area Park to Alaska Power and Telephone for the purpose of laying a fiber optic cable. The Planning Commission is to either recommend approval or denial to the Assembly for the disposal of this portion of the park land, said Mr. Lange. The natural area park is managed by Parks and Recreation and it is classified as a natural area park in the Comprehensive Plan, said Mr. Lange.

Alaska Power and Telephone purchased the home and land for the purpose of installing a fiber optic cable, and upon purchase, discovered that the former owner of the home had encroached into CBJ land, said Mr. Lange. It is this land that Alaska Power and Telephone would like to purchase from CBJ, said Mr. Lange.

The sale of this land would be in line with the Comprehensive Plan in that it is contributing to entrepreneurship and innovation as well as supplying services for the community, said Mr. Lange. It is up to the Commission to decide if this portion of land has more value as park land or would it result in more value to the community facilitating the installation of fiber optic cable for the community, said Mr. Lange. The lot line adjustment would be done within the department and would be a minor subdivision approval, said Mr. Lange.

Commission Comments and Questions

Mr. Voelckers asked if the optic fiber line would run right along the proposed new lot line, and if it would miss improvements already in place.

Mr. Lange responded in the affirmative.

Mr. Palmer explained that for a project such as this which is requested by a third-party, that the Planning Commission actually stands in the shoes of the Assembly and makes the initial determination regarding the disposal of this property. The secondary question is if this action would be in compliance with Title 49 and the Comprehensive Plan, said Mr. Palmer. The decision on this request is balancing the addition to the community of the fiber optic cable with the past owner's encroachment, and balancing the potential harm which could occur as a result of the disposal of natural parkland, said Mr. Palmer.

Mr. Chaney said they are not dealing with the original owners who created the encroachment and that it would be a benefit to the community to obtain a high quality fiber optic connection. It is a small strip of land which is under consideration, said Mr. Chaney. This parcel has been developed as a driveway and yard with the adjacent home for many years, he said. If this disposal was not granted it would mean significant damage would need to be done to the existing home for the installation of the fiber optic cable, said Mr. Chaney. The applicant would have to pay fair market value for the property, said Mr. Chaney, adding that the department head for Parks and Recreation is in favor of the proposal. If the Commission decides not to approve the sale, said Mr. Chaney, the Lands Department would require all of the existing improvements on that land parcel be removed and returned to its natural state. Should the sale be approved, the applicant could be asked to also make some improvements to the park as part of the deal, said Mr. Chaney.

Commission Comments and Questions

Mr. Dye asked what the square footage was for the entire park.

The staff replied that the park is composed of over 50 acres.

Mr. Chaney said he would not be opposed to a recommendation coming from the Commission that the applicant makes a good will gesture towards improving the park as part of the transaction.

In response to a question posed by Ms. Shelton-Walker, Mr. Chaney said the plan is to run the fiber optic cable down that property line and then wrap it around the existing private property on which the home is situated. There would be no impact on the adjacent City park land other than on this small portion of land which they wish to purchase from the City, said Mr. Chaney.

MOTION: *by Mr. Frisby, that CSP2016 0008 be approved with any findings, analysis and recommendations of the staff.*

Speaking in favor of the motion, Mr. Voelckers said he saw this action as the best way out of a complicated circumstance. This would have little impact on the park and the City would be compensated, said Mr. Voelckers.

The motion passed with no objection.

AME2016 0010: A Text Amendment to adopt the Housing Action Plan as part of the CBJ Comprehensive Plan

Applicant: City and Borough of Juneau

Staff Recommendation

Staff recommends that the Commission review the draft Housing Action Plan and recommend to the Assembly its adoption as an addition to the Comprehensive Plan.

According to Title 49, the Planning Commission has to review and recommend to the Assembly any amendments to Title 49 and any adoptions or amendments to the Comprehensive Plan, said Ms. McKibben. The Housing Needs Assessments completed in 2010 and 2012 by the Juneau Economic Development Council found vacancy rates which indicated a critical housing shortage in Juneau, said Ms. McKibben. Documentation goes back at least to the 1970's indicating that Juneau has had a long standing housing shortage, said Ms. McKibben.

The Juneau Economic Development Plan made a clear connection between housing and economic development, said Ms. McKibben. The Affordable Housing Commission received funding approval from the Assembly to undertake the Housing Action Plan. The Affordable Housing Commission then worked with the staff from the CDD and lands departments to develop a scope of work. A planning firm from Alexandria, Virginia, was then given a contract to complete the Housing Action Plan, said Ms. McKibben.

This plan was developed by the consultants, the Affordable Housing Commission, and the community of Juneau, said Ms. McKibben. The draft plan was presented to the Assembly in October, said Ms. McKibben. After some edits the draft plan was available for public review for 30 days, said Ms. McKibben. The plan was presented at two public open houses in March during which public input was solicited, said Ms. McKibben.

The Affordable Housing Commission has approved this plan and forwarded it to the Commission for the review which is before them, said Ms. McKibben.

The plan has shown that if the City wants to encourage housing growth then it will have to put forward its resources, said Ms. McKibben. Policies must be upheld to promote and to encourage housing development. The community needs to create more housing, and encourage more housing in all housing spectrums from young families to the growing senior population, said Ms. McKibben. The use of incentives to encourage housing development is suggested, as is streamlining the permitting process, she said.

The plan is divided into two sections with the first section defining the problem and the second section creating the toolkit to rectify the problem, said Ms. McKibben. One reason discovered

for why Juneau has a housing problem is because at this point the market is stuck said Ms. McKibben.

Consumers can't find a home that they want, companies can't hire additional employees or expand because they cannot obtain housing for their employees, or they cannot hire employees because the employees cannot find housing, said Ms. McKibben. Juneau has a very large proportion of homes which are owned outright, said Ms. McKibben. In a community with a more fluid housing market some of those individuals may sell those homes for smaller homes or condominiums as their families got smaller. Here in Juneau these home owners are staying in their original home because there is nowhere else for them to move within the community, said Ms. McKibben.

Ms. McKibben provided several examples where individuals have been offered work in Juneau and had to turn down those jobs because they could not find housing within the community.

The key recommendations in the plan are:

- 🏠 Formally adopt the plan into Juneau's Comprehensive Plan
- 🏠 Grow the affordable housing fund and its potential uses
- 🏠 Create and fund a full-time housing director (done)
- 🏠 Grow the supply and diversity of housing, aiming at specific numerical targets, through new construction and preservation
- 🏠 Preserve existing affordable housing
- 🏠 Develop new policies for the use of CBJ owned lands and assets to achieve key housing goals
- 🏠 Update CBJ zoning tools/regulations with a focus on housing
- 🏠 Develop small area/focus neighborhood plans with detailed incentives and direction on housing (such as the plan already developed for Auke Bay and underway for Lemon Creek)
- 🏠 Develop a downtown strategy that has explicit housing elements

The plan recommends that 1,980 more housing units be added to the community within 30 years, said Ms. McKibben.

Commission Comments and Questions

Mr. Frisby stated that there is federal money available for housing and asked if this avenue was being pursued.

Ms. McKibben said one of the jobs of the new Chief Housing Officer is to identify ways to grow the housing fund.

Mr. Voelckers asked where the \$3 million figure quoted for the housing fund was derived.

Ms. McKibben said she could not recall the specifics of when this figure was mentioned but she did remember the comment that \$3 million was not enough, but somewhat realistic and attainable.

Ms. Shelton-Walker asked if there were any other staffing positions of which she is not aware.

Ms. McKibben said the only recommendation for CBJ staff is for a housing director. She said Juneau now has a Chief Housing Officer. The plan recommends that the funds be managed but that would not necessarily have to come from existing staff, it could be contracted out, noted Ms. McKibben.

Ms. Shelton-Walker commented that she felt accomplishing the goals would be very difficult without a dedicated position to see that they were accomplished. She said she hoped this would be taken into account when funding for this item came before the Assembly.

Chairman Haight asked if there had been discussion about the provision of tax incentives.

Ms. McKibben said she could not recall at the moment if tax incentives were part of the plan.

Chairman Haight said he has noted over the years that the older houses have continued to increase in cost and value. He asked how this affected affordability of housing for the community.

Ms. McKibben said the plan states that if there is fluidity in the housing market that does not automatically necessitate a parallel drop in housing prices.

Mr. Voelckers said in a stuck housing market it is difficult to ascertain the exact nature of the demand for housing.

Chairman Haight asked what steps were required to make the Housing Action Plan Part of the Comprehensive Plan.

This would go forward to the Assembly with the Manager's report and an ordinance which has to be adopted by the Assembly said Ms. McKibben.

MOTION: *by Mr. Frisby, to adopt AME2016 0010 with the staff's findings, analysis and recommendations.*

Roll Call Vote:

Yeas: Greene, Dye, Frisby, Bell, Voelckers, Shelton-Walker, Haight

Nays:

The motion passed.

X. BOARD OF ADJUSTMENT - None

XI. OTHER BUSINESS

A. Housing Presentation by Scott Ciambor, Chief Housing Officer

Chief Housing Officer Scott Ciambor thanked Ms. McKibben and the other CDD staff as well as the volunteer hours put in by the Affordable Housing Commission members. Mr. Ciambor informed the Commission of the positions he has held to qualify him for the position of Chief Housing Officer. There are three housing markets to consider simultaneously, said Mr. Ciambor: fair market housing with single family homes and condominiums, affordable housing, and subsidized housing. It is important to realize that help for the housing market in Juneau has to come from within, said Mr. Ciambor.

As of 2010 the largest gaps for the homeless was supported housing for the chronically homeless and assisted living, he said. Housing First is addressing the chronically homeless and an assisted living facility has just been approved for the community, said Mr. Ciambor.

Most municipal resources across the country go to 80% area median income and below, said Mr. Ciambor. Those are the families and the income ranges which typically have the most difficult time locating housing, he said. That is where most of the federal aid falls, he said.

Workforce housing is in a slightly different range, said Mr. Ciambor. Workforce housing falls between 50% and 120% of the area median income, he said. One hundred twenty percent is about \$100,000, he said.

The availability of data has proven very successful in enabling developers to obtain federal funding for housing projects, said Mr. Ciambor. The Community Development Block Grant is a primary source of funding for affordable housing development, said Mr. Ciambor.

Juneau has by far the most capacity in the state for housing those in need of shelter, said Mr. Ciambor.

The City and Borough of Juneau is currently working on a mobile home down payment program and property tax exemptions, said Mr. Ciambor. The Juneau Housing Trust which is a community land trust buys a home which they then resell. The land on which the dwelling

stands remains with the trust, said Mr. Ciambor.

A new program for market housing provides grants for homeowners to build accessory apartments, said Mr. Ciambor. There was funding for 12 homes and they are in the process of construction or have completed construction, he said. On the state level there is the subdivision property tax abatement ordinance which could provide the Assembly with another tool to incentivize home construction, said Mr. Ciambor.

To incentivize growth in the private housing market the community is free to do as much or as little as it wishes to do, said Mr. Ciambor. Unlike communities down South, he said, Juneau cannot afford to ignore any of its housing areas because it is an independent community without access to nearby towns or bedroom communities. One of the options mentioned in the Affordable Housing Plan is for the City to purchase homes which are being foreclosed upon and repurpose them for affordable housing, said Mr. Ciambor.

The Neighborhood Improvement Development Corporation has targeted investment neighborhoods, said Mr. Ciambor. They provide a lot of resources for those particular areas of town, he said. They provide assistance through home loans and the Home Buyers Assistance Program and tax incentives among other inducements, said Mr. Ciambor.

Commission Comments and Questions

Mr. Voelckers said it seemed to him that perhaps Juneau was slightly healthier in the areas of subsidized housing and assisted living and a little more stuck economically in some of the mid and upper range privately owned properties. Mr. Voelckers asked Mr. Ciambor if it was part of his job to come up with initiatives to present to the Assembly on how to address that area of the housing market.

Mr. Ciambor said it was part of his job, and that this presentation was the first step in identifying those areas of the housing market which needed assistance for the Assembly. He said he would be working with municipal parties to define the next step in the process.

XII. DIRECTOR'S REPORT

Mr. Steedle said there are currently no items scheduled for the August 9, (2016) meeting, and that at this time there is no meeting scheduled for August 9.

The next meeting for the Title 49 Committee is July 20, (2016) said Mr. Steedle.

Ms. McKibben said there is a meeting of the Commission on Sustainability which has been working on an energy plan, and the consultants will be presenting to the Assembly Committee of the Whole on Monday, July 25. The Commission on Sustainability will also be hosting a brown bag lunch to present the plan on a date yet to be decided. The energy plan is also

available on the CBJ website, she noted.

XIII. REPORT OF REGULAR AND SPECIAL COMMITTEES

Mr. Voelckers reported that the Title 49 Committee met and worked with staff on some language improvements for variances.

XIV. PLANNING COMMISSION COMMENTS AND QUESTIONS - None

XV. ADJOURNMENT

The meeting was adjourned at 8:31 p.m.