

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

August 29, 2018, 6:00 PM.

Assembly Chambers - Municipal Building

Assembly Work Session - No Public Comment

**I. ROLL CALL**

**II. APPROVAL OF AGENDA**

**III. APPROVAL OF MINUTES**

**IV. AGENDA TOPICS**

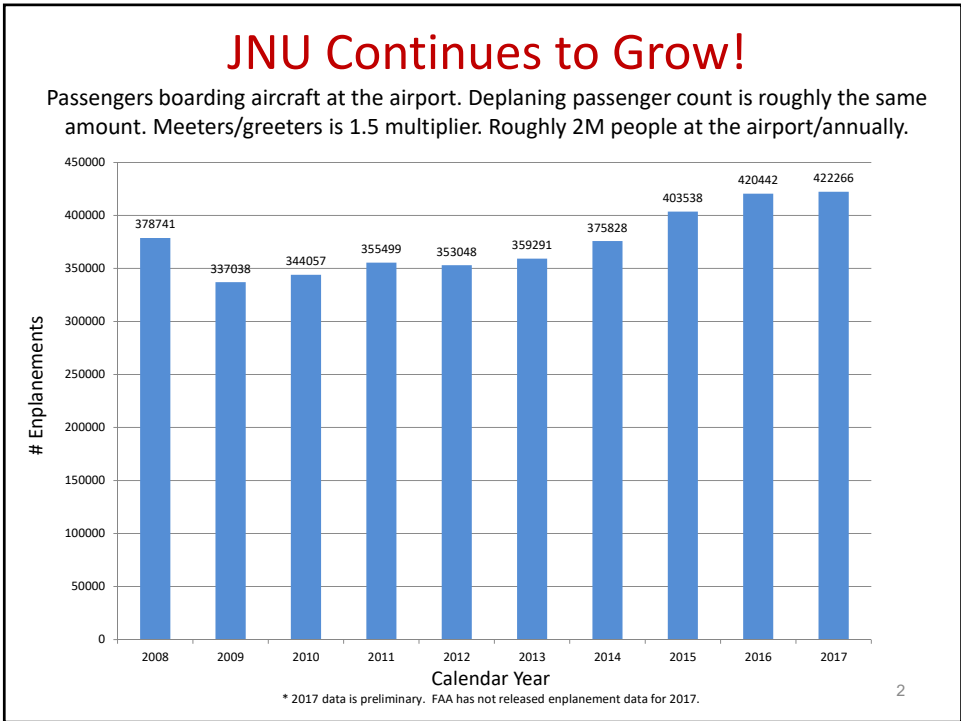
A. **Airport North Terminal**

B. **Comprehensive Plan Memo from Planning Commission**

C. **Abandoned Vehicles**

**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](mailto:city.clerk@juneau.org)

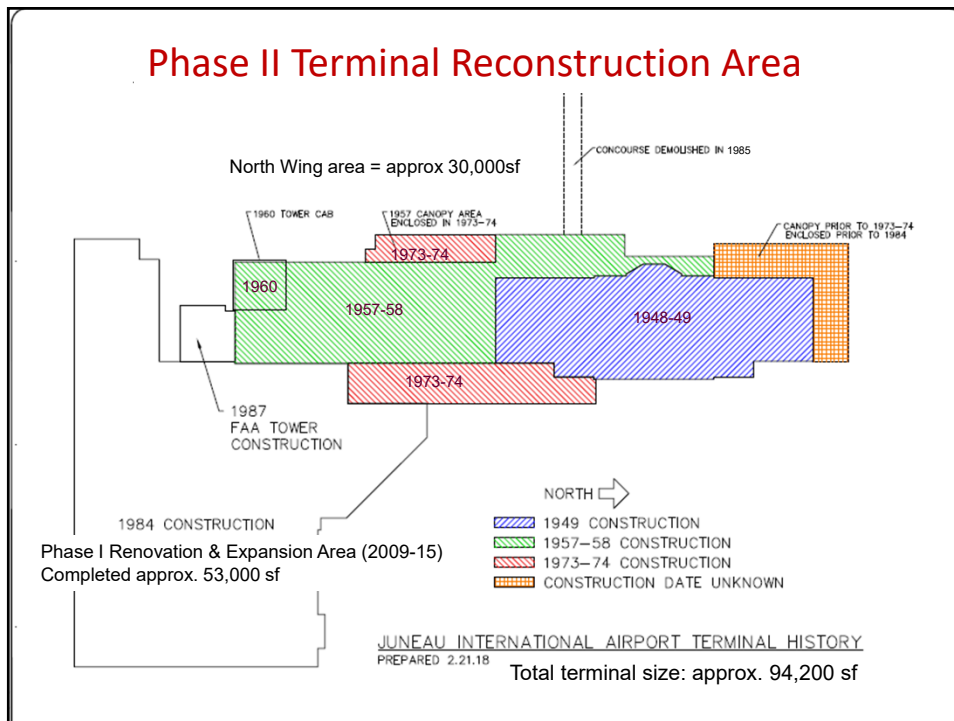


## JNU Terminal Modernization originated with the 2005 Master Plan

- Phase I: Renovate & expand 1984 areas (completed in 2012 for \$23M)
- Phase II: Replace pre-1984 areas, elevator/escalator. (2017 estimated cost = \$38M)



In 2009, the terminal expanded 13,000sf to the east and renovated most of the areas originally constructed in 1984. A geothermal heat pump system was installed for these areas, designed to also accommodate future replacement of the terminal's old north wing.



## Phase II Terminal Funding Constraints

- \$38M in funding for total replacement not available.
- Breaking Phase II into multiple sub-phases not viable due to shared infrastructure between components and the lack of foreseeable funding for total replacement.
- Much of the terminal space is not eligible for Federal Funding (FAA).
- Tenants not interested in investing in a structure that they don't own or won't meet their operational needs.

Dialog began in Summer 2017 about a possible alternative project approach to replace the north wing: Let small regional carriers build their own facilities on land adjacent to the terminal.



### Project Milestones to Date:

- **October 2017.** Meetings with current north end tenants to get feedback on the general concept of private development of regional services.
- **October - December, 2017.** FAA review/approval of concept.
- **November 14, 2017.** Current tenants testify to JNU Board in support of concept to privately develop space for regional services. Board concurred with concept.
- **January 2018.** MCG consulting design team selected.
- **June 2018.** FAA Environmental clearance achieved.
- **July 10, 2018.** Following tenants' testimony, JNU Board adopted updated concept to include regional passenger services; cargo facilities to be developed by tenants on adjacent lease lots.
- **August 14, 2018.** JNU Board approved funding concept for \$21.6M scope.

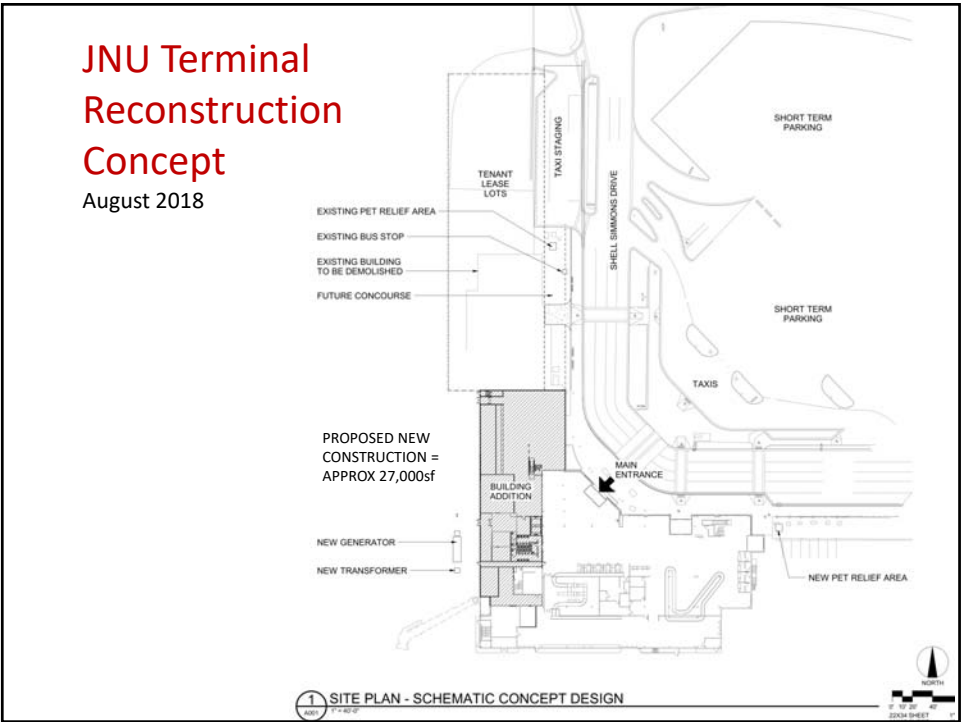
### Public Workshops with Design Team, Stakeholders, JNU Airport Board:

- March 2, 2018
- April 3, 2018
- May 8, 2018
- June 12, 2018 (included phone participation by regional carriers not currently JNU tenants)



### Project Presentations to Community Groups:

- March 14, 2018: Alaska Committee
- May 9, 2018: Glacier Valley Rotary
- May 10, 2018: Juneau Chamber of Commerce



### July 2018 JNU Terminal Reconstruction Design Concept **INCLUDES**

- Demolish all pre-1984 portions of the existing terminal (north wing and 'knuckle').
- Replace 1984 escalator, elevator, and stairs in new location.
- Construct approximately 27,000sf new 2-story space for regional passenger services, airport administration, US Customs, FAA Air Traffic Control Tower -support operations, and misc lease spaces. Renovated areas = approximately 9,400sf.
- Develop parallel access (off Shell Simmons Drive) for deliveries to privately developed cargo operation lease lots.

### July 2018 JNU Terminal Reconstruction Design Concept **DOES NOT INCLUDE**

- Regional air cargo operations\*
- Special regional tourist operation facilities (eg. outfitting)\*
- Concourse development to adjacent lease lots\*
- Modifications to taxi staging along Shell Simmons Drive.

\* Lease lots adjacent to the JNU Terminal will be made available for private development of these facilities.

## August 2018 JNU Terminal Reconstruction Financing Overview

**TOTAL Project Cost = \$21.6M**

- **FAA Funding**
  - \$8.9M Airport Improvement Program (AIP) Entitlement Grants
  - \$5.8M Passenger Facility Charges (PFC #9)
- **City & Borough of Juneau Funding**
  - \$6.9 million in General Obligation Bonds (authorized in 2012)

## JNU Terminal Reconstruction Project Schedule

- **October – December 2018. Schematic Design**
  - Includes Design Workshops with stakeholders.
  - Develops options for demolition phases and temporary facilities for affected operations.
- **January – March 2019. Design Development**
  - Finalize design.
  - Finalize funding plan to include cash flow needs.
  - Finalize phasing of demolition and reconstruction.
  - Finalize temporary relocation plan for affected operations
- **Spring – early Summer 2019. Complete Bid Documents for Initial Construction phase.**
- **Fall 2019. Earliest Demolition/Relocation - TBD**







## Planning Commission

(907) 586-0715

PC\_Comments@juneau.org

www.juneau.org/plancomm

155 S. Seward Street • Juneau, AK 99801

### **MEMORANDUM**

**TO:** Ken Koelsch, Mayor  
CBJ Assembly

**FROM:** Benjamin Haight, Chair  
CBJ Planning Commission

**DATE:** July 11, 2018

**RE:** Recommendation to update the *Comprehensive Plan of the City & Borough of Juneau*

Pursuant to the discussion at the February 13, 2018 joint meeting of the Assembly and Planning Commission, the Comprehensive Plan Ad Hoc Committee has worked with staff to evaluate options for a review or update of the *Comprehensive Plan of the City & Borough of Juneau*. As explained below, the Commission recommends that the Assembly direct a full update of the Comprehensive Plan. This memorandum provides background, a summary of the work done by the Ad Hoc Committee, and several options and considerations for the Assembly.

### **Background**

The City & Borough of Juneau has had a comprehensive plan since 1965. Since that time, the Comprehensive Plan has undergone a series of revisions and updates; the most recent of these were completed in 2008 and 2013. The Comprehensive Plan was amended to its current format in 1984, and the format and organization of the plan have remained largely unchanged. Over those 25 years, a series of plans (area plans, transportation plans, park and recreation plans, etc.) have been adopted by the City, and some of these plans have been adopted as components of the Comprehensive Plan.

The Comprehensive Plan calls for a “review” every two years. A review is described as “*one or more public sessions of discussion and examination of the Plan*”. The result of the review may be the conclusion that no amendments are necessary at the time or that some mid-course corrections may be in order.

There may also be an “update,” which the Comprehensive Plan differentiates from a “review”. An “update” is a more thorough and holistic evaluation of all text, policies, goals, implementing actions, land use maps, etc. The current plan describes the processes that were completed in 2008 and 2013 as “updates.” As mentioned above, however, those updates did not alter the format or organization of the plan and did not address the relationship between other plans and the Comprehensive Plan.

It is now five years since the completion of the 2013 update. A review is overdue, and interest has been expressed in evaluating the Comprehensive Plan, identifying needed improvements, if any, and determining whether a more complete “update” is needed. To address this need, the Commission appointed a Comprehensive Plan Ad Hoc Committee, which was charged with evaluating the Comprehensive Plan and recommending to the full Planning Commission a

recommendation to forward to the Assembly. Assembly Liaison Weldon participated in the meetings of the Ad Hoc Committee.

The Ad Hoc Committee reviewed the current Comprehensive Plan, discussed past updates and revisions, and considered the accessibility of the current Comprehensive Plan. The Community Development (CDD) planning staff researched comprehensive plans from communities around the country and synthesized 14 plans for the Ad Hoc Committee to review. Where possible, this review included understanding the process that those communities underwent to develop these plans. Example plans were studied and compared by staff identifying:

- The timeframe of the planning process:
- Whether or not consultants were used:
- If existing or “sub” plans were addressed, and, if so, what was the relationship between the plans and is that relationship explained in the plan:
- Chapters included:
- Size (population and area) of the community: and
- Similarities to Juneau including capital city status, geography, and municipal activities such as airports and ski areas.

### **Discussion**

The Planning Commission recognizes that the current Comprehensive Plan reflects significant work and compromise. The evaluation of Juneau’s Comprehensive Plan with respect to other comprehensive plans revealed significant opportunities for improvement, including:

- The current Comprehensive Plan is dense, not easily accessible online, and not web- friendly;
- The relationship between the Comprehensive Plan and other plans that have been adopted as elements of the Comprehensive Plan is not clear;
- A review of plans that have been adopted and/or incorporated into the Comprehensive Plan is needed;
- The contents, format, and organization of comprehensive plans have evolved along with technical and graphical tools in the 25 years since the format of Juneau’s Comprehensive Plan was created;
- Including more graphics and photographs (which is now easier and more affordable to do) would help make the Comprehensive Plan more accessible and understandable to the community;
- The current Comprehensive Plan has no implementation table, including responsible departments, timeframes, and measureable actions;
- The current Comprehensive Plan could be streamlined by separating background from actions and recommendations;
- The Land Use Maps are in need of review and revision;
- The Comprehensive Plan should be improved to address conflicting policies and reduce duplication and repetition; and
- The latest updates did not include community visioning, and there is both need and opportunity to engage members of the public to actively participate in the long-range planning of the community.

Based on the evaluation of the Ad Hoc Committee and staff and a discussion among Commissioners,

the Planning Commission concludes that a holistic re-evaluation of the substance and format of the Comprehensive Plan is warranted.

### **Recommendation**

The Planning Commission recommends that the Assembly direct the CDD to undertake a full update of the Comprehensive Plan. The update should be designed to result in a more streamlined plan that reflects current community values and vision, is easily accessible and user friendly online, and addresses the relationship between other CBJ plans and the Comprehensive Plan.

Development of the updated comprehensive plan would necessarily involve an extensive and inclusive public process. One possible pathway to developing an updated comprehensive plan would be to follow an expanded version of the process CDD has used to prepare the Auke Bay and Lemon Creek Area Plans.

The Commission recognizes that CDD is undertaking other planning processes that may compete for resources and public attention. It may be necessary to hire a consultant to lead the update. In light of those considerations, the Commission recommends that the Assembly direct a full update. The Commission further recommends that the Assembly request staff to provide options for timing and cost of the process and that the Commission work with staff on those recommendations.

### **Attachments**

- Attachment A: Comprehensive Plan Comparison Table
- Attachment B: Meeting minutes from February 27, 2018 and draft minutes from May 29, 2018
- Attachment C: February 8, 2018 Memorandum to Assembly and Planning Commission

Juneau, AK  
Population: approx. 34,000 / Visitors: 1,055,000  
Square Miles: 3,255

Comp Plan	Time-frame	Pros	Cons	Chapters Included	Are Existing Plans / Studies Addressed?	Similar to Juneau?	Population & Size	Did They Use Consultants?
Portland, ME  <b>Portland's Plan 2030</b>	2030  2 years to complete	"Putting Portland Plan to Work" section (p.11)  Graphics and design  Engaged the youth  Graphic depicting how the comp plan, neighborhood and area plans, and studies, relate (p.15)  Measurable objectives  Data and analytics in appendices, not the body of the plan	No clear update process	Vision Community Engagement Putting Portland's Plan to Work Policy Guides Future Land Use Regional Coordination Implementation Appendices (data)	Yes - "Putting Portland Plan to Work" section outlines the relationship between plans (p.11-15)	Outdoor lifestyle  Creative economy/arts  History/preservation  Historic district  University  Port city with commercial fishing  Municipal ice arena	66,937  69.44 sq. mi.	Yes – some for focused work and a graphic design company for the format
Website: <a href="http://www.portlandmaine.gov/1861/PortlandsPlan2030">http://www.portlandmaine.gov/1861/PortlandsPlan2030</a>								
Cincinnati, OH  <b>Plan Cincinnati</b>	2012 to...  3 years to complete  One of the first cities to have a comp plan (1925)	Solid, creative public outreach process  Guiding Principles & Five Initiative Areas  Committee to oversee implementation  1 Steering Committee & 6 Action Teams to encourage involvement in specific, focused areas  Website is user-friendly and	Not clear on relationship to existing plans	History and Past Plans Demographics Location and Physical Features The Process Plan Organization (12 Elements) Guiding Policy Principles Guiding Geographic Principles Five Initiative	Yes – it references other city master plans and comp plans, states that area plans should be updated to guide future development, but is not clear on the relationship	Historic downtown  Creative economy  University  Floodplain	298,800  79.54 sq. mi.	Unclear – did have assistance from AIA, APA, other outside entities

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		logical, easy to follow  Reviewed annually; updated every 5 years  Glossary		Areas Implementation Glossary				
Website: <a href="https://www.cincinnati-oh.gov/planning/plan-cincinnati/about-plan-cincinnati/">https://www.cincinnati-oh.gov/planning/plan-cincinnati/about-plan-cincinnati/</a>								
Spokane Valley, WA  <b>Spokane Valley Comprehensive Plan</b>  (not to be confused with Spokane; Spokane Valley was incorporated in 2003 and is located adjacent to Spokane)	2017 – 2037  Adopted in 2016	User-friendly, web-friendly  Graphics  Strategies for Implementation (p.2-34)  Comp Planning Framework (p.1-12)  “Approach” to the chapter  “Planning context” for each chapter  9 Land Use Designations (CBJ has 26)  Best Practices  Clear direction on Comp Plan Amendments	High Level of detail ”  No clear update process	Intro & Vision Goals, Policies, Strategies Econ. Dev. Land Use Transportation Housing Capital Facilities & Public Services Public & Private Utilities Parks, Rec. & Open Space Natural Resources	No – existing plans were used as “guiding documents”, and are different than area plans - they include a tourism strategy and a retail strategy	Outdoor lifestyle  Tourism industry  Mineral / resources  Housing affordability  6.5% is industrial 49.7% is SF residential  Vacancy rate is low, rents rising  Aging population	94,000  38.2 sq. mi.	Yes
Website: <a href="http://www.spokanevalley.org/cp">http://www.spokanevalley.org/cp</a> <a href="http://www.spokanevalley.org/filestorage/6836/6896/7066/Comprehensive_Plan.pdf">http://www.spokanevalley.org/filestorage/6836/6896/7066/Comprehensive_Plan.pdf</a>								
Casper, WY	2030	Action-oriented and grounded	Format  No clear	Our Story Our Lifestyle Our Vision	Yes – studies and master plans	Outdoor lifestyle  Reliance on gas and	59,324  27.24 sq.	Yes

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<b>Generation Casper</b>		Monitoring chapter with metrics (p.5-4)  The Schedule – easy to understand, with a user-friendly approach (p.1-8)  Various outreach methods  Kept at a high level and relies on more focused area plans for specifics	update process	Our Framework Our Path Forward	Used the existing plan to provide more specific recommendations on topic areas	oil industries, and tourism  Looking to diversify their economy  Similar municipal uses, i.e. ski area	mi.	
Website: <a href="http://www.casperwy.gov/UserFiles/Servers/Server_62983/File/Government/Departments/Community%20Development/Planning/GenCasperCompPlan/PlanBreakdown/Summer%202017%20Generation%20Casper_Adopted%207.5.17_Reduced.pdf">http://www.casperwy.gov/UserFiles/Servers/Server_62983/File/Government/Departments/Community%20Development/Planning/GenCasperCompPlan/PlanBreakdown/Summer%202017%20Generation%20Casper_Adopted%207.5.17_Reduced.pdf</a>								
Boise, ID  <b>Blueprint Boise</b>	Adopted in 2011  4 years to complete  numerous updates since	Well structured: vision, city-wide policies, area-specific policies, implementation plan  Design & Graphics	Navigation of digital document impeded by absence of hyperlinks and bookmarks	Introduction Citywide Vision and Policies Community Structure and Design Planning Area Policies Action Plan appendices	Yes. Prefatory pages	Outdoor lifestyle  Arts orientation	223,154  80 sq. mi.	Yes
Website: <a href="https://pds.cityofboise.org/media/114868/blueprintboise.pdf">https://pds.cityofboise.org/media/114868/blueprintboise.pdf</a>								
Sitka, AK  <b>Sitka 2030 Comprehensive Plan</b>	2018 – 2030  Not yet adopted	Two volumes: the Plan and the technical document  Design and Graphics	Not yet adopted	Vision Introduction Community Profile Economic Development	References specific plans but does not define the relationship between the comp plan and focus plans	Vast undeveloped area  Demographics	8,900  4,811 sq. mi	Yes

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		Accessibility		Housing Historic, Cultural, and Arts Resources Borough Budget, Utilities, Facilities, and Services Transportation Land Use and Future Growth Appendix: Goals, Objectives, and Actions		Historic downtown Maritime Not road accessible Outdoor lifestyle Tourism industry Housing challenges		
Website: <a href="http://www.sitkacomprehensiveplan.com/documents/Sitka2030ComprehensivePlan-NovemberPublicHearingDraft8Dec2017.pdf">http://www.sitkacomprehensiveplan.com/documents/Sitka2030ComprehensivePlan-NovemberPublicHearingDraft8Dec2017.pdf</a> <a href="http://www.sitkacomprehensiveplan.com/documents/TechnicalPlanDraft8Feb2018.pdf">http://www.sitkacomprehensiveplan.com/documents/TechnicalPlanDraft8Feb2018.pdf</a>								
Ashville, NC  <i>Living Ashville, A Comprehensive Plan for Our Future</i>	2017 – 2037  Adopted in 2016	Organized around six sustainable city themes.  Comp Plan uses city's planning history and its relationship to other plans	Digital document not easy to navigate	Book 1: Introduction  Book 2: Themes  Book 3: Physical Strategies  Book 4: Implementation  Appendices	Yes	Tourism industry Arts & culture	425,000  45.25 sq. mi.	Yes
Website: <a href="http://www.ashevillenc.gov/departments/urban_design/comprehensive_plan/default.htm#draft">http://www.ashevillenc.gov/departments/urban_design/comprehensive_plan/default.htm#draft</a>								
Sarasota County, FL  <i>Sarasota</i>	2017 – 2037  Adopted	Includes CIP, justifies projects and creates priorities Cohesion between chapters and other plans		Quality of Life Environmental Systems Land Use		Outdoor recreation lifestyle  Tourism industry	800,000 approx. County only not	No



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<b>Comprehensive Plan, A Planning Tool for the Future of Sarasota County</b>	in 2016	<p>Focus on lands within the USB Quality of Life element is listed first</p> <p>Explanation of chapters and the layout of the plan</p> <p>Very user friendly.</p> <p>Contains a Thoroughfare plan Includes age-friendly policies, objectives, and goals.</p>		<p>Health Sustainability Mobility Public Utilities Implementation Economic Development</p>		<p>Mineral / resources  Housing affordability</p> <p>6.5% is industrial 49.7% is SF residential</p> <p>Vacancy rate is low, rents rising</p> <p>Aging population; number of households with children is declining</p>	incorporated cities within it.	
Website: <a href="https://www.scgov.net/Home/ShowDocument?id=9378">https://www.scgov.net/Home/ShowDocument?id=9378</a>								
Comp Plan	Time-frame	Pros	Cons	Chapters Included	Are Existing Plans / Studies Addressed?	Similar to Juneau?	Population & Size	Did They Use Consultants?
<p>Alachua County, FL</p> <p><b>Alachua County Comprehensive Plan, 2011-2030</b></p>	<p>2011-2030</p> <p>2 years</p>	<p>States key Principles and their benefits</p> <p>Energy Conservation and GHG Emissions</p> <p>Clear connections between chapters</p> <p>Integrated CIP</p>	<p>Long</p> <p>No clear update process</p>	<p>Maps Future Land Use Transportation Mobility Housing Potable Water &amp; Sanitary Sewer Solid Waste Storm Water Conservation &amp; Open Space Recreation Intergovernmental Coordination</p>	no		<p>259,964</p> <p>969 sq. mi.</p>	No

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				CIP Economics Public Schools Community Health Energy				
Website: <a href="https://growth-management.alachuacounty.us/formsdocs/comp-plan.pdf">https://growth-management.alachuacounty.us/formsdocs/comp-plan.pdf</a>								
City of Tallahassee, FL  <b>Tallahassee-Leon Comprehensive Plan</b>	1990-2030	Integrated CIP  Chapter on Plan monitoring and evaluation procedures	Word dense  Not many graphics  Long	Introduction Vision & Implementation Land Use Mobility Utilities & Solid Waste Conservation Parks & Rec Historic Preservation Intergovernmental Coordination CIP Economic Development Plan Monitoring & Evaluation Procedures	No	Capital City	190,894  98.2 sq. mi.	No
Website: <a href="http://www.talgov.com/Uploads/Public/Documents/planning/pdf/compln/tallahassee-leon-county-comprehensive-plan.pdf">http://www.talgov.com/Uploads/Public/Documents/planning/pdf/compln/tallahassee-leon-county-comprehensive-plan.pdf</a>								
Olympia, WA  <b>Comprehensive</b>	2014-2036	User friendly  Sustainability	Plan is accessed through code	Introduction to the Comprehensive	No	Outdoor lifestyle  State Capital	49,670 19.68 sq. mi.	No

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Comp Plan	Time-frame	Pros	Cons	Chapters Included	Are Existing Plans / Studies Addressed?	Similar to Juneau?	Population & Size	Did They Use Consultants?
<b>Plan, Olympia</b>		Focus Areas “How to use this plan” Separate “action plan” 31 community indicators Plan to fund the future Photos, maps	website – by individual chapter Update process mandated by state law and outlined in plan	Plan; Community Values & Vision; Public Participation and Partners; Natural Environment; Land Use and Urban Design; Transportation; Utilities; Economy; Public Health, Arts, Parks and Recreation; Public Services.  Volume II: Capital Facilities		Historic downtown  Seeking downtown revitalization		
Website: <a href="http://www.codepublishing.com/WA/Olympia/">http://www.codepublishing.com/WA/Olympia/</a> <a href="http://olympiawa.gov/city-government/codes-plans-and-standards/action-plan">http://olympiawa.gov/city-government/codes-plans-and-standards/action-plan</a>								
Anchorage, AK  <b>Anchorage 2020</b>	2002 – 2022  Adopted in 2002	User-friendly, web-friendly  Graphics  Policies and Strategies for Implementation in text and table   FAQ  Growth scenarios with		Introduction Overview Anchorage Today Foundations Land Use Concept Plan Plan Implementation	Yes –explanation of the relationship of the overall comprehensive plan and neighborhood/area plans etc.  Includes graphic to show relationships	Outdoor lifestyle  Tourism industry  Regional hub  Housing affordability challenges  Vacancy rate is low, rents rising	298,192 1,963 sq. mi.	No

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Comp Plan	Time-frame	Pros	Cons	Chapters Included	Are Existing Plans / Studies Addressed?	Similar to Juneau?	Population & Size	Did They Use Consultants?
		preferred option				Aging housing stock		
Website: <a href="http://www.muni.org/Departments/OCPD/Planning/Publications/Pages/Anchorage2020.aspx">http://www.muni.org/Departments/OCPD/Planning/Publications/Pages/Anchorage2020.aspx</a>								
Boulder, CO  <b>Boulder Valley Comprehensive Plan</b>  <b>Note:</b> the plan incorporates the area outside the city. City and county have an intergovernmental agreement (IGA)	2015-2030	Web-friendly  Graphics and design  Organized around sustainability principles and framework  Entire chapter dedicated to "sub community" and area plans  Action Plan	Big No clear update process	Introduction Plan Organization and Implementation Policies Land Use Map Designations Sub-community and neighborhood Planning Master Plan Summary and Trails Map Urban Service Areas Criteria and Standards	Yes - Addressed in introduction and includes chapter about area plans in relation to the comp plan.	Outdoor lifestyle  Arts & culture  Small local businesses  Housing challenges	104,800 25 sq. mi City  740 sq. mil-county  Unable to determine valley planning area	No
Website: <a href="https://bouldercolorado.gov/bvcp">https://bouldercolorado.gov/bvcp</a>								

## Comprehensive Plan Committee of the Planning Commission

**Tuesday, February 27, 2018, 5:30 pm**  
**Assembly Chambers**

**Members Present:**

Andrew Campbell, Nathaniel Dye, Ben Haight, Dan Hickock, Mike LeVine

**Members Absent:**

Dan Miller

**Staff Present:**

Laura Boyce, Jill Maclean, Beth McKibben, Rob Steedle

**I) Call to Order**

Meeting called to order at 5:35 pm.

**II) Agenda Topic**

Chair LeVine began the discussion by focusing on process. There were differing views among committee members on the purpose of the committee. Eventually, consensus was reached that the committee is charged with making a recommendation to the Assembly on whether an update to the Comprehensive Plan is warranted and, if so, what the scope of that update should be. The committee will forward its recommendation to the Planning Commission, which would then forward its recommendation to the Assembly Committee of the Whole.

The committee would like the participation of the city manager, the Assembly liaison to the Planning Commission, and one other Assembly member.

The committee would like staff to:

- provide links to comprehensive plans from other communities similar to Juneau and from other Alaskan communities,
- research models for reviews or updates to comprehensive plans used by other communities,
- report on how the individual plans that are adopted as part of the comprehensive plan relate to the comprehensive plan.

Chair LeVine posed the rhetorical question “How do we know the plan reflects community values?” The committee agreed that the level of public input should be proportional to the degree of change contemplated by the comprehensive plan update.

**III) Next Meeting**

Tentative: Wednesday, January 17, 3:15 pm.

**VI) Adjournment**

The meeting adjourned at 6:50 pm.

## Comprehensive Plan Committee of the Planning Commission

**Tuesday, May 29, 2018, 6:00 pm**  
**Marine View, 4<sup>th</sup> Floor Conference Room**

### **Members Present:**

Andrew Campbell, Nathaniel Dye, Ben Haight, Dan Hickok, Mike LeVine, Dan Miller

### **Members Absent:**

None

### **Other Officials Present:**

Beth Weldon – Assembly

Paul Voelckers – Planning Commission

### **Staff Present:**

Laura Boyce, Jill Maclean, Beth McKibben, Laurel Bruggeman, Bhagavati Braun

### **I) Call to Order**

Meeting called to order at 6:05 pm.

### **II) Approval of Agenda**

Approved

### **III) Approval of Minutes**

Approved with changes

### **IV) Agenda Topics**

#### **a) Review of Committee Purpose**

Mr. LeVine began the meeting by restating the Committee's purpose: to provide a recommendation to the Assembly regarding how to move forward in updating the Comprehensive Plan. Mr. LeVine stated that he sees this Committee as a short lived one that will deliver a set of recommendations to the Assembly. Mr. Voelckers added that the Committee is not intended to solve a problem, but to ascertain if there is a problem to solve, and to recommend how to do so if that is the case. Mr. LeVine continued that he would like to review the CBJ Comprehensive Plan and other adopted plans as well as look over plans from other jurisdictions to help inform the Committee's recommendations.

Mr. Voelckers asked if Ms. Weldon could inform the Committee about the Assembly's thoughts on this project. Ms. Weldon stated that she has heard the public state that the current Comprehensive Plan is cumbersome and outdated. She would like to see where it needs to be updated and update those places. She stated that the term cumbersome is subjective, and noted that it could be difficult to make a Comprehensive Plan that is much smaller, so would like to focus on the outdated parts of the document and update those. Ms. Weldon continued that the cumbersome element specifically relates to how adopted plans work together and confusion over what to do when the plans are duplicative or contradict each other. Mr. LeVine echoed Ms. Weldon, saying that it is not clear how adopted plans relate to each other and to the Comprehensive Plan. He added that the format of the plan is difficult to navigate online, and a search of the Comprehensive Plan may leave you without the full knowledge if part of what you were looking for is in another adopted plan. Mr. LeVine continued stating that the current Plan could be used to justify a wide range of development, saying that may be the right thing, but he would like to

address this issue. He stated that he thinks this Comprehensive Plan has stayed largely in the same format and model since it was conceived and he would like to strive for a more user friendly, useful, and inclusive Plan.

Ms. Weldon asked what staff thinks of the current Plan. Ms. McKibben stated that she certainly uses hers. She added that she would find an implementation table helpful to help see all of the actions, and to note progress more easily. She stated that a table could be a useful tool for others outside the department, both the public and other departments within the CBJ. Ms. McKibben continued that the current Plan looks a lot like it did in the 1980s, adding that the example plans provided have a lot more graphics and white space, many of the example plans have background or actions in separate documents. Ms. Maclean agreed with Ms. McKibben, adding that she thinks it's time for a new Plan. She continued stating that the community has changed a lot since the original Plan was written in the 1980s and has outgrown the current Plan. She stated that the current Plan lacks the more visionary aspect that the CBJ could use, it gets lost in the details which should live in the area plans or other specialized plans. She added that the Comprehensive Plan should be the umbrella that captures all of those smaller plans and the Capital Improvement Program (CIP).

Ms. McKibben stated that one of her frustrations in using the current Plan is the maps. She stated that she would like to revisit the Future Land Use Designations, adding that these designations, instead of being aspirational, are a reflection of the current use of the area. She added that there may be too many of these designations. Mr. Miller stated that he was on the Planning Commission (PC) for the first major revision of the Plan in 2006-2008. He stated that at the time the PC was split, the two sides were in conflict and that is why the Plan is written so broadly with strong protection for the natural environment and strong protections for development (for example). He stated that it was a struggle to make everyone happy and compromises had to be made. He also added that he agrees with Ms. McKibben that the maps need more work.

Mr. LeVine asked if the rewrite he referenced was an update or a fundamental rethinking. Ms. McKibben answered that the department hired a planner specifically to update the Plan, stating that we have many of the tiles from the work she did, the outreach and other efforts during the time. She added that the effort was intended to be a rewrite, but it didn't result in a full overhaul. Ms. McKibben continued that the update in 2011-2013 was intended to be an update on data.

Mr. LeVine stated that the community generally agrees on general principles, but not how to get there, suggesting that the Comprehensive Plan might be better containing those general principles. He thanked Mr. Miller for his comments.

Mr. Campbell stated that he thought the Committee is on the right track, he would like to update how the Plan is delivered to the public stating that he hadn't heard complaints on the content of the plan but on the outdated and cumbersome nature of the document. He continued that changing the content could be difficult, but changing the format could be a simple solution. Mr. LeVine supported Mr. Campbell's statement adding that he is confident that there are better mechanisms for delivering the Plan. He continued that he would like to look at the more substantive questions of how the plans relate to each other; how plans adopted by ordinance versus adopted by resolution apply; and how progress on the goals of the plan are measured. He added that the Committee might want to look at the Plan in detail and find where there are clear issues of duplication that should be harmonized, as well as looking for other substantive issues. Mr. Dye asked if there was a flowchart that outlined the plans' importance, Ms. McKibben stated that one does not exist, but could be created. Mr. Hickok stated that he would like to see a flowchart, and that it could be helpful for other users of the plans as well.

Mr. Voelckers brought up protected views, asking how the Comprehensive Plan might handle an issue like this moving forward.

### **b) Discussion on Model Plans**

Ms. McKibben gave a presentation which highlighted the table of contents for a number of model plans, she gave her presentation, listing some of the notes from the table (see packet) that listed all of the model plans and some of their attributes. Below follows some notes on specific plans that were discussed:

- Boise – Mr. LeVine stated he liked the relationship noted between the plan and zoning ordinances.
- Sika – Mr. LeVine liked the information on their website, specifically information about their approach to writing the plan.
- Anchorage – This plan won APA awards and explains its relationship to other plans well. Mr. Miller stated his interest in looking more closely at this plan; Mr. LeVine added that we could probably call them and talk with them about their process. Ms. McKibben stated that Anchorage wrote this plan partially using consultants, but mostly in house. She added that the director who undertook the project was now gone but a few of the planners are probably around. Ms. McKibben continued speaking to the APA's Comprehensive Plan Standards for Sustaining Places, relating it to LEED certification – bodies can earn medals for how well their plans align with the framework. Ms. McKibben added that she could send a link of the criteria to Committee members.

Mr. LeVine discussed document length and that certain sections seem superfluous to the plan, such as “how we made the plan” sections. Ms. McKibben added that some plans have pulled the technical information and appendixes out of the main plan.

Mr. LeVine brought up the Comprehensive Plans relation to other plans asking if all of the plans are supposed to agree. Ms. McKibben stated that the CBJ's Comprehensive Plan has competing policies and suggested the direction of weighing these competing policies and making decisions based on that. She gave the example of the housing chapter in the Plan, stating that it was updated in 2013, but it wasn't a substantial rewrite. The Housing Action Plan (HAP) came out of that and is more focused on housing, and is at a greater level of detail than the Comprehensive Plan's chapter. Ms. McKibben cited the Lemon Creek Area Plan as another “finer grain” plan that echoes the Comprehensive Plan's broader ideas, stating that Ms. Maclean's writing of the Lemon Creek Area Plan was well thought out in how it related to the Comprehensive Plan. Mr. Voelckers added his support for the implementation steps that were included in the Lemon Creek Area Plan.

Committee members asked if there is a level of precedence between the different plans. Ms. McKibben replied that all of the plans carry the same weight. Committee members again asked if a future rewrite would be bound by existing adopted plans, stating that if the plans were all in concert it wouldn't matter which takes precedence, but voicing concern for conflicts between plans. Ms. Maclean replied that most bodies would be in a similar situation where multiple plans exist and each new one will reflect those, but also push them forward. She pointed to the example of downtown where there are many plans that affect the whole area, the Blueprint Downtown process plans to analyze them all and create some organization and harmony between the many plans, and hopefully push the borough further with the new plan. Ms. McKibben echoed this by stating the new document can be a framework for moving forward, and during the process it may be found that some plans are less relevant.

Mr. LeVine stated that some of the plans have been superseded and not removed from the adopted plans. He noted issues about each of the plans, how they relate to each other, hoping that the rewrite could see where the documents are redundant, conflicting, and where the holes are. Mr. Voelckers stated three categories that he could see: area plans that have greater specificity; old plans that are no longer applicable; and current still germane plans that disagree, stating that some of these plans are in conflict so cannot be reconciled. Mr. LeVine noted that one of the Committees recommendations could be to identify the problems and attempt to smooth them over.

Mr. Hickok asked if anyone could foresee problems hiring a consultant. Ms. Weldon surmised that the Assembly could be amenable if there is a solid plan for the consultant's work. Mr. LeVine stated that whether or not a consultant is hired the project will take an outlay of funds and time. He laid out three steps for this Committee to take: do we have to make changes to the plan; why do we have to; and how do we make changes.



Mr. Dye stated his desire to undertake changes to the plan and to have a more succinct document, perhaps with appendixes in a separate document to make it more user-friendly.

Mr. Hickok asked if the city could easily make the current Plan more technologically up-to-date. Mr. LeVine stated that the city doesn't seem to have those strengths, adding that that could be a good use of a consultant.

The Committee looked at the Anchorage Plan online:

Mr. LeVine liked that before opening the plan on the website there are descriptions and ways to access the document by chapter. He asked if the history of a town is something that needs to live in a Comprehensive Plan. Ms. Maclean stated that it can be inclusive of a places heritage, showing where the area came from and where it is headed, adding that it makes for a more interesting document. Ms. McKibben stated that background and implementation could be housed in a separate document. Mr. Voelckers stated that he liked the snapshot of the economic plan (last page of Chapter 3 of the Anchorage plan). Mr. LeVine liked that all of the goals and actions for the plan were on three pages, adding that the measurements and implementations could add ease of use for the Planning Commission and the Department.

Mr. Voelckers asked staff if they view a good comprehensive plan as a terminal document or a more diffuse document that is meant to set the area up for more detailed action or area plans. Ms. McKibben stated that it could be either one; and Ms. Maclean stated her preference for the latter.

The Committee looked at the Spokane Valley Plan online:

Of note were their pull-out boxes and their tourism section. Ms. McKibben added that Olympia also had some good strategies for aging and homeless populations.

The Committee looked at the Sitka Draft Plan online:

Of note were their community engagement efforts, the website with a lot of info before you open the plan, and the Comprehensive Plan and Technical Plan.

The Committee looked at the Portland, ME Plan online:

Of note was its executive summary, its 92 pages of plan, with a large appendix, the color and graphics, public participation, and their discussion of other plans (page 20).

Mr. LeVine asked if doing a new plan is out of the question. Ms. Maclean stated that doing a new plan would allow for a lot of outreach and community building, both with the public and between CBJ departments. Ms. McKibben agreed, voicing her support for an implementation table to aid CDD and other departments in following through with the plan and using it more effectively. Mr. LeVine asked Ms. Weldon what she thought of a revision/update/new plan. Ms. Weldon replied that the name of it is less important to her, that if the city needs it then we should do it. Mr. Voelckers voiced support for bringing other departments in, so they have buy-in and use the Comprehensive Plan.

Mr. Dye stated that some of the chapters in the current Plan don't seem to belong there. Ms. McKibben stated that some states require certain chapters so this level of detail would need some more information; she added that the chapters in this document were created through the public process so the community must have wanted them.

Mr. LeVine stated his sense of the room was to move toward a new Comprehensive Plan more like some of the model plans that the Committee liked. Ms. Weldon offered that her idea Comprehensive Plan would be one that is a skeleton with the smaller plans filling in the muscles. Mr. Hickok agreed, stating that the Plan should be an umbrella over the borough that allows each community or stakeholder group develop plans for their specific area or interest.

Mr. Campbell suggested this could be two separate processes; creating a more internet friendly version and creating substantive changes to the Plan. Mr. LeVine stated he would like to figure out the next step before answering that, he thought there might be a hybrid, and that this decision might be up to the Assembly. He added that it might be one large process with both of the above outcomes. He then stated that he is hearing support from the Committee on moving forward with a new plan, and that the next steps are to determine the reasons why we want to do this and what we hope to accomplish in this process. He also called for the group to determine how they would like to proceed. He asked staff to pull the best parts of the model plans and make some recommendations on how to move forward. This will all aid in our recommendation to the Assembly.

The Committee was still concerned about how to tie in other adopted plans and how to make the Plan more user friendly in the short and long term. Mr. Voelckers and Mr. LeVine voiced their support for community input aiding in creating both a better document and a more accessible one. Mr. Dye echoed this stating that beautifying the Plan now, knowing it will be replaced soon, might be a wasted effort. He voiced his preference for sticking to content and why the Committee wants to change it, stating that the mechanisms for how it will look aren't in the Committee's hands until the Assembly approves changes anyway.

Mr. LeVine suggested that he work with Ms. McKibben to draft a recommendation to the Assembly that explains why what the Committee wants is necessary, shows a few models of plans and public process, and gives a flavor for what the Committee thinks would be an effective process for this.

Mr. Hickok added three goals: to be user friendly; cut the fat; and have a better grasp on how the plans relate. Mr. Campbell stated his preference for giving the Assembly a few options including smaller more user-friendly update.

Mr. Voelckers asked staff to look at the plans they find the best and see if they can find a range of costs for their creation, he suggested Ms. McKibben and Mr. LeVine choose which plans to use. Mr. Dye suggested that the Committee lay out options for the Assembly including public process, budget, and staff involvement.

Mr. LeVine suggested that the Assembly and Ms. Maclean might work together to come up with a direction for this process. Ms. McKibben spoke to the many in-house issues including multiple large scale plans being undertaken currently. Mr. LeVine asked that Ms. McKibben help him draft a plan that highlights the constraints in the Department in addition to what the Committee is looking for. Ms. McKibben and Mr. LeVine were to schedule a meeting to draft this document for the rest of the Committee to review.

**c) How Ancillary Plans are Adopted as Part of Overall Comprehensive Plan**

**V) Committee Member Questions...**

Next Meeting: Tentatively before the regular Planning Commission Meeting on June 26 at 5:30 PM.

**VI) Adjournment**

Meeting adjourned at 7:52 pm.



(907) 586-0715  
 CDD\_Admin@juneau.org  
 www.juneau.org/CDD  
 155 S. Seward Street • Juneau, AK 99801

**DATE:** February 8, 2018

**TO:** CBJ Assembly and Planning Commission

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

*BME*  
*Jul Maclean*

**SUBJECT:** Comprehensive Plan Review

Juneau has had a Comprehensive Plan since 1965; the current Comprehensive Plan was updated in 2013. Interest has been expressed by some members of the Assembly and the Planning Commission in updating the Plan at this time. The Comprehensive Plan calls for a “review” of the Plan every two years. The Plan distinguishes between a “review” and an “update” of the plan. A review is described as “one or more public sessions of discussion and examination of the Plan.” The result of the review might be the conclusion that no amendments are necessary at the time or that some mid-course corrections are in order. An update is considered to involve a holistic review of all text, policies, implementing actions, and land use maps. The 2013 plan states that both the 2008 and 2013 plans were updates. Included below are potential strategies for either an update or a review of the Comprehensive Plan.

### Comprehensive Plan Update

An update involves a complete planning process, the creation of a steering committee, focus groups, significant public outreach, review of goals, policies, implementing actions, and maps. This also could include the development of a new format for the Plan. The 2013 plan organization and format are essentially unchanged since the 1984 Plan was adopted. The following are options for how an update to the Comprehensive Plan might be accomplished.

- In-house – CDD staff, with assistance from other CBJ Departments, would be responsible for all aspects of plan development.
- In-house temporary hire – a temporary position would be created for the specific purpose of managing and over seeing this project with assistance from permanent CDD staff.
- Consultant – a consultant hired through a competitive proposal process would be responsible for all aspects of plan development.
- Combination in-house/consultant – this could take several forms, with a consultant being hired to facilitate the public outreach and visioning aspects, or consultant being hired to focus on specific topics of the plan.

Comprehensive Plan Review

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**Comprehensive Plan Review**

The Planning Commission, with staff support, would review the goals, policies, implementing actions, and each chapter. The Commission's recommendations for updates would be forwarded to the Assembly for consideration. This process took place in 2001, and in early 2002 the Commission made specific recommendations, such as adjusting the boundary of the Urban Service Area and adding a policy direction to address storm water management. These recommendations would inform future work for CBJ staff and the Planning Commission.

**Recommendation**

The Community Development Department is committed to community-based planning, as evidenced by the Auke Bay Area Plan and the Lemon Creek Area Plan. Juneau residents articulate their vision and help develop a plan to shape the future. Community involvement and participation builds commitment to the effort, allows differing perspectives to help identify solutions, and ensures more accountability. Both the Auke Bay and Lemon Creek Area Plans have been identified as successful planning processes and have been well received by the community. CDD has been directed to work on a Downtown Plan now that the Lemon Creek Area Plan is complete; this downtown planning initiative is the subject of a separate memorandum. Additionally, CBJ has received grant funds to complete the Historic and Cultural Preservation Plan. The review and development of new residential zoning districts mandated by the adoption of the Alternative Overlay Development District (ADOD) (which sunsets August 1, 2019) is underway. In addition to the above planning efforts being undertaken by CDD, the Parks and Recreation Master Plan is currently being updated and a public process is occurring this year. Community input is critical for these planning efforts to be successful, and too many competing efforts may jeopardize public participation in one or all of these efforts. Additionally, completion of these planning efforts will provide a solid foundation to begin the update to the Comprehensive Plan. A comprehensive plan update that values community involvement may benefit from a short delay.

Staff recommends that the Planning Commission form a committee to review how well the 2013 Plan reflects the community now and make recommendations for areas to be updated in the mid-term. This effort will inform the Assembly and the community while not diluting the other planning work that is underway.

# Junk/Abandoned Vehicles on Private Property

08/29/2018

JPD Deputy Chief David Campbell

## Topics to Cover

- The current process for Junk/Abandoned vehicles on private property.
- Junk/Abandoned vehicle overview
- Pros and Cons of the Current Process
- Proposed Change to JPD taking over
- Pros and Cons of JPD taking over Junk/Abandoned vehicles on private property.
  - Tow/Disposal costs, staffing, impound lot space
- Recommendations

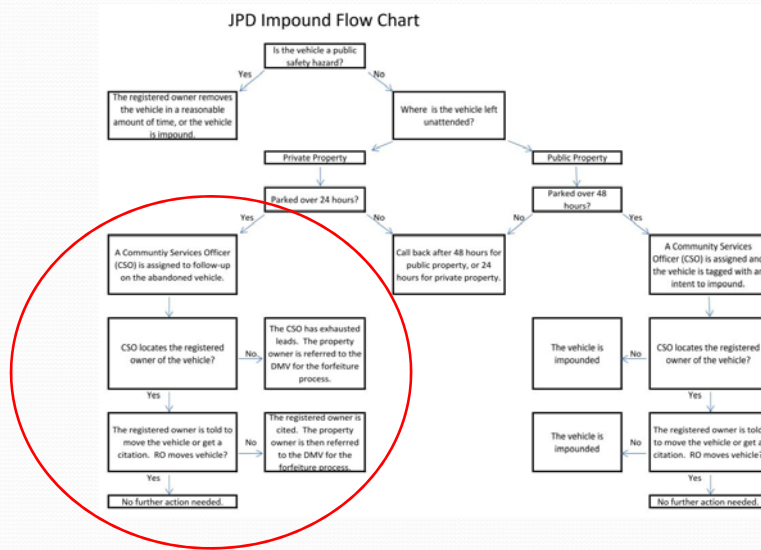
## Junk/Abandoned Vehicle Overview

- **Funding for Towing and Vehicle Disposal**
  - FY17 - General Towing \$110,245, Abandoned Tow and Disposal \$44,521
  - FY18 - General Towing \$142,615, Abandoned Tow and Disposal \$64,050
  - FY19 - General Towing \$110,000, Abandoned Tow and Disposal \$40,000
    - The new FY19 disposal contract is double per vehicle than previous years.
    - A basic junk vehicle requires two tows (\$115 and \$55) and a disposal fee (\$500), total \$670 per vehicle
- **Staffing**
  - Community Services Officers typically handle Junk/Abandoned vehicles
    - From May 2017 to May 2018, CSO handled 890 complaints resulting in 187 impounds
  - Records staff and the JPD Evidence Tech deal with vehicles after the impound.
- **Impound Lot**
  - The Lemon Creek Impound lot operates beyond capacity
    - The Lemon Creek Impound Lot has a capacity of 104 vehicles, but currently there are 170
    - In the past year JPD impounded 744 vehicles, or 62 vehicles on average per month.
  - The La Perouse Lot costs \$1,000 per month to rent

## The Current Process

- JPD CSO works to get the vehicle moved by the vehicle owner.
- If CSO efforts fail, the property owner applies for ownership of the vehicle with the DMV.
- Once owned, the property owner can dispose of the junked/abandoned vehicle at no cost. (CBJ pays)

## JPD Impound Flow Chart



## Current Process

### Pros

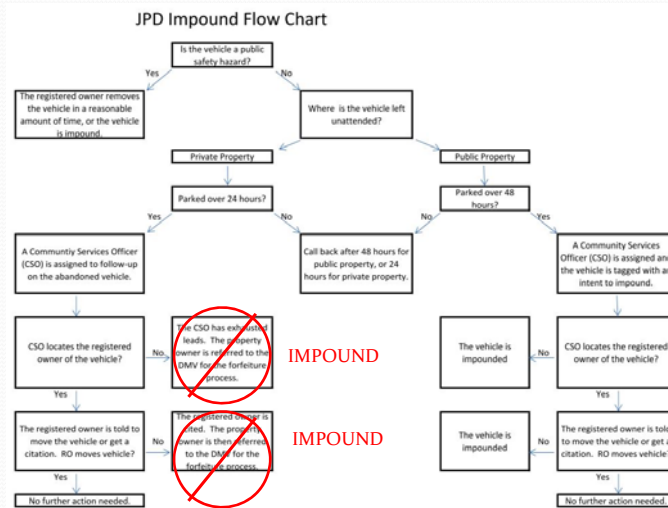
- CBJ is not incurring costs associated with towing and storing vehicles.
- JPD is not incurring the cost of auctioning or disposing of the vehicle.

### Cons

- The property owner is left to deal with the vehicle after the CSO exhausts their efforts.
- The DMV process to obtain ownership takes approximately 6 months.
- While waiting, the vehicle continues to be an eyesore / nuisance.



## New Process Flow Chart



## New Process

### Pros

- The CBJ Ordinance already allows for impounds on private property.
- Junk/Abandoned vehicles are removed sooner.
- Faster and easier process for property owners

### Cons

- Expense – JPD will need more funding to pay for Junk/Abandoned vehicles.
- Staffing – JPD will need more staffing to process vehicles.
- Impound Space – JPD will need more impound space to store Junk/Abandoned vehicles.



## How Extensive is the issue of Junk/Abandoned vehicles on private property?

- CSO Lead Bob Dilley estimates that JPD will be dealing with between 100 – 300 more junk/abandoned vehicles per year.
  - CSO Dilley believes the first year or two will see a larger number of impounds, with a lower number on subsequent years.
- Even a modest increase of 2 junk/abandoned vehicles per week would result in over 100 more impounds a year.
- Its difficult to accurately determine the extent of the problem
  - There are known properties around town with multiple junk vehicles that may fall under this change.

## Tow and Disposal Expense

	Initial Tow \$115	Disposal Tow \$55	Disposal \$500	Total \$670
50	\$5,750	\$2,750	\$25,000	<b>\$33,500</b>
100	\$11,500	\$5,500	\$50,000	<b>\$67,000</b>
150	\$17,250	\$8,250	\$75,000	<b>\$100,500</b>
200	\$23,000	\$11,000	\$100,000	<b>\$134,000</b>
250	\$28,750	\$13,750	\$125,000	<b>\$167,500</b>
300	\$34,500	\$16,500	\$150,000	<b>\$201,000</b>
350	\$40,250	\$19,250	\$175,000	<b>\$234,500</b>

## Staffing Requirements

- From May, 2017 to May, 2018 CSOs handled 890 Junk/Abandoned vehicle complaints, resulting in 187 impounds.
- An increase of 100-300 more Junk/Abandoned vehicles per year is not sustainable and would require at least one additional Community Services Officer. (\$90k)
- Processing the paperwork for 100-300 more Junk/Abandoned vehicles would require at least one additional Admin Assistant for the JPD Records Unit. (\$68k)

## Additional Impound Lot Storage

- The Lemon Creek Impound lot often runs over capacity.
  - Capacity is 104 vehicles, currently there are about 170 vehicles
- JPD averaged 62 impounds per month over the last 12 months.
- Junk/Abandoned vehicles are particularly problematic because the vehicle stays until disposed of or auctioned.
- Adding 100-300 vehicles that don't leave will render the current impound lot unusable.
- Adding 100-300 Junk/Abandoned vehicles will require another impound lot. The cost and time needed to set up a new lot is unknown.

## Recommendations

- With proper funding, staffing, and lot space, JPD is well equipped to address Junk/Abandoned vehicles on private property.
  - We ask that the funding, staffing, and lot issues be addressed before initiating the change.
- Without additional funding, staffing, and lot space, the responsibility for disposing of Junk/Abandoned vehicles should stay with the private property owner.

Thank you