MEMORANDUM

CITY/BOROUGH OF JUNEAU
155 South Seward Street, Juneau, Alaska 99801

DATE: June 1, 2010

TO: Planning Commission

FROM: Ben Lyman, Senior Planner
Community Development Department

FILE No.: CSP2009-00015; AME20100004

SUBJECT: 2010 Downtown Parking Management Plan and Related Ordinances

The attached *DRAFT* 2010 Downtown Parking Management Plan lays out the groundwork and sets Goals and Policies for parking management in the Downtown Juneau Area. It was developed by Community Development Department staff working in conjunction with relevant CBJ and non-CBJ stakeholders in the winter of 2009-2010 and the spring of 2010.

Staff recommends that the Planning Commission provide feedback on the Draft Plan and its related Draft Ordinances to staff, and unless major modifications to the Draft Plan or Draft Ordinances are requested, that the Planning Commission forward the Draft Plan and Draft Ordinances to the Assembly with a recommendation for adoption.

Attachments:

Draft 2010 Downtown Parking Management Plan

CITY/BOROUGH OF JUNEAU
ALASKA'S CAPITAL CITY

2010
Downtown Juneau
Parking Management Plan

DRAFT

June 2, 2010

Text in Blue is New in this Draft

Presented by the CBJ Community Development Department

Submit Comments & Questions to:
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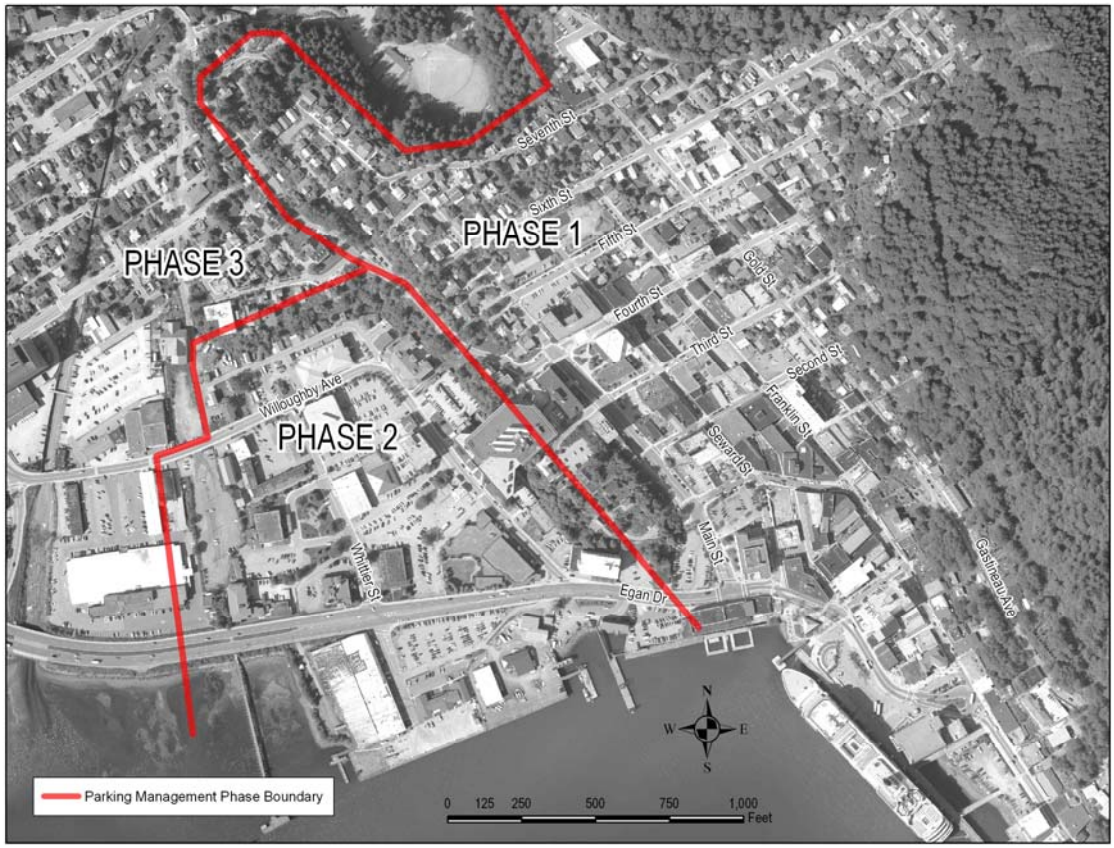
Executive Summary

The 2010 Downtown Juneau Parking Management Plan, despite its name, is not a comprehensive parking management plan for all of the downtown area. Instead, this document is the Parking Management Plan for the Phase 1 (Downtown Core) Parking Management Area, although it also lays the groundwork for future parking management efforts in the Phase 2 (Willoughby Ave./Sub-Port), Phase 3 (Casey-Shattuck/Federal Flats), and Phase 4 (Highlands/JDHS)(not shown) Parking Management Areas shown in the map below.



Purpose & Need

Parking has been identified as a major problem in Downtown Juneau for many years, and generally it is defined as a problem of insufficient supply. At least as important as supply, however, is management: a space that is sufficiently inconvenient to use may as well not exist, and while a space that is always occupied appears to be used efficiently, it may be functioning more as storage than as parking. The purpose of this plan is determine how parking can best be managed in the downtown area so that convenient parking is always available to all destinations, and to encourage stored vehicles to be kept in areas where demand is lower.

Parking management is not a static problem that can be solved with a single "magic bullet." As parking in one area is facilitated through lower prices for parking, additional parking supply, or improved pedestrian facilities providing access to the parking area, vehicles may begin to park in that area instead of where they had parked previously; additionally, new vehicle trips may be made because parking is easier or cheaper as travelers give up use of other transportation modes such as carpools, transit, walking, or bicycling. Conversely, raising costs or restricting supply can cause spillover effects as vehicles stop parking in that area and move into adjacent areas where parking has not been restricted, or drivers can reduce or give up their use of private automobiles in favor of other transportation modes. Accordingly, the effects of changes in parking management must be tracked so that management can be adjusted to ensure that the desired goals or purposes are being met.

This plan is a goal-oriented plan: it does not state that a particular number of parking spaces should be provided in the downtown area, or that a certain amount of money should be raised through parking meter revenue or parking citations. Instead, this plan sets three goals and describes tools for achieving those goals. Recommendations on how to best use the available tools to accomplish the community's goals for downtown parking are given, and should be considered when changes to parking management are being discussed.

Goals

Three goals for the Parking Management planning process were adopted by the Planning Commission at their January 26, 2010 meeting:

1. Reduce the number of vehicles that are parked all day (long-term) in hourly (short-term) spaces.

2. Ensure that both the Marine Park Parking Garage and the Downtown Transportation Center Parking Garage (under construction) are utilized at or near capacity year-round.

3. Ensure that on-street parking spaces are available near all destinations at all times of the day for use by visitors who only need short-term parking.

Policies

Three policies provide direction for meeting the goals of the parking management program, and were endorsed by the Planning Commission and Assembly Committee of the Whole during their special joint meeting on April 12, 2010:

I. Manage on- and off-street parking resources so as to ensure that both long- and short-term parkers can find parking suitable to their needs at all times.

II. Manage parking as a component of a multi-modal transportation system, recognizing that adequate parking cannot be supplied at any destination in the downtown area for peak demand, and that walking, bicycling, use of

shuttles/buses, carpooling, and other transportation tools are part of the solution to any parking problem.

III. Parking management must be simple enough that parkers can easily know how long they may park in any given space, and what the fee for parking in that space (if any) is.

As parking management evolves and becomes better adapted to Juneau's unique circumstances, these goals and policies should be continually reviewed and considered. If the needs of the community change so that these goals and policies are no longer appropriate, this entire plan should be revised to accommodate Juneau's newly emerging priorities, as this plan, like parking management itself, must be a dynamic tool to be successful in addressing parking in Downtown Juneau.

History

Since at least 1962, when the *Juneau Central Business District Parking Plan* was commissioned, parking has been an issue in Juneau's downtown area. At least one parking-related study or report has been completed in every decade since the 1960's, and parking remains an issue in downtown to this day. Over the last forty years, the regulations regarding parking in the downtown area have changed dramatically, from no parking requirement for new construction to the present "discounted" parking requirements in the PD-1 and PD-2 parking districts. The supply of public parking has been increased with the construction of the parking garage adjacent to Marine Park, and parking meters for on-street parking spaces have come and gone. Through all of these changes, the perception has remained the same: parking is hard to come by in the downtown area.

Be that as it may, the downtown area has seen drastic improvements in the last twenty years, as dilapidated buildings have been renovated, streets improved, and new development taken place. Clearly, although parking is at times scarce in downtown, the shortage of parking has not stopped the economic revitalization of the area, although providing required parking or obtaining variances to reduce or eliminate that requirement have been stumbling blocks to many developments.

In response to the perception of the lack of parking, City and Borough residents voted in the fall of 2005 to extend a 1% sales tax in order to fund the design of a new parking garage and transit center for downtown. The site selection committee determined that the corner of Main Street and Egan Drive, previously occupied by a CBJ-managed, State-owned public parking lot, as the preferred site for the new parking garage. This location is at the entrance to the downtown core and Central Business District, and adjacent to State properties that may eventually become the site of a new State Capitol Building. A new Downtown Transportation Center (DTC) is under construction on this site as of the drafting of this plan, and is scheduled to open on July 1, 2010.

Although a new parking structure at the DTC will do much to increase the supply of parking in the downtown area, the parking studies and reports completed over the last fifty years make it clear that the biggest problem with parking in downtown Juneau is the misuse of existing spaces, and not a shortage of parking overall. Sam Kito, III, PE, then Transportation Development Manager for the CBJ, states in his August 3, 2004 *Parking Strategy Briefing* memorandum that "much of the problem that we see today results from commuters utilizing patron parking and locking up short-term parking in the downtown area." As Mr. Kito states, parking management is at least as important to the availability of parking downtown as is parking supply.

The last parking study for the downtown area, the *Juneau Parking Study*, was written by the Transpo Group in 1999 (Transpo Study). This study contains highly suspected data in terms of parking demand generation, and many of its calculations are flawed as a result of being based on inaccurate baseline assumptions. That said, the Transpo Study reiterates many themes from other parking studies conducted in Juneau over the years,

including many of its findings and recommendations, some of which are reproduced below:

Findings

- "Current shortages of parking occur on weekdays in all subareas throughout the year.
- "Shortages are greatest in the Office subarea.
- "Without action, future shortages will increase as land currently used for parking is redeveloped.
- "State Office workers are the largest segment of population contributing to the demand for parking.
- "The shortage in parking is a result of insufficient parking being provided on-site for almost all uses.
- "Parking shortages should be addressed by a combination of alternatives including reducing demand for parking, more efficient use of current parking supply and development of additional parking. No one solution will address the extreme shortages currently experienced.
- "Since office workers cause most parking demand, parking demand is fairly consistent throughout the workday."[1]

Recommendations

- "The CBJ should institute an aggressive parking demand reduction program in order to reduce the amount of new parking supply needed.
- "Modifications in the current management of the existing parking supply should be made to make parking more accessible for patrons of commercial businesses and residents.
- "Development of additional parking supply: construction of centralized parking structures should be phased in and reevaluated on a case by case basis. Surface lots can be established on a temporary basis to act as place holders for potential future structures and provide additional parking while a centralized structure is being developed and the initial use of the structure evaluated.
- "Management of downtown parking should be centralized, though still coordinated with other City Departments, to coordinate all aspects of the parking program including [sic].
- "The parking program should be continually monitored to determine how programs are working. Developing a program is an ongoing process that will need continuous review and revision.
- "The City needs to involve the State in shared development of solutions, since parking demand created by State offices is a major factor in downtown parking shortfalls. The CBJ should also develop a program to reduce demand created by CBJ employees."[2]

[1] Page 2
[2] Page 3

The Transpo Study made a specific recommendation on how to address the chronic use of short-term on-street parking spaces by long-term parkers (commuters): metered on-street parking.

> "Though not specifically measured, descriptions and observations of the on-street parking, particularly in the vicinity of the Tourist Retail sub-area indicate that some employees downtown use the short-term parking for extended periods, moving their vehicles around so as to not be ticketed. Staffing levels of enforcement officers seems to be adequate. However, actual enforcement is reported to be inconsistent as the enforcement officers are often assigned to duties other than parking enforcement. The episodic nature of enforcement has led to apparent widespread abuse of the use of short-term space by employees needing longer-term parking. It appears that many employees do use the parking, accepting the inconvenience of frequent shuttling throughout the day and risking receiving a ticket. While employees tie up this parking, visitors to downtown businesses have difficulty finding places to park. Adding meters would help to resolve this issue, or at least impact abusers financially. Some jurisdictions have implemented enforcement programs that discourage the shifting of long-term parkers. Steeper fines for time violations could be considered, particularly if additional long-term parking is provided.
>
> "Portions of the downtown did have meters in the past. It was reported that street clutter, maintenance and snow removal issues prompted their removal. Advances in meter technology can address these concerns. New metering systems allow for centralized collection boxes (out of the snow removal area). Additionally, systems can accept validation tokens from businesses and pre-stored value cards as well as cash."[3]
>
> "Through the course of this study, an overriding concern to encourage the vitality and success of the downtown commercial center was expressed by committee members and the general public. Making parking more available for patrons of commercial businesses is necessary to achieve this. Because of the current apparent abuse of short-term on-street parking and the need for more available short-term parking, additions of meters in portions of the downtown area, particularly along portions of Franklin Street, Marine Way, Front and Seward Streets may be appropriate."[4]

Eleven years after the Transpo Study was completed, little has changed in Downtown Juneau. Long-term parkers continue to shuffle cars between short-term spaces in order to avoid tickets, and continue to resist using long-term parking facilities a short walk from their destination. Potential customers complain that they cannot do business downtown because they can't find a parking space; visitors to the Capitol find their cars adorned with parking tickets after a day of participating in the deliberative process of lawmaking; and diners must leave their meals in order to avoid tickets during a long lunch. Clearly, the management of existing parking resources is out of sync with the needs of the

[3] Page 15
[4] Page 16

community. This plan builds on the work that has been done on parking in Downtown Juneau over the past decades by dedicated citizens and staff, and charts a course of change in how parking is managed in the downtown area.

Existing Conditions & Parking Resources

Parking resources in Downtown Juneau are currently in a time of transition, and conditions on the ground at the time that this plan was drafted will differ greatly from conditions in just a few months, and will continue to change over the next two years. As it looks to the future of parking management in the downtown area, this plan considers parking supply as it is planned to change over the next two years instead of focusing on existing conditions that will be out of date by the time the plan is finalized. The changes that are currently underway or that are planned for the near future include:

- Downtown Transportation Center: Currently under construction, this facility will provide a total of 237 parking spaces in a garage and adjacent surface lot. This facility is scheduled to open in the summer of 2010.
- Main Street Reconstruction: Previously-existing on-street parking on Main St. between Egan Drive and Second Street has been removed on the ground, and is not included in this plan.
- Admiral Way/Red Dog Lot: CBJ Docks & Harbors plans to reconstruct this facility to reduce pedestrian/vehicle conflicts in the fall of 2011. After this reconstruction, six public parking spaces will be available during the off-cruise season; during the cruise season, these spaces will be dedicated for B Zone loading. These spaces are counted in all seasons in this plan.
- People's Wharf/Columbia/Intermediate Vessel Float Lots (Cruise Ship Terminal): CBJ Docks & Harbors plans to reconstruct the entire cruise ship upland support area around the Mt. Roberts Tram in the fall of 2011. This reconstruction will eliminate the on-street parking in this area as well as reconfiguring all off-street parking resources into a single public lot adjacent to Taku Smokeries/Twisted Fish Company parking. This reconstruction will result in 38 public parking spaces.

Existing Supply Inventory

Although there are parking management issues throughout the downtown area, parking is a particularly chronic problem in the downtown core. Accordingly, this parking management plan focuses primarily on the downtown core, although it also includes tools that can be used to manage parking outside of the core area.

A comprehensive survey of existing public parking resources had not been completed at the time that this plan was drafted; however, staff have surveyed and documented all on- and off-street parking resources controlled by the CBJ within the downtown core and its immediately adjacent residential neighborhoods. Shown as Phase 1 in the Downtown Parking Districts map (below), this area is bounded by Telephone Hill (Dixon St.) to the west, Chicken Ridge and Evergreen Bowl to the north (Goldbelt Ave. and 8th St.), Starr Hill and Mount Maria to the east (Basin Rd., Nelson St., and Gastineau Ave.), and the Intermediate Vessel Float/Cruise Ship Terminal area (S. Franklin St. at Taku Smokeries) to the south.

The Phase 1 area contains:

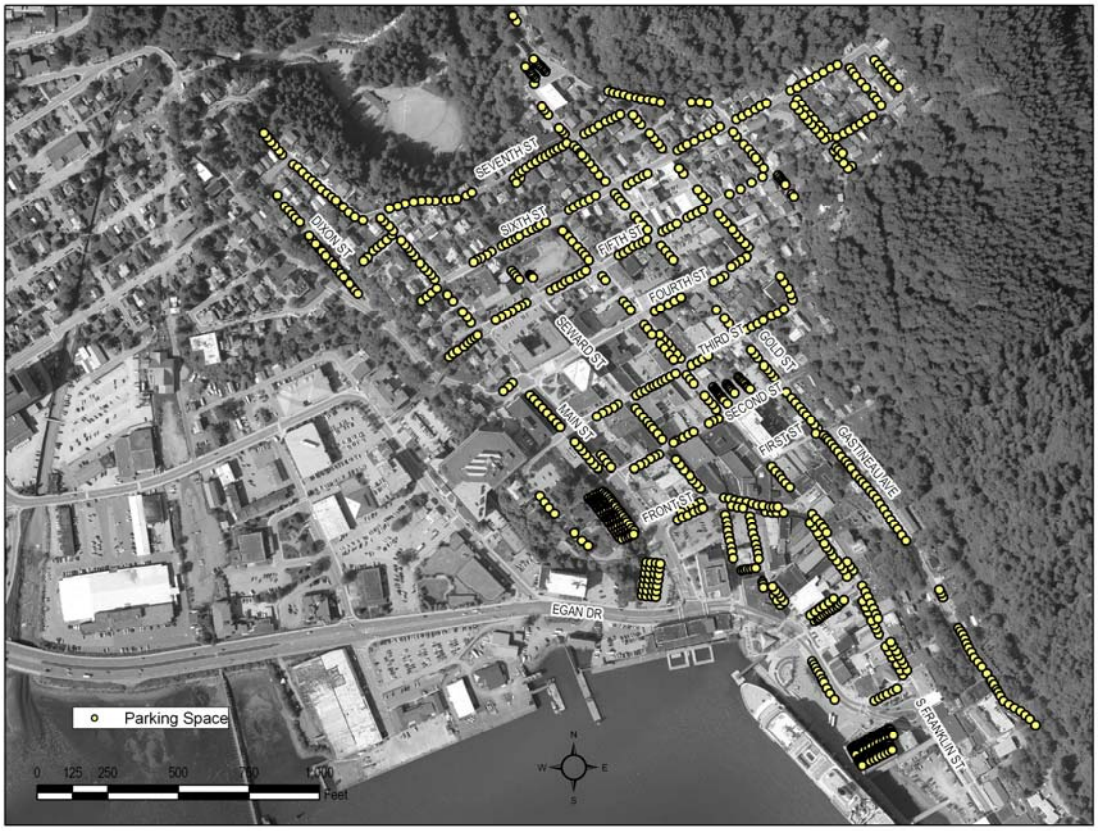
- Marine Park/Library Parking Garage: 300 spaces
- Downtown Transportation Center, Garage (Under Construction): 209 spaces
- Downtown Transportation Center; Shopper's Lot (Under Construction): 28 spaces
- Second and Franklin Lot: 24 spaces
- Cruise Ship Terminal: 38 spaces
- On-street (downtown core—Fifth Street south to Admiral Way, Main Street east to Harris St.): 408 spaces
- On-street (Residential areas adjacent to the downtown core): 313 spaces



Totals:

- 1,007 spaces managed by the CBJ in the downtown core;
- 313 spaces managed by the CBJ in residential areas surrounding the downtown core;
- 1,320 spaces managed by the CBJ in the Phase 1 parking management area.

Each dot on the map below represents a public parking space within the Phase 1 area. Two spaces along Basin Road (at the middle of the top of the image) and 38 spaces at the Cruise Ship Terminal (at the bottom right of the image) are not shown.



Existing Enforcement Scope

8:00 am to 6:00 pm (10 hours);
Monday-Saturday (6 days/week);

Total of 3,120 enforced hours/year.

Current Management

Many city, state, federal, and private entities are involved in parking management at various levels. Federal and private parking facility management is not addressed in this plan, but changes to city- and state-managed parking facilities are likely to impact private parking facilities. Federal parking facilities at and near the Federal Building on Glacier Ave. and West Ninth St. are managed by the General Services Administration of the Federal government, and are not subject to local zoning or other regulations regarding parking, so they are not discussed in this plan; a parking management plan for the Phase 3 area will need to address spill-over effects from Federal Building parking into the adjacent residential neighborhood and private parking lots at nearby businesses.

This section of the plan discusses each CBJ and State agency involved in managing parking in or near the downtown core, and describes that agency's interest in parking management.

CBJ Agencies

Assembly – The CBJ Assembly is composed of elected members, and will ultimately need to adopt any parking management plan in order for it to be enacted. The Assembly will set goals and approve general management techniques, with management details determined by individual agencies coordinating efforts under the adopted plans. There are two Assembly committees that will also be involved in parking management to some degree:

Lands Committee – The Assembly Lands Committee makes recommendation to the Assembly on all actions affecting CBJ property.

Public Works and Facilities Committee (PWFC) – The Assembly PWFC makes recommendation to the Assembly on all actions affecting infrastructure development or other capital improvements. This plan and its related ordinances will be discussed by the PWFC prior to being forwarded to the Assembly for action.

Community Development Department (CDD) – As the planning authority for the CBJ, the CDD is responsible for land use and transportation planning, as well as for reviewing land use permit and building permit applications, including the application of the CBJ's minimum parking requirements for developments. CDD also administers the Fee-In-Lieu of Parking program and makes recommendations to the Planning Commission and Assembly on parking-related issues.

Docks & Harbors – Docks & Harbors manages and maintains several public parking areas in Downtown Juneau, including the Cruise Ship Terminal, Admiral Way, and the Marine Park Plaza when it is available for use as a parking area.

Engineering Department – The Engineering Department is responsible for constructing new parking facilities, including the new Downtown Transportation Center at Telephone Hill. The Engineering Department's Contracts Office is handling the procurement of multi-space parking meters, and will need to assist in selecting and designing the locations and infrastructure for meters.



Juneau Police Department (JPD) – The JPD enforces on-street parking regulations.

Lands & Resources (L&R) – As part of the CBJ Manager's Office, the L&R office manages CBJ-owned property that is not owned by an Enterprise Board such as Docks & Harbors. The L&R office also manages CBJ leases and Memorandum of Agreements for properties owned by other parties, including some leases for publicly-available parking lots.

Parks & Recreation Department (P&R) – P&R manages the existing Marine Park Parking Garage, the Second St. & Franklin St. Lot (N. Franklin Lot, pictured above), and is therefore likely to manage the Downtown Transportation Center. The Building Maintenance Division of the Parks & Recreation Department maintains the majority of buildings owned by the CBJ, including parking garages. Centennial Hall, part of the P&R Department, also manages parking facilities in the downtown area.

Planning Commission (PC) – The PC advises the Assembly on land use and transportation issues, including setting the minimum parking requirements in the CBJ, and also serves as the permitting authority for major development in the CBJ. Applications for large Fee-In-Lieu of Parking waivers are reviewed by the PC. The PC is staffed by CDD and will ultimately need to endorse any parking management plan that could be forwarded to the Assembly for adoption.

Public Works Department (PWD) – The PWD is responsible for maintaining on-street parking and some off-street spaces, including the installation of regulatory signs, painting curbs, and maintaining the road surface. Capital Transit, the CBJ's mass transit system, is a division of the PWD. As a transportation alternative to the private automobile that does not require parking for private vehicles at destinations, Capital

Transit has the potential to play a large role in downtown parking management through its role in reducing parking demand. The new Capital Transit Center at the Downtown Transportation Center will help integrate transit with parking issues in downtown to a degree that has previously not been experienced by commuters and other visitors to downtown Juneau.

Treasury Department – The Treasury Department is responsible for accounting for cash collected at the existing pay box at the Marine Park/Library garage, and one Treasury Department staff member accompanies a P&R staff member when they collect cash from that box. The Treasury Department's role in parking management is fairly static, in that it will remain the same under any parking management scenario as long as funds are collected through fees or citations.

State of Alaska

Alaska Mental Health Trust Land Office (MHTLO) – The MHTLO manages a large parking area adjacent to Coast Guard Station Juneau, commonly known as the Sub Port lot. The MHTLO's mission is to earn revenues from land use to benefit Trust beneficiaries, and the current provision of this parking to the public for free does not assist in completing their mission; accordingly, the MHTLO is currently investigating its options for charging for use of this parking facility, and has expressed interest in working with the CBJ in coordinating parking management.

Department of Administration (DOA) – The DOA manages most of the State-owned parking facilities in Downtown Juneau, as well as being responsible for State leases for privately-owned parking facilities.

Department of Transportation/Public Facilities (DOT) – The DOT manages all State-owned Right-of-Ways, including Egan Drive, as well as the property upon which the DTC is constructed.

Legislative Affairs Agency (LAA) – The LAA is responsible for, among other things, maintenance of the Capitol and other Legislative facilities. Currently, Legislators are provided with parking passes that exempt the user from hourly parking restrictions for on-street parking spaces. Legislative parking at the Capitol, the Terry Miller Legislative Office Building, and at other parking lots in downtown are all managed by the LAA.

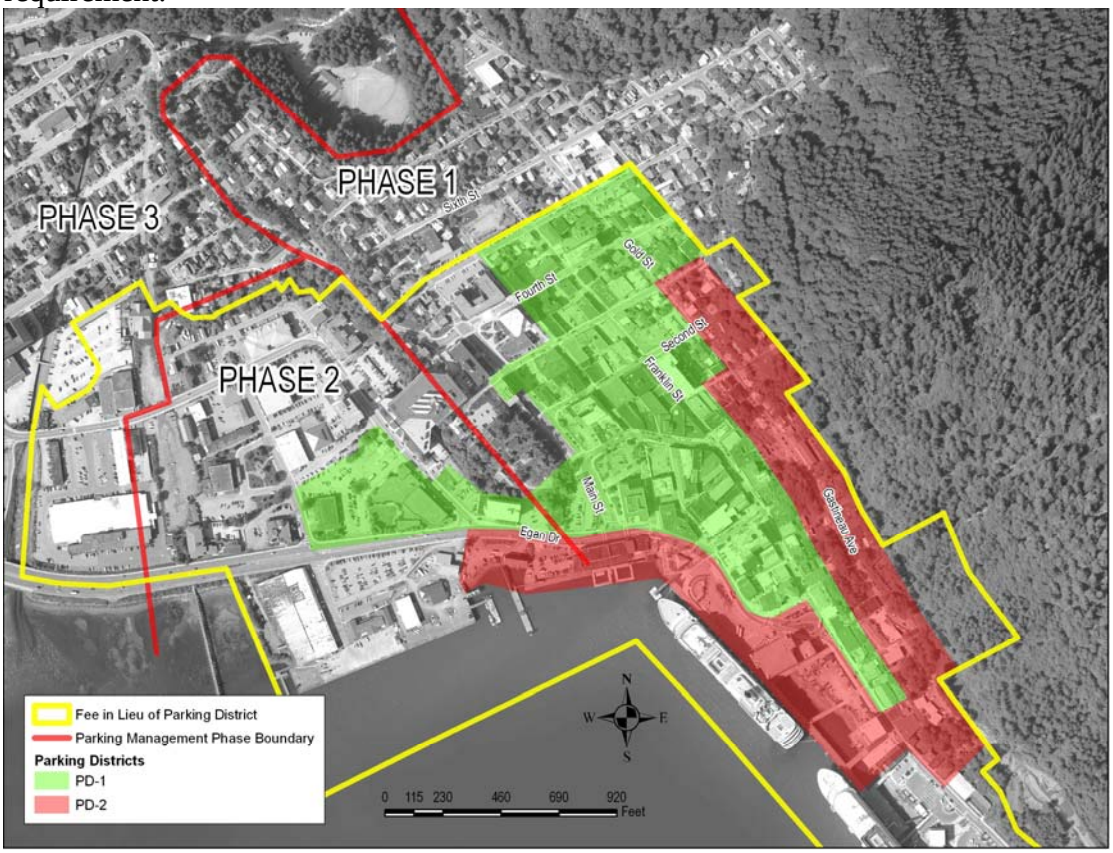
Downtown Parking Districts

There are three overlay zones that affect the amount of parking supplied off-street on private properties within the downtown area. The Downtown Parking District Map shows the existing Fee In Lieu of Parking District[5] and the PD-1 and PD-2 Parking Districts.[6]

[5] §49.40.210(d)(5)
[6] §49.40.210(d)(1)

Within the Fee In Lieu of Parking area, property owners or developers may pay a one-time fee to the CBJ in lieu of providing required off-street parking for a development or use. This program was developed in order to facilitate development and redevelopment of small, underutilized parcels in the downtown area that would not otherwise be able to meet their off-street parking requirements if developed. Fees collected under this program are intended to be spent on projects that either increase parking supply within the Fee In Lieu of Parking District or that reduces parking demand within the district.

The PD-1 and PD-2 Parking Districts were adopted when zoning regulations were changed to apply parking requirements to the downtown area; previously, the downtown area was within a zoning district that had no off-street parking requirements. When parking requirements were enacted for downtown zones, the PD-1 and PD-2 overlay zones were adopted to reduce the impact of this change on downtown properties. Within the PD-2 district, standard parking requirements are reduced by 30%. Within the PD-1 district, there is no parking requirement for any change of use of an existing structure, and the parking requirement for new construction is reduced by 60% from the normal requirement.



Parking Use Survey

Due to the extremely limited amount of data that has been collected on parking use downtown, staff has embarked on a data-collection effort to monitor parking trends over time. Designed to collect representative data without demanding high levels of staff time

or other resources, this parking survey was initiated on April 29, 2010. Although this survey is too early in its course to provide significant data for this plan, it is intended to collect base line data as well as to monitor changes to parking use resulting from changes to parking supply, management policy, or other factors that may arise in the future. The survey monitors eight[7] block segments with on-street parking in the downtown area. Four of these block segments are within the commercial or governmental areas of downtown; two are in adjacent residential districts; and one is several blocks from the downtown core but still in an area that serves primarily commercial and governmental uses; this outlying block segment, on Whittier Ave., is also the only survey block segment outside of the Parking Management Phase 1 area and contains almost all of the on-street parking in the Phase 2 area.

Modeled on the parking survey technique used by the Ketchikan Gateway Borough in their Downtown Parking Use Assessment (March 2010), the Parking Use Survey counts the number of vehicles parked on a given street segment, and tallies non-typical vehicles and other things that occupy parking spaces separately as well as the total number of spaces occupied. The survey will be conducted as staff time allows, and will, for the most part, adhere to the following methodology in order to assure consistency over time and between surveyors. It should be noted that changes to the study parameters and methodology are expected over time as staff collects data, interprets it, and comes to a fuller understanding of downtown parking dynamics. Within a month of its initiation in late April of 2010, staff had already added a new survey block segment to the study area, and had also come to realize that peak parking demand is often outside of the initial survey hours—that is, peak parking demand on some survey blocks occurs outside of the Monday-Friday, 8:00 AM – 5:00 PM period. The survey methodology has been modified to accommodate this new, more comprehensive understanding of downtown parking.

Methodology

- The survey will be conducted year-round, with efforts made to collect data on at least two days of each of two weeks in any month. Additional surveys should be conducted to ensure that all potential peak parking periods have been documented: that is, weekends, evenings, and special events will also require surveys.
- Each survey day should consist of at least two sample periods; one in the morning between the hours of 8:00 am and 12:00 pm, and one in the afternoon between the hours of 1:00 pm and 5:00 pm. Early morning and evening/night samples should also be collected to ensure that unique neighborhood parking behavior (e.g. Sunday morning church parking or First Friday night parking). Sampling street segments between 11:30 am and 1:30 pm, the lunch-time rush, should be avoided unless all segments are counted during that period, in which case the sample should be labeled as a lunch survey instead of as an AM or PM survey.
- All survey blocks will be surveyed in each sample period.

[7] This survey was initiated on only seven street segments. The Sixth St. survey block was added three weeks into the survey as staff determined that an additional survey block was needed in that area in order to ensure that collected data represented the entire gamut of downtown core parking issues.

- Motorcycles, delivery vehicles, emergency response vehicles, parking enforcement vehicles, school buses, and other non-typical vehicles, as well as non-vehicular use of parking spaces, will be tabulated separately from typical passenger vehicles and trucks.
- The actual number of parked vehicles or spaces otherwise occupied will be tracked, even if this number exceeds the number of spaces available.
- Survey times will be recorded in 24-hour (Military) time; 9:00 AM is recorded 9:00, and 9:00 PM is recorded 21:00.
- Surveys conducted during street closures or parking closures will count all spaces as occupied, but will note the reason (e.g. no parking for street cleaning/snow removal, etc.).

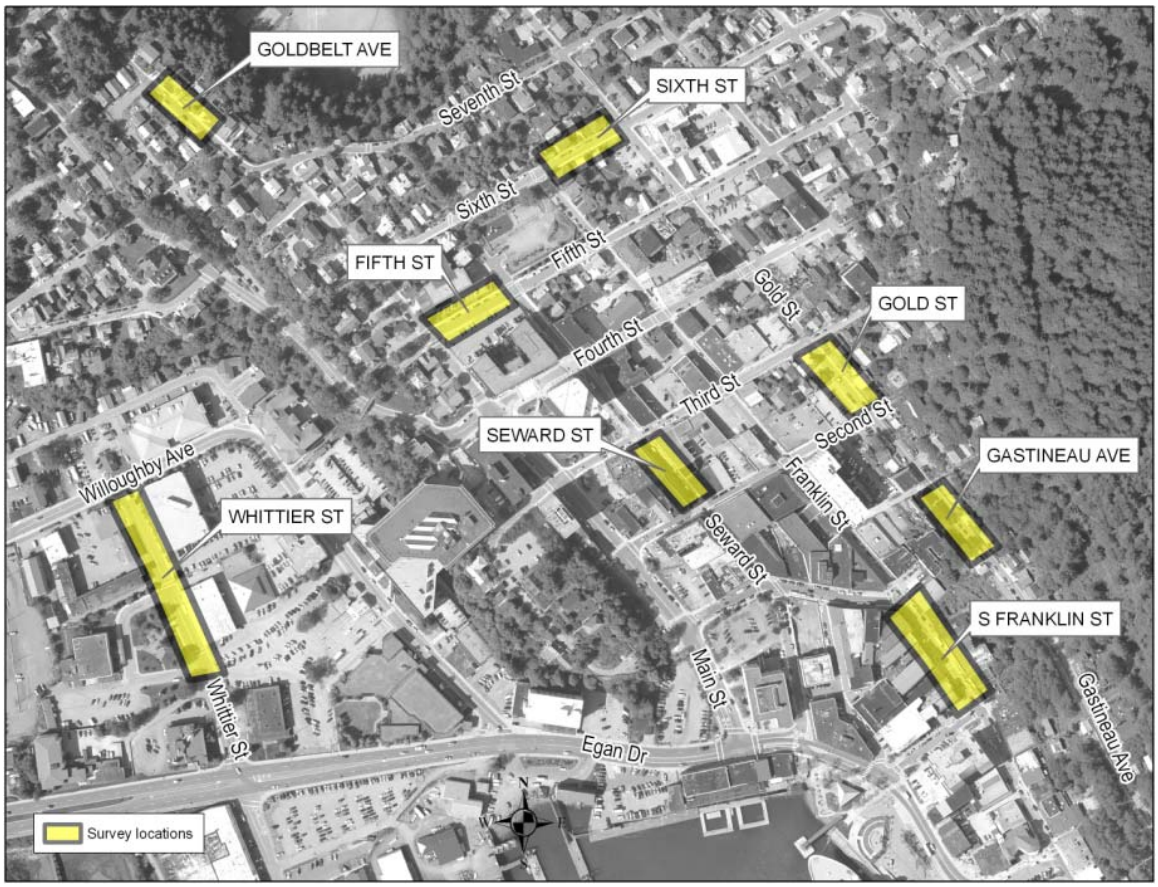
A sample survey form, completed on Monday, May 3, 2010:[8]

Date	Monday	5/3/2010	**Surveyor**	Ben Lyman		
Segment	**Time**	**Vehicles**	**Other Use**	**Total**	**Capacity**	**% Used**
Whittier St.	10:28	8		8	28	28.57%
Goldbelt Ave.	10:10	7	1 Motorcycle	8	10	80.00%
Fifth St.	10:02	7		7	7	100.00%
Gold St.	9:58	6		6	7	85.71%
Seward St.	10:00	7		7	8	87.50%
Gastineau Ave.	9:57	7	1 Motorcycle, 1 very large pile of garbage	9	10	90.00%
S. Franklin St.	9:55	10		10	21	47.62%
Total	**-**	52	3	55	91	60.44%

[8] This sample survey form was completed prior to the addition of the Sixth Street survey block.

Survey Area

The Parking Use Survey is conducted on eight street segments, shown below in yellow.



Each street segment is defined by intersections with other right-of-ways (ROW) on either end, as follows:

- Whittier St. from Willoughby Ave. to the West Third St. ROW, including all on-street parking on Whittier St. from Egan Drive to Willoughby Ave.
- Goldbelt Ave. from West Eighth St. to West Ninth St. The Goldbelt Ave. survey block segment's southeast end is to the northwest of the private driveway adjacent to the intersection of the West Eighth St. Stairs.
- Sixth St. from Franklin St. to Gold St.
- Fifth St. from Main St. to Seward St.
- Seward St. from Second St. to Third St.
- Gold St. from Second St. to Third St.
- Gastineau Ave. from First St. to Bulger Way. The Gastineau Ave. survey block segment's southeast end is at the fire hydrant at the intersection of the Bulger Way stairs, and its northwest end is at the fire hydrant in the First St. right-of-way. The parking space on Gastineau Ave. that would block First St. if the two roads intersected is not within this survey block segment.
- South Franklin St. from Ferry Way to Front St. and Bulger Way.

Survey Data

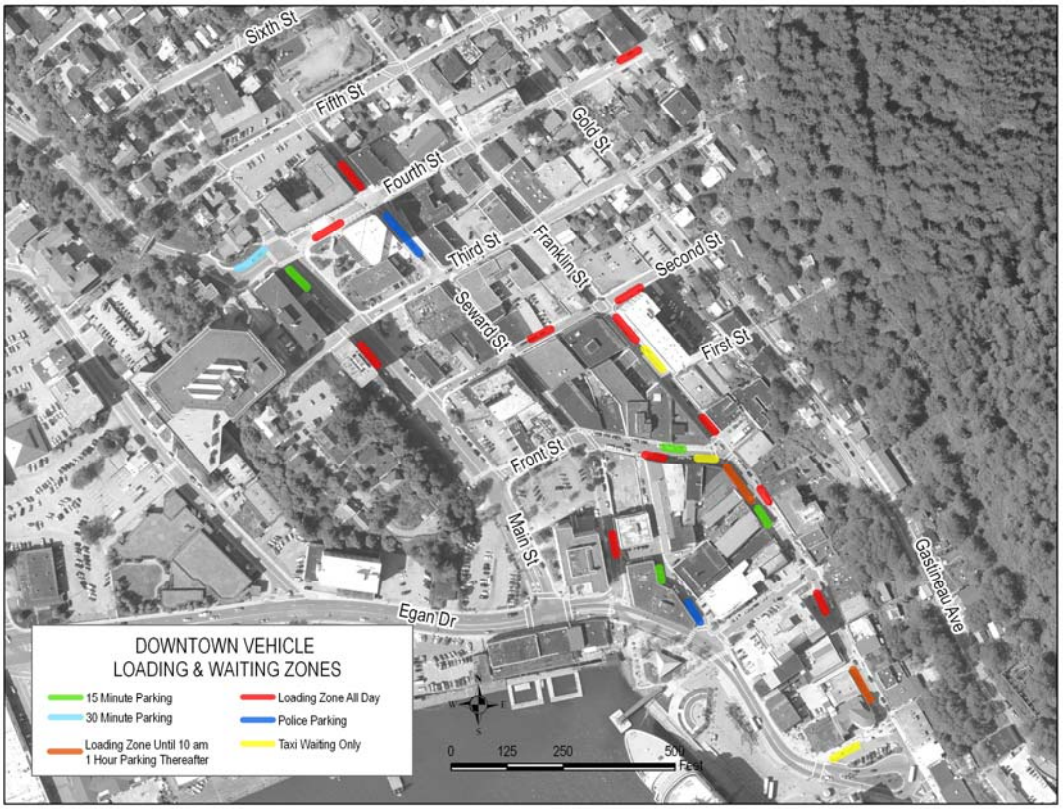
Data collected in the first month of the Parking Use Survey shows interesting parking behavior, but is insufficient to determine long-term or seasonal trends. The Gastineau Avenue, Gold Street, Fifth Street, and Sixth Street survey segments consistently show the highest occupancy rates, while the Franklin Street, Seward Street, and Whittier Street segments show a high degree of variability in their occupancy, and Goldbelt Avenue typically has a low occupancy rate. With the exception of Goldbelt Ave., all of the streets with long-term parking permitted (no hourly limit) are utilized at very high occupancy rates, while the streets with limited-term parking (2-hour or less) experience low occupancy rates. Goldbelt Ave. appears to avoid this trend due to its distance from destinations, which exceeds the distance that most drivers apparently need or are willing to walk to a destination. Changes in parking behavior on Goldbelt Ave. should be monitored through and after the implementation of any changes to parking management to determine if spillover effects spread to more distant residential areas similar to the Goldbelt Ave. neighborhood.

Loading, Taxi, and Other Special Parking Zones

In 2003, Ordinance 2003-28am was adopted, giving the City Manager the authority to "establish bus stops, taxicab stands, freight loading zones, passenger loading zones, and parking zones restricted to certain types of vehicles in such number, places, dates and times, as the manager shall determine appropriate." The Downtown Loading Zone Inventory of 2003 documented existing loading zones and other special zones that existed at the time that Ordinance 2003-28am was being considered; a survey of special parking zones conducted on May 7, 2010 found that substantial changes to loading and other special zones had occurred in the interim, suggesting that the management of these types of spaces is dynamic and responds to changing conditions. The Downtown Vehicle Loading & Waiting Zones map, below, shows all[9] of the short-term parking (30 minutes or less), loading, taxi, and police parking/waiting zones within the downtown core area. Seasonal restrictions on A- and B-Zone loading permits associated with tour vehicles are not shown on this map.

CBJ 72.01.125 Parking zones also addresses loading and other special parking zones, but does so in a way that leads to confusion for both parkers and enforcement officers. Section (a) states that "all curbing painted yellow shall mean 'no parking at any time,'" while section (b) states that "all curbing painted yellow shall indicate a restricted parking zone. The restriction shall be designated by a sign or other appropriate marking which indicates the restriction or limitation to parking." These two sections create confusion by both claiming to describe the universal meaning of a yellow curb while being mutually exclusive of the meaning contained in the other section. The City Attorney and CDD staff has drafted a proposed amendment to this section of the municipal code, contained in Appendix A of this plan, to address this contradiction.

[9] One 24-hour loading zone, located on Third St. between Franklin St. and Gold St., is not shown, as it blocks a two-car driveway. This loading zone interferes with the use of off-street parking, and its use would likely lead to conflicts with the owners of the adjacent property, so it is not shown on this map, although use of the space for loading is legal.



The Transpo Study stated in 1999 that "the Taxi loading and Tourist Bus spaces appeared to be well located and able to handle the demand during the peak tourist season. The seasonal changing of the tourist loading spaces near the waterfront park to short-term parking during the tourist off-season is an efficient use of those spaces."[10] The provision of the Alaska Steamship Dock "deck-over" and changes to the Cruise Ship Terminal and Admiral Way parking areas that are planned for 2011 continue to improve upland parking and loading resources for cruise ship-related vehicles, and seasonal changes in management that allow at least limited public access to these parking resources ensure their efficient use year-round.

There is, however, one exception to the rule that changing management seasonally improves efficiency: The deck-over, designed as a multi-use space that would be used for bus staging when cruise ships used the Marine Park Float or Alaska Steamship Dock, and for community purposes when no ships were present, has been opened for free all-day public parking during winter months in recent years. Given its close proximity to the Marine Park/Library garage, where parkers must pay to park, this supply of free parking with no time limit effectively robs customers from the garage and fails to provide parkers with any reason to modify their behavior—instead, this supply of free, long-term parking in the heart of downtown encourages additional vehicular traffic and congestion as parkers circulate through the lot repeatedly,[11] hoping to find an open space on their next pass through the lot. If the CBJ continues to open this facility for free, time-unlimited

[10] Page 19
[11] Anecdotal evidence provided by CDD staff whose offices look out over this facility.

parking in the future, this free-for-all facility will continue to undermine parking management efforts in the downtown area. If this facility is to be open to the public for parking during the cruise off-season, it should be managed in coordination with all other CBJ-managed facilities in its vicinity.

Planning Process

The Downtown Parking Management Plan planning process began in 2009, with CBJ Community Development Department staff meeting with department heads and city management to build consensus regarding existing problems with parking management and around the need for coordinated management by various agencies. These meetings then expanded to include non-CBJ stakeholder groups, including state government agencies and the Downtown Business Association. Over the course of plan development, additional special-interest and stakeholder groups, including the Alaska Committee, the Juneau Chamber of Commerce, the Juneau Economic Development Council, and individual businesses such as hotels and rental car agencies were brought into the discussion.

Public Involvement

Public meetings were held throughout the borough the week of November 3 – December 4, 2009. Although attendance at these meetings was weak, attendees were unanimously unhappy with current parking management, and all but one attendee indicated that they would be willing to pay to park in a convenient location when they visit Downtown Juneau.

The project web site, http://www.juneau.org/cddftp/ParkingManagement111809.php, is updated as necessary with scheduled public meetings, memoranda, presentations, and other background information that members of the public or media can access to stay up-to-date on the planning process. Contact information for project staff is also provided on this web page.

Public comments have been received by project staff, the Planning Commission, and members of the Assembly. These comments often raise concerns regarding existing and potential spillover effects into residential areas, questions about the impetus for the project itself, and questions on how the new DTC will be managed.

Project staff has spoken on KRNN and KJNO regarding the planning process, and the Juneau Empire has run several stories on parking management. Responses to this media coverage have generally supported the use of multi-space parking meters to manage on-street parking in the downtown area, although concerns regarding how this will impact particular user groups such as legislative business travelers, residents, and shoppers have also been raised.

Staff developed draft goals and draft policies that were discussed, amended, and ultimately endorsed by decision-making bodies for the CBJ:

Goals

Three goals for the Parking Management planning process were adopted by the Planning Commission at their January 26, 2010 meeting:

1. Reduce the number of vehicles that are parked all day (long-term) in hourly (short-term) spaces.

2. Ensure that both the Marine Park Parking Garage and the Telephone Hill Parking Garage (under construction) are utilized at or near capacity year-round.

3. Ensure that on-street parking spaces are available near all destinations at all times of the day for use by visitors who only need short-term parking.

Policies

Three policies provide direction for meeting the goals of the parking management program, and were endorsed by the Planning Commission and Assembly Committee of the Whole during their special joint meeting on April 12, 2010:

I. Manage on- and off-street parking resources so as to ensure that both long- and short-term parkers can find parking suitable to their needs at all times.

II. Manage parking as a component of a multi-modal transportation system, recognizing that adequate parking cannot be supplied at any destination in the downtown area for peak demand, and that walking, bicycling, use of shuttles/buses, carpooling, and other transportation tools are part of the solution to any parking problem.

III. Parking management must be simple enough that parkers can easily know how long they may park in any given space, and what the fee for parking in that space (if any) is.

Parking Management Working Group

In order to ensure that all relevant agencies were kept informed of the planning process and were able to steer that process while not becoming mired in details, the Parking Management Working Group (Working Group) was formed in the fall of 2009. The Working Group is composed of representatives of City and State agencies involved in parking management, as well as representatives of the Downtown Business Association. This group meets infrequently, but provides valuable insight and assists with vetting issues before draft documents are presented to the public or decision-making bodies, as well as assisting in developing the Request for Proposals for the multi-space parking meters that will be used to manage off-street parking spaces, and that will be used to manage on-street parking spaces if CBJ 72.14 is amended as recommended by staff. The diverse expertise of Working Group members ensures that technical details such as receipt printers, data interfaces, cash collection, maintenance, and enforcement are all thoroughly vetted and understood by all necessary parties.

Comprehensive Plan

The 2008 Comprehensive Plan of the City and Borough of Juneau (Comp Plan) contains dozens of references to parking, and many of those speak to management of downtown parking in particular. Items of particular relevance to parking management in the downtown area are in bold for emphasis.

6.11.SOP1 **Promote the use of public transportation and car pooling to reduce the reliance of CBJ residents and visitors on single-occupant vehicles.**

6.11.IA4 **Provide metered electric energy sources at public parking lots and garages to re-charge public and private electric automobiles, and provide preferential parking spaces for those vehicles. The metered electrical sources should have the functionality of being turned off automatically or manually by AEL&P and/or CBJ staff during periods of peak loading of the electrical system or emergency situations.**

5.2.IA3 **Encourage coordinated or joint planning efforts to address the need for alternative transportation and parking opportunities for State workers and Legislative personnel. All government agencies should participate in a coordinated Downtown Transportation Management Program per the elements described in Chapter 8 of this Plan** (see 8.1.IA6).

8.1.IA6 **To reduce the demand for land-consuming parking spaces, reduce use of fossil fuels, and encourage the use of public transit, the CBJ should urge Downtown federal, state, and local government agencies, as well as private-sector employers to participate in a Coordinated Downtown Transportation Management Program managed by CBJ staff or a third party.** The program could include, but would not be limited to, the following features:

A. Free or heavily discounted transit passes to area employees;
B. Improved bus service, including a downtown circulator shuttle;
C. Completion of a downtown transit center complex;
D. Organized vanpools and carpools;
E. **Convenient and free parking for car- and van-pool vehicles, preferential parking for car-sharing, electric, hybrid and other alternate fuel-powered or multiple-user vehicles;**
F. **Re-instituting metered parking Downtown to discourage long-term on-street parking;**
G. **Instituting residential parking programs to discourage commuting motorists from long-term on-street parking in residential neighborhoods;**
H. Satellite parking within shuttle distance to major destinations in Downtown Juneau.
I. **Working with the State of Alaska to allow off-hour parking in State parking facilities and lots to ease evening and week-end event parking congestion;**

J. **Increasing parking enforcement, as nearly all of these parking-related actions require enforcement or they will be of minimal utility;**
K. Coordinated, perhaps mandatory, staggered or flexible work hours for area employees to avoid peak hour traffic;
L. Provision of safe pedestrian and bicycle routes throughout the Downtown; and,
M. Provision of secure, dry bicycle storage as well as shower and locker facilities for commuting cyclists.

Transit First Policy.
"…**[A] successful transportation system depending on a public transit system includes a number of private and public-sector sponsored travel options, including:**

- park & ride facilities at transfer station locations;
- "dial-a ride" para-transit programs (such as the Care-A-Van program);
- **residential parking permit programs in the neighborhoods around Downtown Juneau;**
- **higher parking rates for day-long parking in the Downtown Juneau area;**
- private taxi service;
- secure storage for bicycles at transit stops and major destinations; and
- residential densities of 25 units per acre or greater along express bus routes to support convenient bus service." (Page 114)

8.4.IA1 **Identify one CBJ agency or staff member, possibly in the City Manager's Office, that or who can maintain very close communication and coordination with all federal, state and local agencies and private operators in the CBJ to ensure that local transportation resources are managed in the most efficient and convenient manner possible.**

Guidelines and Considerations for Subarea 6:
13. Provide additional parking and fast, mass transit opportunities, per the Downtown subarea guidelines and implementation actions identified in the Transportation Chapter 8 of this Plan. **Develop a parking management component of a Downtown Juneau Transportation Management Program that could include the following elements:**

A. Establish a covered walkway network throughout the Downtown.

B. Establish a parking policy that will guide planners in determining the amount of parking that should be provided for specific uses Downtown.

The CBJ should re-examine the parking requirement for development of residential units and for tourist-oriented uses in the Downtown.

In addition to the Fee-In-Lieu-of-Parking program, the CBJ should provide alternatives, such as participation in a coordinated Downtown Transportation

Management Program, for Downtown developers whose proposals do not meet on-site parking requirements. Provisions should be added to accommodate use of parking structures, shuttles, and other means to meet the parking need. However, ensure that these programs do not induce property owners to demolish historic structures to make way for higher intensity uses or taller structures.

C. **Modifications in the current management of the existing parking supply, such as shared daytime and nighttime and week-day and week-end parking, should be made to make parking more accessible to patrons of area cultural arts or commercial businesses and for area residents.**

D. Development of additional parking supply: construction of centralized parking structures should be phased in and reevaluated on a case-by-case basis. Surface lots can be established on a temporary basis to act as place-holders for potential future structures and provide additional parking while a centralized structure is being developed and the initial use of the structure evaluated.

E. **Management of downtown parking should be centralized, though still coordinated with other CBJ Departments, to coordinate all aspects of the parking program. The parking program should be continually-monitored to determine how programs are working. Developing a program is an on-going process that will need continuous review and revision. The CBJ needs to involve the State and Federal governments in shared development of solutions, since parking demand created by State and Federal offices are a major factor in Downtown parking shortfalls.**

F. The CBJ should continue its efforts to develop a convenient transportation terminal near the Downtown. The terminal should provide a transfer station for mass and rapid public transit where commuter busses, and possibly a light rail system would connect to shuttle busses for localized distribution. Commuters may park their automobiles at the terminal, and catch a shuttle to the downtown core.

G. Other methods suggested to ease the parking problem downtown include construction of a light rail or similar system between the valley and town, supplemented with fast, efficient, localized shuttles; and development of high-density mixed use, but predominantly residential, areas that would provide the opportunity for people to live near their work, shopping and recreation needs, thereby significantly reducing or eliminating the need for a private vehicle altogether.

H. Another suggestion related to parking is to eliminate the parking requirement for certain affordable high-density dwelling units in the downtown core area, such as the small, Single Room Occupancy (SRO) units, other student housing, senior housing and/or seasonal worker housing whose occupants are likely not to own vehicles. This would facilitate the development of affordable housing downtown that, in turn, would create a more dynamic, 24-hour downtown

and would free up rental housing elsewhere in the CBJ. This concept may not work for all types of dwelling units developed in the Downtown, such as loft housing, family-size housing or artist housing whose occupants are more likely to own vehicles; those developments may participate in the Downtown Fee-in-Lieu of Parking program established in 2006.

Available Tools

Although there are many tools available to the CBJ in managing parking demand, they are all components of the larger concept of Travel Demand Management (TDM). This chapter discusses TDM in general first, and then moves on to discussing relevant components of TDM in following sections. Some TDM strategies that have been successful in other communities due to efficiencies of scale do not appear to be appropriate for use in the CBJ due to our small population base and the limited size of most developments within the CBJ. One example of this is a requirement that many communities place on large developments: as a condition of permit approval, large office or other high-traffic developments are often required to keep a professional Travel Demand Manager on staff to coordinate TDM programs at the development. This type of approach could be useful if implemented by the State of Alaska, the U.S. General Services Administration, or the City and Borough of Juneau, but there are no other single employers in the downtown area that are large enough to warrant this approach. The Travel Demand Management section below discusses the breadth of topics that might be addressed by a Travel Demand Manager for any large agency, so that approach is not specifically discussed further in this plan.

Travel Demand Management

Travel Demand Management addresses parking demand by facilitating or even requiring a reduction in the number of trips using private vehicles. The Area-Wide Transportation Plan (AWTP) of 2001 listed six top priority transportation system improvements, the first of which is paraphrased in the 2008 Comprehensive Plan as:

> "Establish and implement Transportation Demand Management Policies throughout the CBJ focusing on reducing single-occupant-vehicle (SOV) trips and promoting alternative modes of travel such as transit, carpooling, car-sharing, bicycling and walking. These policies should also focus on encouraging telecommuting, flexible work schedules, and be presented as regulations, conditions of approval of use permits, and as incentives."[12]

The 2008 Comprehensive Plan lists TDM as Implementing Action 8.1.IA6:

> To reduce the demand for land-consuming parking spaces, reduce use of fossil fuels, and encourage the use of public transit, the CBJ should urge Downtown federal, state, and local government agencies, as well as private-sector employers to participate in a Coordinated Downtown Transportation Management Program managed by CBJ staff or a third party. The program could include, but would not be limited to, the following features:
>
> A. Free or heavily discounted transit passes to area employees;
> B. Improved bus service, including a downtown circulator shuttle;
> C. Completion of a downtown transit center complex;
> D. Organized vanpools and carpools;

[12] Page 108

E. Convenient and free parking for car- and van-pool vehicles, preferential parking for car-sharing, electric, hybrid and other alternate fuel-powered or multiple-user vehicles;

F. Re-instituting metered parking Downtown to discourage long-term on-street parking;

G. Instituting residential parking programs to discourage commuting motorists from long-term on-street parking in residential neighborhoods;

H. Satellite parking within shuttle distance to major destinations in Downtown Juneau.

I.Working with the State of Alaska to allow off-hour parking in State parking facilities and lots to ease evening and week-end event parking congestion;

J. Increasing parking enforcement, as nearly all of these parking-related actions require enforcement or they will be of minimal utility;

K. Coordinated, perhaps mandatory, staggered or flexible work hours for area employees to avoid peak hour traffic;

L. Provision of safe pedestrian and bicycle routes throughout the Downtown; and,

M. Provision of secure, dry bicycle storage as well as shower and locker facilities for commuting cyclists.

The Downtown Parking Management Plan addresses Implementing Actions 8.1.IA6 E, F, G, and J. Implementing Action 8.1.IA6 C will be completed with the opening of the DTC Transit Center in the fall of 2010. Other efforts to reduce parking demand through TDM fall outside the scope of this parking management plan, including car- and van-pool programs, improvements to the transit system, improvements to pedestrian and bicycle routes, and provision of bicycle facilities. These implementing actions should continue to be pursued by the community in order to build a transportation system that functions smoothly and efficiently for travelers using all modes of transportation.

Multi-Space Parking Meters

Multi-space parking meters have been available for many years, but made their first appearance in Juneau in the summer of 2009 with a single meter installed at the Don Statter Marina in Auke Bay. Multi-space meters look more like ATMs than like the single- and dual-head meters that were removed from Downtown Juneau streets in the early 1980s. These machines accept multiple payment methods, with most models being capable of accepting coins, credit cards, debit cards, smart cards, tokens, and even payment by phone. Some machines also accept cash, but these are less common due to issues with paper jams and increased motivation for theft. There are three varieties of management techniques that multi-space parking meters can be used for: Pay-and-Display; Pay-by-Space; and Pay-by-License Plate. Each technique is discussed below, with pros and cons for each technique's use in Juneau. Most multi-space meters can be reconfigured to manage by Pay-and-Display or Pay-by-Space with a simple change to settings in software that provides for remote management of the meters. Some machines are also capable of managing by Pay-by-License Plate and can be switched to this mode

remotely as well, although this type of product is much newer and not as widely available as the other two types of meters.

Pay-and-Display

Pay-and-Display meters are common in many cities across the United States and throughout the world, and are familiar to users who have parked in Vancouver, BC; Seattle, WA; San Francisco, CA, and dozens of other cities. The multi-space meter at the Don Statter Marina in Auke Bay is a Pay-and-Display meter that has been operated in the CBJ since the summer of 2009.

After paying any required fee, the parker places a receipt in the vehicle's window to show enforcement staff when the paid parking period expires. Enforcement officers simply compare the "valid until" time on the receipt to the current time and issue citations accordingly.

Pros:
Because Pay-and-Display meters are common in many cities, users are likely to be familiar with their use already. The process of paying for parking, receiving a receipt, and displaying the receipt is intuitive and straightforward, and enforcement staff can easily determine if a vehicle has valid authorization to park or not. The ticket shown in the image to the right is a Pay-and-Display ticket issued by the meter at the Don Statter Marina.



Cons:
The parker must find a parking space, then find a meter, pay at the meter, receive their receipt, and then return to their vehicle to place the receipt in the window before they can proceed to their destination. Enforcement staff must move slowly enough that they can read the time on every receipt, and snow or ice buildup on windows will make this process even more tedious. If the parker desires to pay for additional time, they must return to a meter, pay, receive the receipt, and then make their way back to their car to place the receipt in the window.

Pay-by-Space

Pay-by-Space meters are commonly used in off-street parking facilities where each space is numbered.

The parker must remember the space number in which they parked, and this number is entered into the meter. The parker pays any required fee, and a receipt is printed for their records. Enforcement officers review a real-time list of spaces for which payment has been received, and issue citations for vehicles parked in spaces that have not been paid for.

Pros:
The Marine Park/Library garage and the Shopper's Lot use pay-by-space management techniques, so Juneauites are likely to be familiar with this management style. Parking space numbers are typically two, or at most three, digits long, and are therefore theoretically easy to remember while the parker walks from their parking space to the nearest meter. Enforcement is simple, since enforcement officers can review a real-time list of spaces that vehicles are authorized to park in, and violators are easy to spot. Parkers who desire to extend their parking time can pay for additional time at any meter, or by phone if such a system is set up, and do not need to return to their vehicle as long as they remember their space number correctly.

Cons:
On-street parking cannot be managed with pay-by-space technology unless each on-street space is numbered, which typically requires signs and/or pavement markings. Some jurisdictions use in-ground sensors and video cameras to alert enforcement officers if a given space has been parked in without payment, and what the license plate number of the offending vehicle is; this requires extensive reconstruction of streets to install sensors, as well as requiring cameras and signs at every parking space.

Pay-by-License Plate

Pay-by-License Plate meters are the newest variety of multi-space parking meters, with a growing history of applications in Europe and limited use in North America. Vancouver, BC recently began a pilot project to evaluate the technology, and other cities in the U.S. and Canada have also begun to use this technology as it becomes better known and more readily available.

In Pay-by-License Plate systems, the parker must remember their vehicle's license plate number and enters it into the meter, along with the desired parking duration. After paying any applicable fee, the parker receives a receipt for their records. Enforcement officers enter license plate numbers into their real-time enforcement devices and are informed if that vehicle is authorized to park or if it is in violation.

Pros:
Pay-by-License Plate management allows the jurisdiction control over how long a given vehicle may park in any facility, regardless of whether or not the vehicle is moved within that facility. This feature allows parkers to receive a set amount of free parking in any given 24-hour period, but requires them to pay for any amount of time in excess of that free amount. This will allow the CBJ to provide free parking for some period of time, perhaps one and one-half or two hours each day, but to prevent abuse of that free time by long-term parkers who currently move their cars to avoid tickets in one-hour zones. Furthermore, a parker who has multiple errands to run could register their vehicle with the system just once and then make multiple stops, parking for short periods of time near each destination, until their time limit has been reached. Parkers who desire to extend their parking time can pay at any meter, or by phone if such a system is set up, without returning to their vehicle.

Pay-by-License Plate meters have the added benefit of simplifying the issuance of parking permits to a variety of customers. Monthly parking permits for the Marine Park/Library garage are currently printed on colored paper, with permit numbers hand-written on each pass. These permits are individually mailed to or picked up by their recipients, a time-consuming process for staff. Legislative courtesy permits, also printed on paper, are currently distributed through the Manager's Office, again demanding staff time to print and distribute. Using a Pay-by-License Plate system eliminates the need for printing and distributing paper passes, instead requiring that permit purchasers submit the permitted vehicle's license plate number when they purchase their pass. The vehicle's license plate number is entered into the system as paid for a given period of time, either by a CBJ system administrator or by an authorized third party using a software interface to the system.

Cons:
Pay-by-License Plate meters are only manufactured by a few companies, although one company that did not previously offer this management style tested the ability of their Pay-by-Space meters to manage parking by license plate after discussing the needs of the CBJ with project staff, and found that the meters work as desired without any modifications to software or hardware. Be that as it may, these meters are not likely to be familiar to most users, and license plate numbers, at approximately six digits, are longer than space numbers and therefore may be harder for parkers to remember at first.

Residential Parking Zones

The Transpo Study discusses "Restricted Residential Parking Zones (RPZ's)" in general:

> "Restricted or Residential Parking Zones (RPZ's) apply to on-street parking spaces in specified zones. They typically are utilized in neighborhoods where adequate off-street parking is not supplied because
>
> - The homes were built before off-street parking was required or vehicle ownership at the time of home construction was much less than in current society, and
> - There are competing demands for the parking, often from major institutions, sport venues and other surrounding uses.
>
> "Typically, on street parking in an RPZ is limited to short time-period (one to two hours) during specific hours (on weekdays generally or specific dates such as those of major sports events) unless the vehicle displays a special permit. A permit is issued for each vehicle owned by a resident. Often a guest permit is also issued.
>
> "Since the permitting program does impact residents, particularly if they have multiple visitors, a petition must be signed by a major percentage of residents. Some jurisdictions require baseline studies to determine the boundaries of and need for RPZs.

> "Administration of an RPZ program includes issuance and renewal of resident and guest permits, enforcement and punitive steps against violators. Application to multi-unit dwellings and other small businesses in the RPZ must be established.
>
> "It appears that there are portions in the study area in which an RPZ would be appropriate, if desired by the residents…"[13]

The Transpo Study goes on to discuss the ramifications of instituting RPZs in the downtown area and to project how many commuter vehicles would be displaced by an RPZ. However, as was noted in the initial discussion of the Transpo Study in this plan, many of the baseline parking generation numbers used in that study are significantly and obviously flawed—accordingly, the highly suspect projections on impacts of an RPZ that are given in the Transpo Study are not reproduced here. The Parking Use Study discussed in the Existing Conditions & Parking Resources chapter of this plan is designed in part to track the impacts of any RPZ surrounding the downtown core; data collected in this study over the coming years will help track those impacts and provide insight into how they can be modified to better serve the community.

Language enabling the creation of RPZs appears at CBJ 72.18.035 of the attached draft ordinance. Residential Parking Zones are also discussed in the Resident Stakeholder and Recommended Actions sections of this plan.

Preferential Parking

Preferential parking includes any space that is reserved for a particular type of vehicle or designated vehicles. Spaces may be dedicated for use by a particular group of users (carpools or vanpools), or may be designed for particular types of vehicles (motorcycles and electric vehicles). Preferential parking may provide a benefit to parkers who are meeting some public goal or interest in order to encourage that behavior, or it may be required for particular vehicle types to operate (electrical connections for recharging battery-powered vehicles).

Carpools & Vanpools

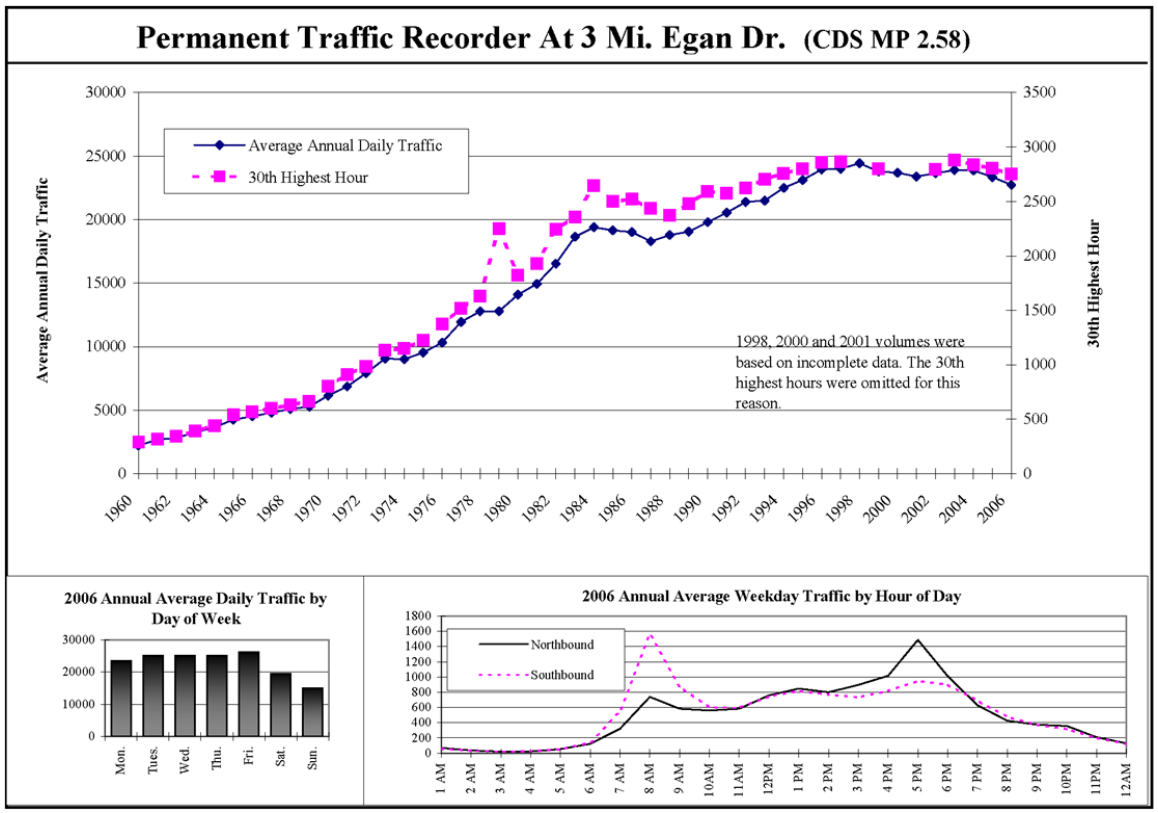
The Transpo Study discusses the provision of preferential parking for High Occupancy Vehicles (HOVs)[14]:

> "Providing special parking accommodations for carpools and vanpools gives users time and convenience advantages, and sometimes financial advantages, as compared to SOV[15] drivers. In large lots, such as those near the State Office Building, some of the spaces closer to the building could be designated for use of carpools and vanpools. Convenient on-street spaces could also be designated for carpool/vanpool parking, but only in places where enough short-term parking is available for commercial patrons.

[13] Pages 14-15
[14] "High Occupancy Vehicles, often called HOVs, are vehicles with more than one occupant." Page 19
[15] Single Occupant Vehicle, referring to vehicles with a driver and no passengers.

"Preferential parking programs do require intense enforcement to reduce abuse. Costs include HOV parking signs and striping, enforcement, program promotion costs, administration of HOV parking passes and registration of participants in the program."[16]

In considering the potential effects of carpooling on parking demand, it is important to start with an understanding of current transportation choices. The State of Alaska Department of Transportation/Public Facilities maintains a traffic recorder at 3-mile Egan Drive; data collected at that recorder from 1960 through 2006 is shown in the graphic below.

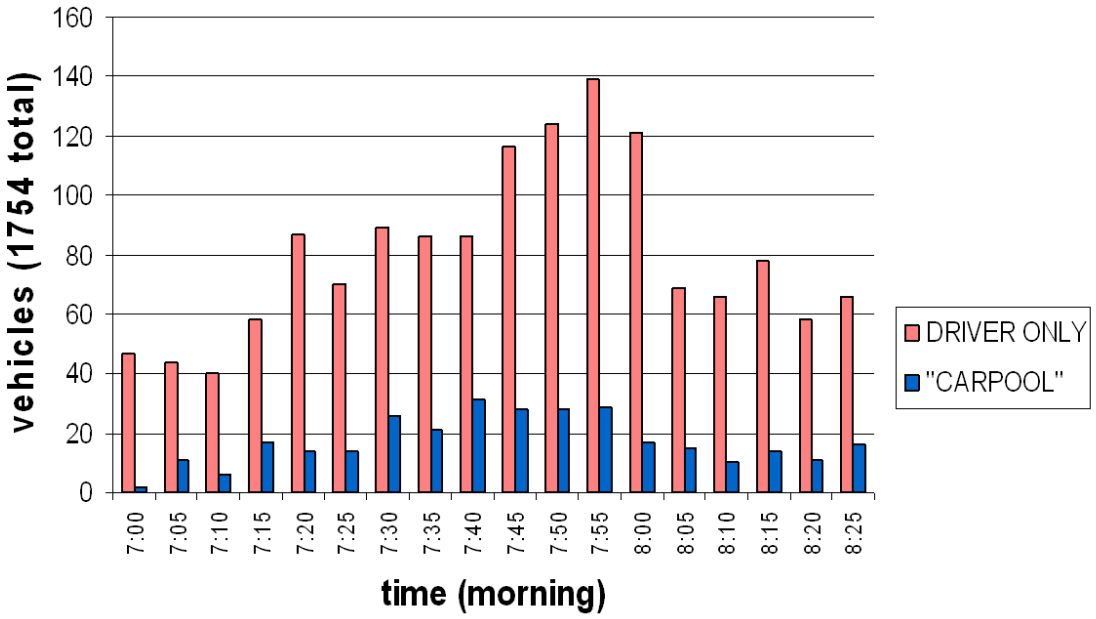


CBJ staff conducted occupant surveys of southbound vehicles during the morning commute on April 3 and 4, 2008 and found that 16-18% of vehicles are HOVs—and that 82-84% are SOVs.

[16] Page 19

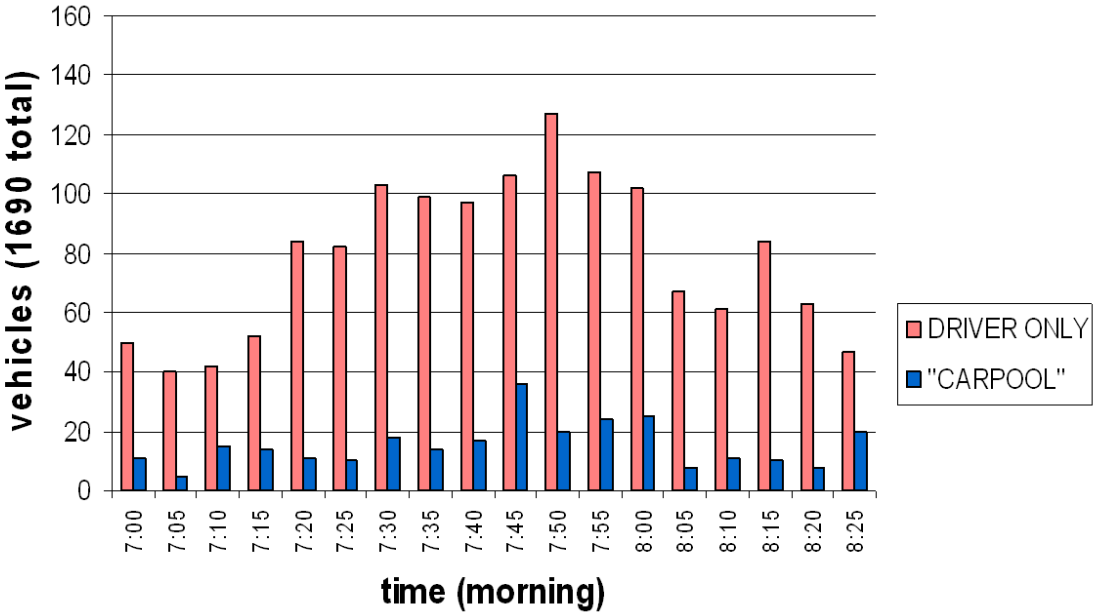
Driver Only vs Carpool, Juneau, Alaska, April 3, 2008

18% of vehicles have a driver and at least one passenger
(counts taken at JDHS walkway overpass, southbound traffic)



Driver Only vs Carpool, Juneau, Alaska, April 4, 2008

16% of vehicles have a driver and at least one passenger
(counts taken at JDHS walkway overpass, southbound traffic)



Based on this data, it is simple to calculate the impacts of increased carpooling on parking demand: as fewer SOVs are used and more commuters use HOVs, each SOV that is taken off the road reduces the parking demand by one vehicle space. HOVs that are occupied by multiple passengers take multiple SOVs off of the road and eliminate the need for that number of parking spaces. For purposes of the calculations in parking demand reduction given here, however, it is assumed that HOVs will have one driver and one passenger.

With 18% of vehicles operating as HOVs during the morning commute currently, an increase to just one in every five SOVs becoming HOVs (20% total, or a 2% increase) reduces parking demand by 34 parking spaces. At 25% HOV use, parking demand is reduced by 103 spaces; at 33%, demand drops by 203 spaces. If one in two commuting vehicles were HOVs (50% HOV use), with just one passenger in addition to the driver, 378 fewer parking spaces would be needed in downtown than are currently required. Clearly, encouraging commuters to share rides in HOVs rather than driving alone in SOVs has great potential to reduce parking demand in Downtown Juneau.

Motorcycles & Scooters

Although motorcycles, scooters, mopeds, and various other vehicle types differ widely in design, purpose, and even fuel type, they are all two- or three-wheeled (trike) vehicles that are significantly smaller than typical cars, and they are generally much more fuel efficient than cars or trucks. All of these vehicle types are discussed in this section as "motorcycles."

Members of the public contacted CDD staff during the planning process to request that dedicated motorcycle spaces be provided in various locations in Downtown Juneau. Comments stated that although two to three motorcycles can often park in the space that a single car would occupy, it is still difficult to find motorcycle parking downtown. Steep streets are not appropriate for motorcycle parking, and even if a large space is left between two parked cars, motorcycles parked mid-block between other vehicles are likely to be hit by cars entering or exiting a parking space. The degree of need for motorcycle parking should be evaluated, and dedicated spaces should be provided as needed; one member of the public suggested that a few spaces could be dedicated motorcycle parking between May 1 and October 31.

Motorcycle spaces can be provided both in areas where automobile parking is not practical due to turning movements or the size of the available space and in standard parking spaces that have been striped and signed for use by two or more motorcycles, but should be as flat as possible. If preferential parking with electrical connections are provided for electrically-powered vehicles (see below), motorcycle spaces with access to charging equipment should also be provided.

Electric Vehicles

In recent years, advances in technology have made electrically-powered vehicles much more powerful, reliable, and common. Although the CBJ's electrical generation system currently produces a surplus of energy that can be sold to cruise ships and the Greenscreek Mine, Alaska Electric Light & Power (AEL&P) representatives cautioned CBJ staff against putting too much reliance on electric vehicles during the drafting of the 2008 Comprehensive Plan. In order to avoid over-loading the electrical system with electrically-powered vehicles, the CBJ adopted very clear language in the Comp Plan that addresses this potential to over-load the system:

> 6.11.IA4 Provide metered electric energy sources at public parking lots and garages to re-charge public and private electric automobiles, and provide preferential parking spaces for those vehicles. The metered electrical sources should have the functionality of being turned off automatically or manually by AEL&P and/or CBJ staff during periods of peak loading of the electrical system or emergency situations.

The DTC is designed to accommodate electrical sources for charging vehicles, but the metered electrical connections will not be in place at the time that it opens for use by the public. CBJ staff should monitor public demand for this type of facility, and the CBJ should install this equipment when demand rises to a level that could support it.

Parking Management Scenarios

After a series of scoping meetings with the public and CBJ Department and State Agency stakeholder meetings, Community Development Department staff developed a variety of scenarios for coordinated Downtown Parking Management. These scenarios outline various costs of implementation and operation of parking management systems, and describe the potential pros and cons for each scenario. Scenarios range from "no action," where no change to on-street parking management is proposed and both the Downtown Transportation Center (DTC) parking garage and Marine Park/Library parking garage are managed similarly to how the Marine Park/Library garage is currently managed, to graduated fees for on- and off-street parking in the downtown core.

The Downtown Parking Management Working Group (Working Group), composed of representatives of the CBJ Lands & Resources Office, Engineering Dept., Public Works Dept., Docks & Harbors, Parks & Recreation Dept., Juneau Police Dept. (JPD), the Downtown Business Association (DBA), the Alaska Mental Health Lands Trust Office (MHLTO), the State of Alaska Department of Administration, and the Legislative Affairs Agency (LAA) discussed management scenarios and it was with their input that the scenarios below were shaped.

Developing the Parking Management scenarios is a crucial step in the planning process, but is complicated by its budget ramifications and its timing, as CBJ Departments are currently engaged in developing budgets for FY11. Although some scenarios are likely to increase revenues overall, all scenarios will require expenses for operations and maintenance, including enforcement; some scenarios will also require capital investments in infrastructure that must be included in budget proposals. The Assembly Public Works & Facilities Committee suggested during its December 28, 2009 meeting that all budget ramifications of all scenarios could be handled outside of departmental budgets and should be considered instead as the results of an as-yet un-adopted CBJ policy—thus, separating the budget ramifications of this project from the business-as-usual budgets of each department that could be impacted by the outcome of this project. The FY2011-2016 CIP includes $200,000/year for parking management.

In order to develop a full suite of parking management scenarios, CDD staff contacted APARC Systems (Automated Parking and Revenue Control Systems), who provided the single pay-and-display meter installed at the Don Statter marina in Auke Bay in 2009, to submit data on projected revenues and expenditures related to installing pay-and-display meters throughout the downtown area. After reviewing product specifications and the experiences of other communities, the Working Group determined that multi-space meters capable of tracking payments by license plate or by parking space were the best tool for managing the CBJ's existing off-street facilities at the Marine Park/Library parking garage, the DTC garage, the Shopper's Lot, and the Second and Franklin St. Lot. The City Manager subsequently directed staff to obtain multi-space meters for use in managing these facilities; this purchase was in process at the time this plan was drafted.

The Planning Commission, Working Group, and the Assembly meeting as the Committee of the Whole in a special joint session with the Planning Commission on April 12, 2010 have all endorsed what is termed the "Variable Fee Scenario," so that scenario is expanded in this plan, and the discussion of this option is deeper than the discussion of other scenarios for that reason.

Under any of the scenarios described below, the CBJ will need to work with the State of Alaska Department of Administration, the Legislative Affairs Agency, and the Alaska Mental Health Lands Trust Office to ensure coordination of management between City and State parking resources. Revising the management of the Second and Franklin St. parking lot, which is vastly under-utilized currently, is a top priority, and discussions on how the better serve the needs of the community with this resource are underway and are discussed further in the State Government Stakeholder group section of this plan.

The scenarios listed below are evaluated for their ability to support policies I-III, listed in the Planning Process chapter of this plan.

No Action Scenario

$0.50/hour, 4 hour maximum in both the Marine Park/Library Parking Garage and the Downtown Transportation Center Parking Garage;
Free, 1 hour maximum on street (standard in Downtown core area);
7,529 on-street parking citations issued by JPD (2009) for $189,800 in fines;
563 off-street parking citations issued by JPD (average of 2007-2009, 1,688 total) for $35,803 in fines;
420 citations issued by contractor (Marine Park/Library Parking Garage, 2009 Projected) for $10,500 in fines;
Fees for off-street parking in CBJ facilities $169,500 annually.

Totals:
$236,103 collected in fines annually;
$169,500 collected in fees annually;
$247,000 spent on Operations, Maintenance, and Enforcement* annually.

*This amount does not include Juneau Police Department or Docks & Harbors enforcement. As this is the no-action alternative, budgets of these departments are not projected to change based on this scenario. The Parks & Recreation Department, which is expected to manage the Downtown Transportation Center, will require additional enforcement staff in order to manage that facility even in the no action alternative.

Continuing to limit pay-by-space time in both parking garages to a maximum of four hours effectively eliminates the demand for these spaces by full-time employees whose cars are parked for 8.5 hours a day or longer. These parkers will continue to either park for free at remote lots or will park on-street and attempt to move their cars every hour to avoid tickets. Utilization of the new Telephone Hill Transportation Center Parking Garage can be expected to be higher than that of the Marine Park/Library Parking Garage

during the spring, summer, and fall due to its closer proximity to year-round and legislative-session-related offices/businesses. Utilization of the Marine Park/Library Parking Garage would likely remain the same during summer months, when it is closer to the seasonal demand created by tourism-oriented businesses.

This scenario does not promote policy I, as it does not promote any change in parking behavior.

This scenario does not promote policy II, as by providing additional supply but by ignoring demand induced by that increased supply it actually promotes dependence on single-occupant vehicles for trips of all types.

This scenario does not promote policy III, as the current management system is confusing to users in several key areas:

- Management of the Second & Franklin St. lot varies seasonally, and the sign describing the lots' management is difficult to read.
- Management of some on-street parking spaces changes by time of day or day of week.
- Management of the Marine Park/Library parking garage and the Steamship dock deckover changes by season.

Staff recommends that the No Action scenario not be followed. The historical record of downtown Juneau's effort to address its "parking problem" dates back to the 1960's, and every study or plan conducted by the CBJ or its contractors has called for changes to the existing parking management style. Public and stakeholder input during the scoping for this planning effort was also unanimous in calling for change.

Flat Fee Scenario

$1.00/hour, time limits TBD, in all on- and off-street spaces managed by the CBJ (736 spaces);
No change to fine schedule or enforcement scope. This scenario does assume that management of the Second and Franklin Lot is modified to allow public use year-round, whereas it is currently only available to legislators during the session.

At year-round occupancies:
80% occupancy earns $2,079,168 in fees annually;
70% occupancy earns $1,819,272 in fees annually;
60% occupancy earns $1,559,376 in fees annually.

Seasonal changes to occupancy will affect fee collection, but these changes can be estimated:
100% occupancy of the Telephone Hill Transportation Center year-round earns $739,440 in fees annually;

100% occupancy of the Marine Park/Library Parking Garage in the summer months (five months) and 50% occupancy in the remaining months earns $390,000 in the summer and $468,000 in the shoulder seasons and winter for an annual total of $858,000 in fees collected.

Seasonal demand for on-street parking is difficult to estimate, as demand fluctuates by time of day, day of week, and week of year. If, however, a flat occupancy rate is used to project fee collection over the course of a calendar year, the 243 on-street parking spaces in the Downtown Core would earn:

80% occupancy earns $606,528 in fees annually;
70% occupancy earns $530,712 in fees annually;
60% occupancy earns $454,896 in fees annually.

Total fees projected under these occupancies:
$2,052,336 to $2,203,968 annually

With the exception of enforcement within the new Downtown Transportation Center, which will be required as a new cost under any scenario, this scenario would not require any change to current enforcement staffing levels.

A flat fee scenario is simple and straightforward, and may be received better by the public simply because of its transparency. More convenient or preferred parking spaces will fill first, but a parker will pay the same rate regardless of where they find a parking space. A flat fee scenario fails, however, to respond to the market, and prime on-street spaces will often be full while less-convenient parking spaces remain empty, with drivers continuously cruising to find a more convenient space, thus adding to congestion and impacting air quality.

This scenario does not promote policy I, as there is no differentiation between short- and long-term parking fees; additionally, with flat fees throughout the management area, there is no economic impetus for longer-term parkers to park off-street. Placing hourly limits on use of spaces in particular locations would help promote policy I.

This scenario promotes policy II, as the end of free parking provides an economic impetus for commuters, residents, and visitors to re-evaluate their transportation choices. Instead of providing public property for the free use of those who drive, charging for parking on public property not only covers operations, maintenance, and enforcement costs, but can also return economic benefits to the area in which the fees are collected. Parking fee revenues can be used to pay for shuttle services and improvements to the streetscape (repairs, cleaning, street furniture, wayfinding signs, etc.) that make the area more pedestrian- and bicycle-friendly, encouraging the use of alternative modes of transportation.

This scenario promotes policy III, as the same hourly rate would apply to all CBJ-managed parking spaces in the downtown area. Hourly limits could vary by location, which would complicate the management scenario in the eyes of the public.

Staff recommends that the Flat Fee scenario not be followed. Although a flat fee for any parking space is easy to understand, it fails to provide either a carrot or a stick to modify the behavior of long-term parkers who shuffle their car from space to space day in and day out.

Variable Fee Scenario

Free to $2.00/hour, time limits TBD, in all on- and off-street spaces managed by the CBJ (833 spaces);
No change to fine schedule or enforcement scope. This scenario does assume that management of the Second and Franklin Lot is modified to allow public use year-round, whereas it is currently only available to legislators during the session.

Under this scenario, fees and time limits would be set to reflect market demand, with an "ideal" occupancy rate (widely accepted as 80-85% internationally) set as a goal. If demand were too high in one area and too low in another, rates would be decreased in the low-demand area and/or increased in the high-demand area. Revenue implications of this scenario are difficult to estimate, as management would be fairly fluid, likely with changes in rates or time limits to meet occupancy targets occurring several times a year in each of the first few years of scenario operation. Nevertheless, fee revenue ranges can be estimated based on a few assumptions:

Parking facilities of all types (on- and off-street, surface and structured facilities) are utilized at 80% occupancy during enforced hours, with the following numbers of spaces occupied:

Marine Park/Library Parking Garage: 240 spaces
Downtown Transportation Center (Under Construction): 190 spaces
On-street (Downtown Core—Fourth Street south to the Intermediate Vessel Float, Main Street to Franklin Street): 194 spaces
Second and Franklin Lot: 19 spaces
Columbia Lot: 10 spaces
People's Wharf Lot: 14 spaces

Due to proximity to destinations and historical use patterns, parkers are expected to view these facilities as having varying degrees of convenience, with demand for the facilities being strongest on-street and weakest in the Marine Park/Library parking garage. Demand for spaces in the Downtown Transportation Center and at the Second and Franklin Lot is expected to fall between these two extremes. Under this scenario, the rates for use of these facilities are assigned on a market-driven basis, with the facilities with the lowest demand listed first and the facilities with the highest demand listed last. The rates listed below would almost certainly require revision in order to meet the goal of

80% occupancy of all types of spaces in all parts of the downtown core, but provide a starting place for public consideration.

Marine Park/Library parking garage:

Free for first 2 hours
$0.50/hour for each additional hour--Eliminate the four-hour limit at CBJ 72.14
Winter - $30/month pass
Summer - $60/month pass

Second and Franklin Lot:

Free for first 2 hours
$1.00/hour for each additional hour--Eliminate the four-hour limit at CBJ 72.14
*Public use of this lot during the legislative session will require amending the CBJ/LAA agreement for the use of this lot by Legislators. LAA staff has indicated interest in relocating these legislative spaces to the Downtown Transportation Center, and discussions between CBJ and LAA staff continue on this matter.

Downtown Transportation Center:

Free for first 2 hours
$0.50/hour for next two hours
$1.00/hour each additional hour--Eliminate the four-hour limit at CBJ 72.14
$60/month pass
Legislative parking relocated from the Second and Franklin Lot.

On-street:

Free for first 2 hours in a 24-hour period, by vehicle license plate number
$2.00/hour for each additional hour—Establish a time limit for on-street parking

Given that the proportion of short-term parking to long-term parking demand is not quantified in the downtown area, it is impossible for staff to forecast possible revenue amounts resulting from this scenario. However, given the data in the Flat Fee Scenario, it is clear that instituting fees for use of public parking facilities could result in more than $1 million, and possibly more than $2 million, in revenue annually.

This scenario promotes policy I by differentiating, both in terms of location and price, between spaces intended for short-term use and those intended for long-term use.

This scenario promotes policy II, as the end of long-term free parking provides an economic impetus for commuters, residents, and visitors to re-evaluate their transportation choices. Instead of providing public property for the free use of those who drive, charging for parking on public property not only covers operations, maintenance, and enforcement costs, but can also return economic benefits to the area in which the fees are collected. Parking fee revenues can be used to pay for shuttle services and improvements to the streetscape (repairs, cleaning, street furniture, wayfinding signs, etc.) that make the area more pedestrian- and bicycle-friendly, encouraging the use of alternative modes of transportation.

This scenario would require a public education/information dissemination component in order to support policy III. Varying hourly limits and fees would complicate the management scenario in the eyes of the public, but various schemes could be implemented to ease this transition and to allow time for the public to adapt to the new management style. These schemes could include:

- Electronic readerboards, RSS feed, and/or web site updates listing available parking by area or facility. Modern multi-space meters are capable of reporting current occupancy to a central server, and this data can be provided to the public in a variety of media.
- Grace period in which citations are issued but fines are not assessed; citations are issued with a pamphlet describing changes to parking management.
- "Get out of jail free card." Multi-space pay-by-license meters issue meter receipts to a particular license plate. Each license plate could be given a number of "get out of jail free" cards in the system, allowing enforcement staff to issue a warning for a given vehicle on its first few violations and to issue citations for that vehicle after the prescribed number of warnings had been issued.

The Planning Commission endorsed the Variable Fee Scenario at their January 26, 2010 meeting; the Assembly, meeting as the Committee of the Whole in a special joint session with the Planning Commission, endorsed further staff work on developing the Variable Fee Scenario on April 12, 2010.

2 Free Scenario

$1.00/hour, no maximum time in both the Marine Park/Library Parking Garage and the Downtown Transportation Center Parking Garage;
Free, 2 hour maximum on street;
3,765 on-street parking citations issued by JPD for $94,900 in fines;[17]
563 off-street parking citations issued by JPD (average of 2007-2009, 1,688 total) for $35,803 in fines;[18]
420 citations issued by contractor (Marine Park/Library Parking Garage, 2009 Projected[19]) for $10,500 in fines;
332 citations issued by contractor (Downtown Transportation Center[20]) for $8,300 in fines;

Totals:
$149,503 collected in fines annually;
$247,000 spent on Operations, Maintenance, and Enforcement* annually.

[17] One-half the number issued and fine amount in 1-hour zones in 2009, based on the assumption that doubling the time limit would cut the number of violations in half.
[18] No change from existing conditions
[19] 1.4 citations per space in the garage annually
[20] Based on historical record of 1.4 citations per space at the Marine Park/Library parking garage (ibid)

*This amount does not include Juneau Police Department or Docks & Harbors enforcement. Budgets of these departments are not projected to change based on this scenario. The Parks & Recreation Department, which is expected to manage the Downtown Transportation Center, will require additional enforcement staff in order to manage that facility under any management scenario.

A widely acknowledged component of the downtown Juneau "parking problem" is the worker who moves their car every hour to avoid receiving a ticket. Day after day, these commuters have the same legal right to convenient on-street parking spaces as do short-term visitors to downtown, but the constant presence of worker's automobiles on the street make it difficult, and at times impossible, for customers to reach their destinations. These workers leave their desks, counters, or other work stations every hour to move their vehicles—seven moves in an eight-hour work day with no lunch break. There can be little doubt that if these workers were presented with the gift of free on-street parking for two hours, they would leap at the chance to only move their cars four times each day, and customers to downtown businesses would experience even greater difficulty in finding a convenient parking space than they do now.

This scenario does not promote policy I, as there is minimal differentiation between short- and long-term parking fees, since long-term parkers can move their cars only four times each work day to avoid tickets.

This scenario does not promote policy II, as there is minimal differentiation between short- and long-term parking fees, the most convenient spaces (on-street) are still free, and the least convenient (off-street structures) charge only token fees.[21] Little to any change in parking behavior or transportation mode split could be expected to result from enacting this scenario.

This scenario promotes policy III, as the same hourly rate would apply to all CBJ-managed structured parking spaces in the downtown area, and all on-street parking would be free for two hours.

Staff recommends that the 2 Free scenario not be followed. Although the fee structure for any given parking space is easy to understand, this scenario fails to provide either a carrot or a stick to modify the behavior of long-term parkers who shuffle their car from space to space day in and day out. Additionally, it will exacerbate the problem of long-term parkers shuffling their cars from space to space on the street every work day, as these workers will only have to move their cars four times each day instead of the current eight times.

Free Parking, O&M by BID Scenario

This scenario eliminates all fees for parking in CBJ-managed facilities, and pays for operations & maintenance costs through a Business Improvement District (BID). In this

[21] By way of reference, San Francisco, CA recently authorized parking fees as high as $18/hour in some areas.

scenario, a majority of property owners within the management area would vote to create a BID (similar to a Local Improvement District (LID), commonly used to pay for street and utility upgrades), and all property owners within that area would be required to pay a special assessment on an annual basis. The funds collected through this BID would finance the operations and maintenance of CBJ-managed parking facilities. Additional parking supply could be developed with these funds as well, if the BID collected adequate funds for new capital projects.

The Downtown Business Association, which represents many of the businesses in the downtown core, has stated its opposition to this management scenario on several occasions. Given that the majority of business owners in this area would need to agree to create a BID, it is unlikely that this management scenario could be implemented.

This scenario does not promote policy I, as it does not promote any change in parking behavior.

This scenario does not promote policy II, as there are no fees to differentiate between short- and long-term parking spaces. No change in parking behavior or transportation mode split could be expected to result from enacting this scenario, although the lack of disincentive to drive private automobiles could actually induce increased demand.

This scenario promotes policy III, as all CBJ-managed parking would be free. Time limits on certain spaces would reduce the public's understanding of the management style, but as these limits already exist, this is a minor inconvenience to parkers.

Staff recommends that the Free Parking, O&M by BID scenario not be followed. This scenario is not supported by the very stakeholder group whose buy-in would be absolutely critical to its implementation, and staff does not believe that pursuing this scenario would be a constructive exercise.

Scenario Comparison Matrix

Scenario	Projected Revenue	Projected Expense*	Projected Earnings	Goal I	Goal II	Goal III	Recommended
No Action	$405,603	$247,000	$158,603	No	No	No	No
Flat Fee	$2,052,336	$247,000	$1,805,336	No	No	Yes	No
Variable Fee	N/A**	$247,000	N/A**	Yes	Yes	Maybe	Yes
2 Free	$149,503	$247,000	-$97,497	No	No	Yes	No
Free	$236,103	$247,000	-$10,897	No	No	Yes	No

* The Projected Expense amount does not include Docks & Harbors or Juneau Police Dept. enforcement, nor does it include the Operations & Maintenance or enforcement at the Downtown Transportation Center. These expenses are additional for all scenarios. Time limits shorter than 1 hour will also increase this amount under any scenario. Capital costs for multi-space parking meters are not included in this amount, as the cost-per-meter decreases when more meters are purchased, and the financing options available change between meter companies. Outright purchase costs range from ~$8000/meter to ~$14000/meter, with some companies offering five-year leases and other companies offering bi-annual payment plans. Phase 1 implementation is expected to require 24 multi-space meters.

** This scenario will earn revenue, but as it is a goal-oriented scenario with rates differing by geographic area and actual demand for that area, it is impossible to project revenue amounts with any accuracy. Revenues between those of the Flat Fee and No Action scenarios can be expected.

Stakeholder Groups

Stakeholder groups are political, economic, social, or other special-interest groups that have a direct interest in the outcome of this planning project. Although all residents of and visitors to the CBJ have a stake in this planning project, their needs are considered as the needs of parkers, not as residents of areas other than downtown. Accordingly, these interests are represented by the Commuter (worker), Business (shopper), or Visitor (tourist, recreator) special interests.

Businesses

Businesses constitute a large group of stakeholders with many disparate, and sometimes competing, interests in parking management. Restaurants depend on one- to two-hour visits, while coffee shop customers may only need 5-10 minutes of parking to conduct their business. Retail sales and professional offices generally depend on customers staying for an intermediate period of time, and customers who have several errands to run in the downtown area could need several hours to conduct their business. Nearly all businesses require deliveries of some sort, from occasional UPS or FedEx visits to daily deliveries by truck or van. This wide variety of interests demands a wide variety of solutions, including validation/tokens, a range of parking time limits, and volunteer/non-profit passes.

Validation/Tokens

Although the cost of parking at most businesses outside of the downtown area is passed on to the customer in the cost of goods and services, the cost of parking in downtown is, in many cases, not borne by the business. Customers who drive must park, and when customers must pay to park an economic, if not psychological, barrier to doing business in that area is created. This barrier can be reduced if tokens or validation are provided by businesses in the parking management area. In an example of this program, the CBJ could provide a number of tokens to each business in the parking management area. The number of tokens could be based on sales tax receipts, square footage, the parking requirement for that business type listed at CBJ §49.40.210(a), or some other measure. Each business could then distribute these tokens to customers according to its own practice: a restaurant might provide one token with every entrée, a shoe store one token with every pair of shoes, and a bookstore one token for every $20 spent. Although a program such as this would reduce the revenues realized by the CBJ from the parking management program, any effect of the management program in directing long-term parkers to long-term spaces in order to free up short-term spaces for short-term parkers would be retained. Additionally, such a program could help earn the support of the business community and the parking public for the introduction of paid on-street parking.

Loading Zones & Short-Term (15-30 minute) Parking

Although there are many businesses in Downtown Juneau whose customers require more than one hour to complete their business, there are also many businesses that depend on short in-and-out customer trips. In stakeholder group meetings and in informal discussions with residents and business owners, staff was told repeatedly that there

should be more short-term (15-30 minute) loading zones throughout downtown. §72.01.130 authorizes the City Manager to establish "bus stops, taxicab stands, freight loading zones, passenger loading zones, and parking restricted to certain types of vehicles in such number, places, dates and times" as appropriate.

Currently, loading zones are created where the public requests them, if there is reasonable evidence that such a zone is needed in the requested vicinity. Requests are generally made to the Manager's Office, the Assembly, or to the Streets Division directly. Although several members of the public requested that additional 15-minute parking zones be created in downtown during this planning process, preliminary data collected in the Parking Use Survey does not show an under-abundance of 15-30 minute parking areas, as these zones are often under-utilized on the South Franklin St. survey block. This is, however, preliminary data and the question of loading zone allocation should be revisited after additional data has been collected.

Loading zones are also discussed in the Existing Conditions & Parking Resources and the Recommended Actions chapters of this plan.

Non-Profit Volunteer Tokens & Passes

Staff received comments from several non-profit groups that charging for on-street parking would negatively affect their ability to use volunteers to conduct business, since volunteers would be priced out of volunteerism by parking fees. This issue could be addressed, at least in part, by providing tokens for use in multi-space meters to registered non-profit organizations who request them. The number of tokens distributed to non-profit organizations would have to be carefully managed, but this would be a relatively simple way to ensure that volunteers are able to park for longer periods of time while providing services to community organizations without incurring fees or fines.

A non-profit volunteer parking pass could serve the same purpose, although the enforcement officer would need to look for a displayed permit in addition to regulating by license plate, which would add complexity to enforcement activities.

Government

City

The majority of public parking spaces in the downtown area are managed by the City and Borough, under the auspices of many different departments and agencies. Each of these agencies has a unique perspective on parking management due to its authority and mission. The existing role of each agency is discussed in the City Agencies section of the Existing Conditions & Parking Resources chapter of this plan; how the culture of each agency would affect its role if it were given a coordination role in parking management is discussed in the Recommended Actions chapter. This section of the plan describes the role each agency has played in the development of this plan.

Community Development Department – The CDD conducted the planning process and drafted this plan. Public meetings, stakeholder meetings, Parking Management Working

Group meetings, data collection, and the project web site are organized and managed by the CDD.

Docks & Harbors – Docks and Harbors staff have been involved in the planning process, but under the provisions of CBJ 85.10.050(k), parking areas may be managed by the Docks & Harbors Board irrespective of the provisions of CBJ 72.14. Accordingly, their participation has been primarily at the level of providing information and discussing their use of a multi-space meter at the Don Statter Marina. The Docks & Harbors Board has expressed interest in developing a Memorandum of Agreement (MOA) to ensure that Docks & Harbors parking facilities are managed in coordination with any other CBJ-managed parking in the vicinity while retaining ultimate control over management of parking at their facilities.

A sample MOA is provided in Appendix B; finalizing a MOA between the Docks & Harbors Board and the parking management authority should be a high priority for completion following adoption of this plan.

Engineering Department – The Engineering Department's role in parking management is limited to the procurement and installation of equipment and related modifications to infrastructure. The Project Manager of the DTC construction and Main Street reconstruction projects, as well as the Director of the Engineering Department, have both been intimately involved in the planning process.

Juneau Police Department – The Chief of Police and his delegates have been involved in discussing current enforcement methods and in ensuring that any proposed changes to management can be addressed with adequate enforcement. Community Service Officers have been brought into the discussion directly by project staff when questions of how particular portions of the parking code are applied or interpreted. JPD's information systems manager has also been involved in the planning process to ensure that any multi-space parking meters are capable of interfacing with JPD's existing enforcement software and the hand-held enforcement devices that JPD has already purchased.

Lands & Resources Office – The Lands and Resources Manager has participated in the planning process and has assisted with discussions with the State of Alaska regarding management of their parking facilities, both on and off CBJ property.

Parks & Recreation Department – Parks and Recreation staff visited the headquarters of one multi-space parking meter vendor in Vancouver, B.C. to meet with their staff and to be introduced to their products. Discussion of rates for off-street facilities managed by Parks & Rec., as well as applicability of special parking permits such as those for Legislators and jurors, has been ongoing throughout the planning process. The Facilities Maintenance Supervisor has also been involved in the planning process to ensure that any new facilities or equipment can be maintained economically.

Public Works Department – The Public Works Department has had a limited role in developing this plan, as their primary concern is in regard to snow removal and the

potential for conflicts with street fixtures such as multi-space meters. The Director of Public Works has been kept informed of the planning process throughout its development, but has not needed to take an active role in plan development.

Treasury Department – The Treasury Department's Investment Officer has been involved in the planning process to ensure that any cash collection and accounting needs can be met by the Treasury Dept.

State

As the Alaska State Capital, Juneau is home to many state offices, with both Headquarters and Regional offices located in most of the geographic areas in the CBJ. Downtown Juneau is also the location of the State Office Building, the Alaska Office Building, the Capitol building, and many satellite facilities that support the Capitol, including the Terry Miller and Thomas B. Stewart Legislative Office Buildings. Although off-street parking is provided for State employees, this reserved parking is not always convenient to offices, and is available on a first-come first-served basis for most commuting State employees. Some spaces are reserved, usually 24-hours a day, for use by specific employees, but these are the exception and not the norm. This stakeholder group comprises the single largest group of parkers in the downtown area and currently (prior to the opening of the DTC) manages more off-street parking in the downtown area than any other single entity.

State of Alaska—Department of Administration
The State Leasing and Facilities Manager at the Department of Administration has participated in the planning process and has assisted with coordination between State- and CBJ-managed parking facilities.

Alaska State Legislature—Legislative Affairs Agency
The Executive Director of the Legislative Affairs Agency has met with CBJ staff on several occasions to discuss coordinated management of Legislative and public parking. Concerns raised by other stakeholder groups that relate to Legislative and Legislative-business parking, discussed below under the Visitors stakeholder group, have been reviewed with LAA staff to ensure that proposed solutions are both tenable and adequate from that agency's perspective.

Mental Health Land Trust—Mental Health Land Trust Office
Staff in both the Juneau and Anchorage offices of the MHLTO have participated in the planning process, and the MHLTO may initiate the use of multi-space parking meters at the public Sub-Port Lot in coordination with their installation in the downtown core.

Federal

Although anecdotal evidence suggests the Federal Building generates a parking demand in excess of the amount of parking provided for its employees, the federal government is exempt from local zoning control, including minimum parking requirements.

Accordingly, the CBJ cannot affect any change on how much parking is provided for employees of this facility, or how that parking is managed. For these reasons, the federal government was not considered a stakeholder in development of this parking management plan.

The imbalance between the amount of parking supplied for the Federal Building and the parking demand it generates causes spillover effects into the Casey-Shattuck neighborhood (aka "the flats"). This neighborhood appears to be a perfect candidate for one or more Residential Parking Zones given the impacts of the Federal Building on on-street parking resources in the area.

Residents

Any introduction of fees for on-street parking in the downtown area is expected to create "spillover effects," wherein parkers choose to park outside the boundary of the on-street parking fee area in order to avoid paying required fees. Gastineau Avenue, Chicken Ridge, and Starr Hill are all residential areas with on-street parking that are close enough to the downtown core that they could experience these spillover effects. Initiating fees for on-street parking in the downtown core will need to be accompanied by the introduction of one or more mechanisms to mitigate these effects. These mechanisms could include:

- Residential Parking Zones (RPZs). RPZs are designated in residential areas affected by spillover from neighboring commercial, office, and other destination areas. Each RPZ is tailored for the needs of the area it serves, but generally one or more parking permits are issued for each residential address within the RPZ boundary. These permits exempt the holder from hourly parking restrictions and fees within the RPZ. Once an ordinance enabling the creation of RPZs is adopted, other neighborhoods in the vicinity of the Federal Building and Juneau-Douglas High School can also be expected to petition for their own RPZs. Language enabling the creation of RPZs appears at CBJ 72.18.035 of the attached draft ordinance.
- Expanded metering of on-street parking spaces. One way to prevent spillover is to simply include any potential spillover effect areas in the area where fees are assessed for on-street parking. Rates can be lower in these areas around the downtown core, since demand for parking related to downtown-core destination trips will be lower in surrounding areas. This mechanism would need to be combined with RPZs in order to ensure that residents are able to utilize parking resources reasonably close to their homes. Enforcing a larger area of time-limited parking, with or without metered on-street parking, will require additional enforcement resources than are currently available.

Visitors

According to the Juneau Economic Development Council's 2009 Legislative Session Visitor Satisfaction Survey[22], parking has the lowest satisfaction rating of any attribute

[22] http://jedc.org/forms/2009LegislativeSessionVisitorsSurvey.pdf

for visitors to Juneau.[23] Not only does parking score at the bottom of the list of positive attributes for Juneau, it is overwhelmingly the least-favorite element of the majority of visitor's trips, with 51% of all surveyed business travelers being either "dissatisfied" (25%) or "very dissatisfied" (26%).[24] The analysis of this issue is given as follows in the report:

> "The major finding of this study is the magnitude to which those who travel to Juneau for work are frustrated by local parking problems. Among the 13 categories visitors were asked to rate, Parking was the only category to receive an average scoring of between *dissatisfied* and *very dissatisfied*. When asked what improvement would make Juneau a better capital, the number-one answer was improved parking. The good news is that preparation is already underway for a new 210-space downtown parking garage that will, according to the CBJ website, "dramatically improve parking." However, additional improvements should also be considered."[25]

Clearly, visitors constitute a stakeholder group that has been neglected in past parking management programs. The following sections on Rental Cars, Conventions, Legislative Visitors, and the Alaska Marine Highway address parking issues that affect this important stakeholder group.

Rental Cars

The experience of visitors driving rental cars and parking in Downtown Juneau was raised by stakeholder groups as an area of concern. These visitors may be in Juneau for any number of reasons, but their frustration with on-street parking management is nearly ubiquitous regardless of the reason for their visit. Rental car company staff report that customers complain of paying more for parking tickets than for the car rental, and that their customer's final words before boarding a plane out of Juneau are complaints about how they were treated by the community—filtered through a lens of frustration, confusion, and anger at being unable to conduct their business without receiving parking tickets.

CBJ Staff have met with representatives of several rental car companies to discuss this problem and potential solutions to it. Identified solutions include increased education and the ability to pre-pay for parking in blocks of time.

Education

The manager of one rental car company was unaware that the CBJ has parking resource maps available on-line for public use;[26] once she was educated about this information, she stated that it would be invaluable to her customers and that she would be including printed copies of it with rental car paperwork in the future. As this example illustrates, at a minimum, parking regulations and resource availability maps should be made available

[23] Ibid Page 2
[24] Ibid Page 3
[25] Ibid Page 8
[26] http://www.juneau.org/community/maps/index.php

to the public in a concise pamphlet that can be distributed by rental car companies and other first-contact agencies. These pamphlets are discussed under the Recommended Actions: Education section of this plan.

Pre-Paid Parking

Where multi-space parking meters tracking payment by license plate number are used, there is an opportunity to allow for visitors to Juneau to pre-pay their parking fees at the time that they rent their car. This opportunity would consolidate the car rental and parking fee collection into a single transaction (although credit card payments would likely have to be taken separately for both transactions) that provides the customer with peace-of-mind when parking downtown.

The software that makes this possible would need to be purchased by the CBJ and provided to third-party agencies such as rental car companies. This software allows a limited, password-protected entry to the database of license plate numbers that have paid for parking. After determining that the client desires to pre-pay for parking for a given period of time, a clerk at a rental car company could enter the vehicle's license plate number and the period of time for which they are pre-paying—most likely an entire day or a number of consecutive days—and then collect the appropriate fees from the customer.

The rental car driver would then only need to worry about finding a legal parking space, and would not need to worry about subsequently finding a parking meter before finding their destination. The daily fee for this pre-paid parking would likely be higher than normal hourly rates, as the pre-paid feature would most likely allow all-day use of on- or off-street parking, since the available software does not appear to be capable of differentiating between parking zones (on- or off-street) and does not work efficiently for short-term parkers.

The manager of one rental car company stated that this would be a tremendous service to visitors to Juneau and to their customers, and expressed interest in initiating use of the program as quickly as possible. Management at another company agrees that this software could be a terrific benefit to the customers, but has concerns regarding accounting costs, transaction fees, hardware/software compatibility, and staff resources. Although providing this service may not be feasible at all rental car companies, it appears that implementing this type of program would be well-received by at least some companies, and that their customers would likely find their visit to Juneau more enjoyable if they were able to pre-pay for downtown parking. Due to potentially high costs for software licenses, installation, and training, it may not be possible to implement this program in the immediate future. Companies and agencies other than rental car companies may also desire to make this service available to their clients; other possible implementation venues are discussed elsewhere in this plan.

Conventions

Convention visitors to Juneau are often also rental-car drivers, although some arrive via the Alaska Marine Highway System and others are locals. This diverse group of parkers

is provided with limited dedicated parking when meeting at Centennial Hall, but attendees of conventions at other venues, such as the Westmark Baranof Hotel, must compete for public spaces. The approach to managing the parking needs of convention-goers must therefore be similarly multi-disciplinary to meet the diverse needs of this group.

Education

As discussed in the Rental Car section above, parking regulations and resource availability maps should be made available to the public in a concise pamphlet that can be distributed by rental car companies, hotels, convention venues, and other first-contact agencies. These pamphlets are discussed under the Recommended Actions: Education section of this plan.

Pre-Paid Parking

When convention attendees park at Centennial Hall, they can register their vehicles by license plate number on a paper sign-in sheet at the main office and park for free in designated Centennial Hall spaces. Enforcement is conducted by Centennial Hall staff on an irregular basis. Centennial Hall is, at the time that this plan was drafted, between facility managers, so possible changes to this management technique could not be discussed with the facility manager. If Centennial Hall begins to use a private contractor for enforcement, or if they install multi-space meters at a future date, Centennial Hall could use the same third-party software to enter convention attendee license plate numbers into the larger parking management system with only minor changes to their current sign-in system. Using this software would allow convention attendees to pay for parking at remote locations, such as the DTC or on-street spaces, at the time of convention registration, making their visit to downtown Juneau a hassle-free experience.

Legislative Visitors

Regardless of how they arrive in Juneau, Legislative Visitors, including Legislators themselves, their aides and staffers, lobbyists, constituents, and all other visitors to the Capitol during session are a group of visiting parkers who deserve special attention. The Alaska Committee, whose mission statement reads: "Dedicated to making state government work better for all Alaskans by improving and enhancing Juneau as Alaska's Capital City,"[27] has expressed concern that this plan must provide accommodation for these visitors during the session or Juneau risks increased pro-Capital Move sentiment from Legislators.

The Alaska Committee has requested that adequate accommodation for hourly and daily parking be made in the DTC garage during the Legislative Session to provide for these visitors, who may be in Juneau for the entire session, a few weeks, or just a few days. As is discussed in the State Government section of this chapter, Legislators have designated parking spaces at the Capitol, as well as being provided with a single parking pass that exempts them from some on-street parking restrictions (such as hourly time limits).

[27] http://www.alaskacommittee.com/

Accordingly, the concern is that visitors to the Legislature, not Legislators themselves, will need parking while attending long meetings and hearings.

This group of parkers can be accommodated with both on- and off-street parking.

On-street:
With the installation of Pay-by-License multi-space parking meters in the downtown core, the existing one-hour time limits for most on-street parking spaces in that area can be extended to a longer period of time—and parkers can be given the opportunity to pay for additional time beyond any free parking allowed. Thus, a visitor to the Capitol could park on-street, registering their vehicle for a free period as well as paying for additional time. If additional time was needed, the parker could return to any multi-space meter and pay for additional time without needing to return to their vehicle. Furthermore, with an option to pay by phone, the parker could add time for their vehicle, eliminating the need for visitors to leave meetings, hearings, or other events at the Capitol prematurely in order to move their vehicle or pay for additional time.

Off-street:
If the parker knows that they will be at the Capitol for an extended period of time, they can park their car in one of the CBJ's off-street facilities for what staff expects will be a lower rate than the on-street rate.[28] As with on-street spaces, however, the parker could visit any meter to add time for their vehicle, or could call to pay by phone.

Education will play a critical role in serving this group of parkers, and as with other groups discussed above, parking regulations and resource availability maps should be made available to the public in a concise pamphlet that can be distributed at the Capitol and at other venues. These pamphlets are discussed under the Recommended Actions: Education section of this plan.

Further discussion of addressing the needs of Legislative parkers appears in the State Government Stakeholder group.

Alaska Marine Highway

Visitors arriving in Juneau via the Alaska Marine Highway System (ferries) often drive off the ferry and into town without making contact with information sources. Accordingly, travelers arriving in Juneau by ferry often drive RVs and vehicles laden with bicycles, kayaks, trailers, and other gear into downtown before realizing that parking large vehicles or vehicles with poor visibility in the downtown area can be quite a challenge. Education is crucial in serving this group of visitors, as only education can prevent these drivers from entering the congested, narrow streets of downtown in the first place.

[28] In the recommended Variable Fee Scenario, rates would be higher for spaces that are in greater demand; given walking distances to destinations and other psychological and/or physical motivations, staff expects on-street parking to warrant a higher hourly rate than off-street parking.

Education for this group should include informative brochures with maps showing not just parking resources but parking resources for over-sized vehicles especially. Signs at the entrance to downtown could direct large vehicles to appropriate parking areas, such as at the SubPort, and discourage these vehicles from entering the downtown core. Making this information available on the internet will also help orient visitors to parking resources in Juneau before they have even arrived, and with the proliferation of smart phones and other wireless communications devices that are capable of browsing the internet, this information should also be made available in a format that is viewable by the majority of such devices.

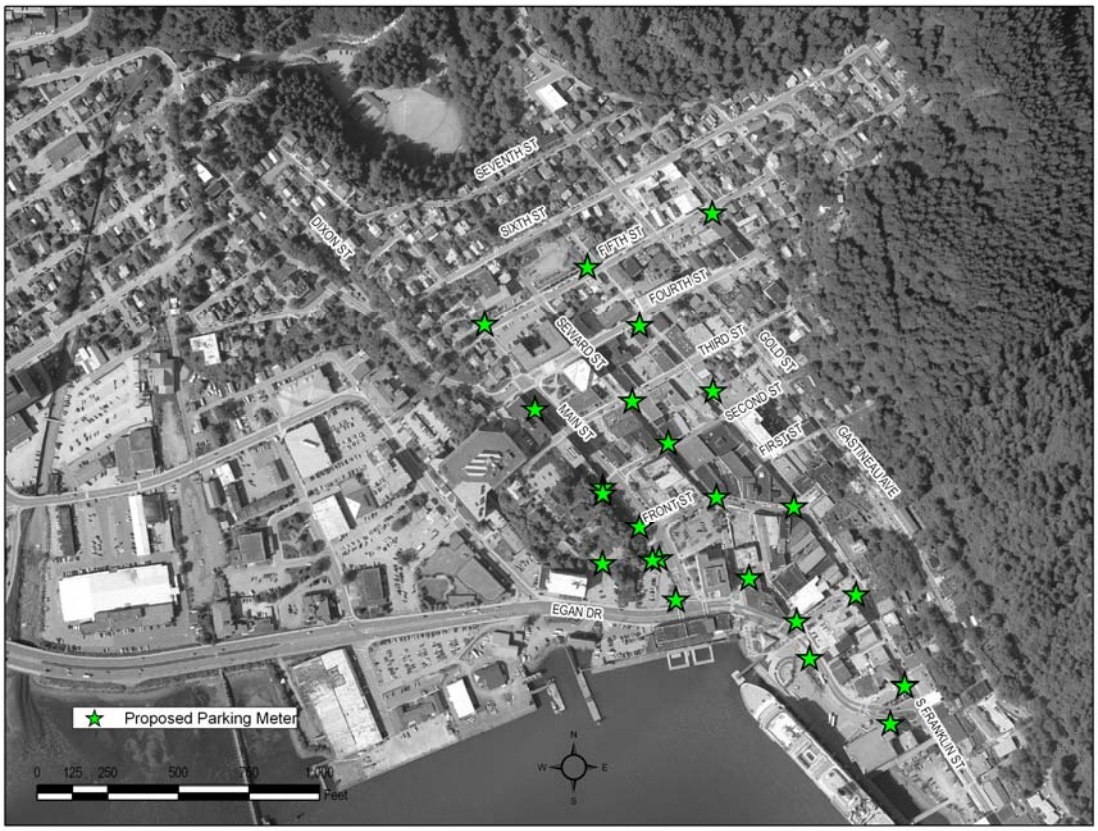
Recommended Actions

Implementing a successful parking management program will require a wide range of actions, from developing and distributing educational materials to re-allocating staffing resources within the CBJ. This Chapter discusses the various actions that staff recommends be taken in implementing changes to parking management, as well as delving into the ramifications of those actions.

Variable Fee Scenario

A parking management system that adjusts price and time limits to encourage long-term parkers to park off-street and to ensure turnover of short-term on-street spaces throughout the day is a critical component of this plan's recommended actions. Parking use should be monitored through the Parking Use Survey prior to implementation of any changes to parking management, and should continue to be tracked through the Parking Use Survey and/or through reports generated from multi-space parking meter data. Management should adjust rates and time limits in order to ensure that public parking resources are used efficiently. An 80-90% occupancy rate during peak periods is considered ideal for any given block segment. Special parking needs, including handicap-accessible, motorcycle, loading, and very short-term (15 minute) spaces should be provided on an as-needed basis throughout the downtown area. Implementing this management style will require the installation of multi-space parking meters both for off-street facilities and for on-street parking in the downtown core.

The map below shows possible locations for multi-space parking meters. These locations were chosen based on proximity to parking facilities (both on- and off-street), expected travel patterns (meters between parking spaces and destinations), proximity to landmark destinations (e.g. the clock tower at the intersection of Front St. and Franklin St.), distance from neighboring meters, and available CBJ property on which to place the meters. Multi-space parking meters are typically attached to the ground with three to four bolts set in concrete, communicate wirelessly with the server, and run on solar power, so they are easy to re-locate if the initial location proves to be less than ideal. Accordingly, the meter locations shown below are only a starting recommendation, and should be adjusted as needed both before and after meter installation.



Education

Education will play a crucial role in the success of any parking management effort. Without education, drivers will continue to be frustrated by parking regulations, and enforcement will continue to be seen as a punitive measure with no real purpose. With education, drivers will know what parking resources are available at any given time, will know how much they will have to pay to park in any given space, and will be able to focus on doing their business instead of worrying about receiving a parking ticket or wasting time and fuel and adding to congestion cruising for a convenient parking space.

Education can come in a variety of forms, and in order to reach the maximum number of people in an information-inundated culture, parking managers will need to use all available resources to reach drivers and provide them with the information that they need.

Printed Materials

Pamphlets with maps showing parking resources and describing management, including time limits, tariffs, passes, etc. should be made widely available throughout the community, as well as being available on-line.

Maps

This plan contains many parking maps, from loading zones to every individual public parking space in the Phase 1 area. Additional parking resource maps, such as the

locations of all handicapped-accessible public parking spaces, are already available on the CBJ web site, and should also be made available in printed form.

Web Site

Parking management should transition from a planning project web page under the CDD web site to a distinct web site of its own. The web site should have parking resource and regulation maps, a copy of this plan, contact information for parking management staff, a list of frequently asked questions (FAQs) and their answers, parking rate schedules, and other relevant information. The web site could also have one or more videos showing how to use new multi-space meters.

Hot Line

A phone line should be established for parking-related questions. This hot line could have a menu with FAQ's that the caller can select by pushing a button, as well as having a voice mailbox for callers to leave questions or requests for a return phone call. During the first few weeks after the system "goes live," the caller should be able to reach a live person who can answer their questions in addition to the FAQ menu and option to leave a message.

Personal Assistance

Implementation Guides published by multi-space parking meter vendors typically recommend that staff be physically available to answer questions and provide assistance with meters during the first week or two after the system "goes live." Staff should also be available, by appointment, to provide personal assistance to parkers who find the new equipment or system confusing or difficult to use.

Real-Time Information

Parking occupancy rates in structures, lots, or metered on-street parking zones can be tracked and reported digitally in a variety of means. Occupancy maps can be updated on the web site with indicators showing how full a given area or facility is; RSS feeds can be sent to alert subscribers to changing occupancy rates; readerboards at gateways to downtown can display current occupancy rates. This information can help drivers avoid cruising for a parking space, as they know where parking is available and where it is unavailable before they have even started looking for a parking space.

Enforcement

Enforcement of parking regulations is currently carried out by a variety of agencies and companies. Enforcement of some private lots is carried out by Goldbelt Security, and enforcement of most CBJ, State, and some private lots is carried out under contract by Bootlegger Parking Enforcement. On-street parking is enforced by the Juneau Police Department. Enforcement of CBJ Docks & Harbors parking facilities is carried out by Docks & Harbors staff, and Centennial Hall staff enforces parking restrictions at that facility.

Off-Street CBJ Facilities

With the installation of multi-space parking meters at the DTC, Marine Park/Library garage, and at the 2nd & Franklin St. parking lot, the City's contractor for enforcement at those facilities will begin to use electronic hand-held enforcement devices—smart phones with enforcement software installed on them—to track vehicles parked in those facilities.

After parking their vehicle, the driver will locate a multi-space parking meter and enter their vehicle's license plate number and the amount of time desired to park, and will then deposit the appropriate fee (if any). A receipt will be printed for the parker's reference, and the vehicle's license plate number and valid parking time are uploaded wirelessly to the central parking management computer system.

Enforcement officers will enter license plate numbers of parked vehicles into their handheld enforcement devices, which will query the central system and indicate if that vehicle has registered and has remaining parking time, or if it is parked illegally. If the vehicle is parked illegally, the enforcement officer prints a ticket from the handheld enforcement device and places it on the offending vehicle.

Management of the 2nd and Franklin St. Lot should be modified in the immediate future to make this facility available to the public on an hourly basis. Permit parking should be moved from this facility to the DTC to the greatest extent possible. This change will require a modification of the agreement between the LAA and the CBJ for use of this facility.

Docks & Harbors Facilities

As is noted elsewhere in this plan, Docks & Harbors parking facilities are not regulated pursuant to CBJ Title 72. Instead, they are managed by the Docks & Harbors Board under CBJ Title 85. Enforcement is conducted by Docks & Harbors staff—the Port Director has estimated that as much as one-third of his staff's time is spent enforcing just loading zones adjacent to the cruise ship docks.[29] Enforcement of other Docks & Harbors parking facilities is in addition to loading zone enforcement.

On-Street Spaces

Enforcement of on-street parking restrictions is currently carried out by Community Service Officers (CSOs) with the Juneau Police Department, and by other JPD Officers as needed. Two CSOs enforce on-street parking restrictions throughout downtown, with more frequent enforcement in the downtown core and with a reduced presence in the residential neighborhoods in the downtown area. Where time limits are posted, CSOs note the time, the vehicle's license plate number, and the location of the front and rear tires' valve stems. On subsequent trips through the area, the CSO notes whether or not the vehicle has been moved as required or if it is in violation of the posted time limit.

As with off-street spaces that are enforced under contract, enforcement officers will enter license plate numbers of parked vehicles into their handheld enforcement devices, which

[29] Email from John Stone to Ben Lyman and Gary Gillette, December 21, 2009.

will query the central system and indicate if that vehicle has registered and has remaining parking time, or if it is parked illegally. If the vehicle is parked illegally, the enforcement officer prints a ticket from the handheld enforcement device and places it on the offending vehicle.

Residential Parking Zones

A draft ordinance amending CBJ 72.18 to enable the creation of Residential Parking Zones (RPZs) is attached as Appendix A to this plan. This draft ordinance or a similar ordinance enabling the creation of RPZs should be adopted in conjunction with any ordinance enabling the installation of multi-space meters downtown, and would be beneficial to many neighborhoods even if multi-space meters are never installed on-street. RPZs have been discussed as a viable tool for dealing with downtown residential neighborhood parking issues for decades, and do not appear to have lost any merit in the years since they were discussed in the Transpo Study.

Loading Zones

Loading zone locations, sizes, and restrictions should be actively monitored and amended to address changes in land use. Loading zones should be kept to a minimum so as to ensure that the maximum number of spaces is available for public use on an as-needed basis; but it is critical that enough loading zones and restricted short-term parking spaces (15-30 minutes) are available so that deliveries can be made and that short errands can be run conveniently. If Pay-by-License meters are used to manage on-street parking, consideration should be given to allowing use of 15-minute parking spaces without vehicle registration, since registering a vehicle could take a substantial portion of a limited period of time. The CBJ should work with the Downtown Business Association, the Chamber of Commerce, and individual business owners to ensure that as many deliveries as possible are made during off-peak hours, and that adequate loading zones are provided where they are needed, but that they revert to regular parking spaces after the delivery period is over.

Ongoing Management

Continuous refinement and adaptation of the parking management program will be required, regardless of the management program pursued by the CBJ following this plan. The scenarios described in this memorandum account for the downtown core only, and the myriad parking issues of the SubPort/Willoughby Ave. area, the Casey-Shattuck Addition (Federal Flats), and the Highlands/JDHS neighborhoods remain to be addressed in future phases of parking management revision. Any of the scenarios listed in this memorandum other than the “no action” scenario will be untested until they are implemented, and it is certain that changes to time limits, pass or meter rates, zone boundaries, and other features of any parking management plan will require revision in order to adapt to changes in use resulting from the implementation of the plan.

There are essentially two alternatives for ongoing management of any parking plan.

1. Assembly control of management authority. Parking management area boundaries, hourly restrictions, rates, and all details of ongoing management are

reviewed and approved by the Assembly. Although this alternative ensures a transparent public process in any deliberations over changes to parking management, it is uncommon for this level of detail to be under the direct purview of elected officials. The existing code regulating parking, especially Chapter 72.14 Parking Payment Boxes, is an example of codified management that requires Assembly approval to modify. Any scenario other than the no-action scenario will require major amendments to this section, and even the no-action scenario will require minor modification to Chapter 72.14, as the use of Parking Payment Boxes will be discontinued when they are replaced with multi-space meters in the existing parking payment box areas (72.14.010).

2. Delegation of management authority. The Assembly could set parameters for management, such as defining a geographic area for parking management, a range of acceptable rates, and quantifiable goals for management (such as 80-90% occupancy of all spaces), and then delegate management authority within those parameters to the Manager or a parking management board. This is a common management style, as it is much more flexible and responsive than direct management by the Assembly while it ensures that the overall parameters of parking management are vetted through a public process. The Planning Commission recommended that the Assembly adopt this management style during their January 26, 2010 meeting.

Staffing & Personnel Requirements

The essentially static parking management system that has been used in Downtown Juneau for decades is, for all of its other weaknesses, fairly light in its demand for CBJ staff resources. Docks & Harbors and Centennial Hall Staff enforce parking restrictions at their own facilities on an as-needed basis, and although enforcement at the CBJ's other off-street parking facilities require an enforcement agency working under contract. JPD uses two full-time Community Service Officers (CSOs) to enforce on-street parking, but CSOs are also used as backup dispatchers and for other assignments as needed, so they do not enforce parking full-time.

In order for parking management become more responsive to the needs of the community, staff will need to monitor usage statistics and be much more involved in parking management on a day-to-day basis than ever before. Education, community outreach, evaluation of Residential Parking Zone (RPZ) petitions, and day-to-day management of a multi-space parking meter system are likely to be a full-time job if they are combined into a single staff position. Even if these tasks are spread among several staff positions in one or more departments, the amount of staff time required to manage a parking system that responds to community needs will be greater than that currently dedicated to parking. Maintenance of multi-space meters, coin collection from meters, accounting for a new revenue stream, and other supportive services that will be required to make the system work will all take additional staff time in both the Parks & Recreation – Building Maintenance Division and in the Treasury Department.

In order to reduce potential impacts to JPD staffing levels, the Draft Ordinance enabling the creation of RPZs[30] was created to fit with the current enforcement style in residential areas. JPD enforcement officers currently look for illegally parked vehicles or vehicles with other issues (such as expired tags), but they do not mark license plate numbers, valve stem locations, or other such identifying features as they do within the downtown core. Use of RPZ stickers as passes, with the stickers in a consistent location where enforcement officers can see them as they approach the vehicle from the rear, will allow JPD staff to quickly determine if a given vehicle is permitted to park in that area. Since CSOs do not usually pay very close attention to which vehicles are parked where in residential areas as long as they are parked legally (not blocking an intersection, fire hydrant, or other area where parking is prohibited), they will likely not note the presence of non-RPZ vehicles within an RPZ automatically, since RPZs are very likely to include some provision for short-term or guest use. Only if a vehicle is a chronic offender, or if residents complain about a given vehicle parked within the RPZ, will CSOs then begin to enforce against that vehicle for violating the regulations of the RPZ. The Draft Ordinance calls for a higher fine schedule for RPZ violations than for normal parking tickets in order to help pay for the special trips that CSOs will need to make into residential neighborhoods in order to enforce RPZ restrictions.

Regardless of which staff members of which CBJ Departments are assigned which tasks in parking management, a system that is responsive to the needs of the community will require additional staffing resources over those currently available. The following sections describe the changes to staffing needs that will need to be funded in order for implementation of this plan to be accomplished without changing who is responsible for each component of the parking management program.

Projected Staffing Needs

Although potential staffing needs for a new, responsive parking management system will largely depend on the types of changes to parking management that are adopted, certain job duties that currently exist can be extrapolated to a new system in order to gain a rough estimate of how systemic changes to management could affect staffing needs. This section makes certain assumptions about parking management that may not be borne out, but should be useful in setting a base line for potential changes in staffing requirements within CBJ Departments that have parking management functions.

The Parks and Recreation Department houses the position that manages most of the CBJ's off-street facilities, including handling the contract for private enforcement of off-street parking facilities. Parks & Recreation staff currently bill 0.42 Full Time Employees (FTE) to the Parking Fund—if Parks & Recreation staff retain the same duties and take on comparable duties related to managing multi-space meters and permits in the DTC, that number could easily be doubled to 0.84 FTE. If the position at Parks & Recreation that manages the meters for off-street parking also takes on the management of the on-street meters, the parking-related workload in that department alone could

[30] Appendix A

double again to over 1.5 FTE in the short term, although this demand on staff time will likely decline over time as the public becomes more familiar with the new parking management system.

As all proposed changes to parking management have been designed so as to require the minimal amount of change in terms of enforcement officer behavior or work load, staff does not anticipate a need to increase the number of CSO's conducting on-street parking enforcement under this plan. If Residential Parking Zones are created in a large are of Downtown Juneau, additional enforcement staff could be needed; similarly, if multi-space parking meters are installed outside the downtown core, additional enforcement staff would likely be required at that time.

No changes to management or enforcement of Docks & Harbors parking facilities are proposed in this plan, aside from establishing the need for the Docks & Harbors Board to work closely with other CBJ Agencies to ensure that downtown parking is managed in a coordinated and efficient manner. The Port Director reports that approximately one-third of his staff's time is spent enforcing loading zone restrictions at the two CBJ cruise ship docks; no change to this staffing need is anticipated to follow adoption or implementation of this plan. Coordinated management of all CBJ parking facilities could realize savings through efficiencies of scale, and the eventual management integration of Docks & Harbors facilities with other CBJ parking facilities should be revisited as Downtown parking management matures.

The Treasury Department currently provides one staff member to accompany a Parks & Recreation staff member when collecting cash from the existing parking payment box at the Marine Park/Library garage. This employee would continue to assist in cash collection from multi-space parking meters; given that multi-space parking meters accept credit cards, staff anticipates the need for collecting coin boxes from meters to be reduced compared to the cash-only system currently used at the Marine Park/Library garage, as meter coin boxes are likely to only require changing once every several weeks. However, since there will be many more meters than there are pay boxes, it may be that Treasury staff will still need to make weekly trips to collect cash from meters. Since meters send a signal to the system administrator(s) when coin boxes approach their capacity, staff will be able to prioritize coin box collection to ensure that they are only spending time collecting cash from meters that are nearly full. The full impact of utilizing multi-space meters on Treasury Department staff will depend in part upon the method of payment chosen by parkers—more coin payments will require more coin box removal visits; more credit card payments will require fewer coin box removal visits.

Appendix A – Draft Ordinance for Adoption

(This Draft Ordinance has not been formatted in this Draft: The final Plan will contain the Draft Ordinance with final formatting per CBJ 01.01.020 in this location.)

The Draft Ordinance below uses the formatting specified at CBJ 01.01.020(i): "Material being deleted shall be shown by strikeout or... New material shall be shown in italics, or in the case of typewritten ordinances, shall be underlined."

72.01.125 Parking zones.

~~(a)~~ All curbing painted yellow shall mean "no parking at any time~~.~~" *unless designated as a restricted parking zone by a sign or other appropriate marking which indicates the restriction or limitation on parking.*

~~(b) All curbing painted yellow shall indicate a restricted parking zone. The restriction shall be designated by a sign or other appropriate marking which indicates the restriction or limitation on parking.~~

72.14.010 Authority to establish parking payment ~~box~~ areas.

The manager or the manager's designee is authorized to establish parking payment ~~box~~ areas on any City and Borough-owned property. Area~~s~~ *boundaries* shall be established or changed pursuant to a plan approved by the assembly by motion.

72.14.015 Installation of parking payment ~~boxes~~ *equipment*.

(a) The manager or the manager's designee shall install parking payment ~~boxes~~ *equipment* in the areas established by the parking payment ~~box~~ plan.

(b) Each entrance to each *off-street* area shall be posted by a sign indicating the days and hours when parking payment is required and the amount thereof per hour of parking~~, to a maximum of four hours~~.

(c) On-street areas shall be posted by signs indicating the days and hours when parking payment is required and the amount thereof per hour of parking, and any other limitations to parking.

72.14.020 Parking payment ~~box~~ spaces.

(a) The parking payment ~~box~~ plan shall specify the number and arrangement of the parking spaces in each parking payment ~~box~~ area. Spaces shall be designated by pavement markings *and/or signs, or in the case of on-street parking, spaces shall not be delineated.*

(b) No person shall park a vehicle in a parking payment ~~box~~ area so that any

part of the vehicle occupies more than one *marked* space or protrudes beyond the pavement markings designating the space *without registering, and paying if required, for the use of all spaces partially occupied by their vehicle.*

(c) No person shall park a vehicle other than a motor vehicle in a parking payment ~~box~~ area *without depositing a payment for the use of that space, if required, pursuant to 72.14.025.*

72.14.025 Deposit of money.

(a) No person shall park or leave a vehicle in a parking payment ~~box~~ area except as authorized by adequate payment deposited in the parking payment ~~box~~ *equipment*.

(b) No person shall park a vehicle in a parking payment ~~box~~ area parking space in excess of *the time posted by sign* ~~four consecutive hours.~~

72.14.030 Rate.

Parking in a parking payment ~~box~~ area shall be at ~~the~~ *a* rate ~~of $0.50 per hour with a maximum of four consecutive hours in any one space~~ *determined by the Manager to be appropriate for the area based on demand. Rates shall be set with the goal that all parking spaces within that rate area be occupied at 80-90% during the typical peak hour. Rates may be adjusted to accomplish this goal by:*

(a) The Manager may direct a review of the effectiveness of existing rate structures and/or time limits. This review shall be conducted by staff of the Community Development Department working with the Parking Management Committee.

(i) A review shall not be initiated less than six months after the previous review was completed, unless:

(1) The goal of 80-90% occupancy is not met during the typical peak hour, as demonstrated by parking occupancy and fee data collected by the CBJ or its designee; and,

(2) The failure to meet the goal of 80-90% occupancy is not attributable to temporary factors such as road construction, special events, or other causes that will be rectified within a reasonable period.

(ii) A review shall contain findings on:

(1) The parking occupancy rates of the area being reviewed and any adjacent parking payment area(s), and whether or not those rates meet the goal of 80-90% occupancy during the typical peak hour;

(2) The parking time limits of the area being reviewed and any adjacent parking payment area(s); and,

(3) The rates charged for parking within the area being reviewed and any adjacent parking payment area(s); and,

(4) What changes, if any, to the parking time limits and/or rate schedule(s) in the subject area or any adjacent parking payment area(s) are recommended so as to result in 80-90% occupancy during the typical peak hour.

(b) Upon written findings as described in this section, the rates and/or time limits shall be amended as soon as is practical, unless the findings apply only to a specific season or portion of a calendar year, in which case the rates and/or time limits shall be amended for the following season or portion of the calendar year specified in the findings.

72.14.035 Tampering with parking payment box.

No person shall deface, damage, tamper with, or open any parking payment ~~box~~ *equipment*.

72.14.040 Application of proceeds.

The monies deposited in parking payment ~~boxes~~ *equipment* shall be collected by duly authorized agents of the City and Borough treasurer and shall be deposited in ~~a~~ designated parking revenue fund*s as follows:*~~.~~

(a) 50% shall be deposited in a designated parking revenue fund, the intent of which is to fund the operations, maintenance, enforcement, and expansion of public parking facilities;

(b) 50% shall be deposited in a designated neighborhood improvement fund, the intent of which is to fund improvements, maintenance, security, and beautification of the neighborhood in which the funds are collected, as depicted in Map _____, dated__/__/__, or in a Residential Parking Zone approved per 72.18.035.

72.14.45 Parking Management Committee Established

(a) There is established the Parking Management Committee for the City and Borough to perform the functions of advising CBJ Departments, the Planning Commission, Manager, and Assembly on matters related to parking within the area designated by the Assembly on Map ____, adopted __/__/__, and as may be amended from time to time.

(1) Parking and loading areas managed by the Docks and Harbors Board

pursuant to § 85.10.050(k) shall not be affected by this section.

(b) The Parking Management Committee shall be composed of Department Heads or their designee from the Lands and Resources Office, Parks and Recreation Department, Community Development Department, Juneau Police Department, Docks & Harbors, and four members of the public, one of whom shall be the owner of a business whose physical location is within that area formerly known as Service Area 1, demarcated by Assessor's Parcel Numbers beginning with "1," and one of whom shall be a resident of a dwelling whose physical location is within that area formerly known as Service Area 1, demarcated by Assessor's Parcel Numbers beginning with "1."

72.14.050 Penalties.

Violation of section 72.14.020 or section 72.14.025 is an infraction. Violation of section 72.14.035 is a class B misdemeanor.

72.18.035 Residential Parking Zone Permits.

(a) A neighborhood may petition the City to create a Residential Parking Zone (RPZ) for areas where on-street parking is allowed. The petition shall include:

(1) A map showing the proposed boundaries of the RPZ clearly showing which parcels are within, and which are without, of the RPZ;

(2) A description of the parking issue(s) that affect the RPZ and how residents propose to address them;

(3) A list of all residential addresses within the RPZ, provided by the Community Development Department; and,

(4) A petition with the printed name, signature, and residential address of each signatory. At least 50% of the residential addresses within the RPZ must be represented on the petition. No more than one signature per residential address on the petition described in this section shall be counted towards the minimum number of signatures required.

(b) After receiving a petition to create an RPZ, the Manager shall review the petition to ensure that it is complete and accurate. If the petition is complete and accurate, the Manager's designee shall work with the neighborhood to determine the details of the RPZ.

(1) An RPZ may modify the following parking management regulations so as to meet the needs of the specific neighborhood:

(A) Time limits. Time limits on on-street parking, such as 1- and 2-hour zones, may be waived for residents of the RPZ;

(B) Fees. If fees are charged for on-street parking within the RPZ, residents may be exempted from some or all of those fees; and,

(C) No RPZ exception may be granted to allow residents to park:

(i) In dedicated handicapped-accessible parking spaces unless a handicapped-accessible parking permit is displayed as required by law;

(ii) Blocking fire hydrants; or

(iii) In locations where parking is otherwise prohibited;

(2) An RPZ may require residents to pay for some or all RPZ benefits when the neighborhood's parking issues are identified as resulting from fewer parking spaces than vehicles owned by residents;

(3) An RPZ may allow non-residents to purchase passes within the RPZ so as to ensure that the parking resource is utilized throughout the day; and,

(4) An RPZ may utilize parking payment equipment to collect fees for non-resident parking within the RPZ.

(c) Once drafted, the RPZ details and boundary map shall be made available for public review and comment.

(1) Copies of the RPZ details and boundary map shall be mailed to all residential addresses and owners of properties in or within 500 feet of the RPZ boundaries, and comments shall be accepted for at least 14 days;

(2) After public notice as specified in section 72.18.035(c)(1), the RPZ details and boundary map, with any modifications resulting from public comments, shall be mailed with an official ballot to all residential addresses and owners of properties within the RPZ boundaries.

(d) A simple majority of returned ballots in favor of creating the RPZ shall result in the forwarding of the RPZ details and boundary map to the Planning Commission for recommendation to the Assembly. The manager may establish RPZs by regulation.

(e) A simple majority of returned ballots against creating the RPZ shall result in modifications to the RPZ based on comments received, and the modified RPZ shall again be put before the neighborhood for a popular vote as specified in section 72.18.035(c)(2) except that public notice as specified in 72.18.035(c)(1) shall not be required.

(f) An existing RPZ may be modified in the same manner in which a new RPZ is created as specified in this section.

72.18.040 Violation.

Parking in violation of 72.18.035 is an infraction.

03.30.051 Traffic fine schedule.

Pursuant to sections 03.30.010--03.30.015 of this chapter, those of the following traffic offenses which are amenable to disposition without court appearance may be disposed of upon payment of the fines listed to the municipal clerk of the court. If a person charged with one of these offenses appears in court and is found guilty, the penalty imposed for the offense may not exceed the fine amount for that offense listed in the following schedule:

TRAFFIC FINE SCHEDULE

CBJ	Offense	Fine
Chapter 72.18:	*Residential Parking Zones*	
72.18.040	*Parking in violation of a Residential Parking Zone*	*$50*

Appendix B – Draft Memorandum of Agreement Between CBJ Parking Management Authority and Docks & Harbors Board

A draft MOA will be added to this document in the next draft.