



City Manager
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TRANSMITTAL MEMORANDUM

TO: The Honorable Mayor and City Council

FROM: Karl R. Amylon, City Manager

DATE: June 14, 2019

RE: **Placement of Additional Crossing Guards at the Intersections of Water Street and Schoenbar Road; Mission Street and Main Street; and Stedman Street, Mill Street and Dock Street**

At its meeting of June 6, 2019, the City Council directed staff to pursue the placement of crossing guards at the intersections of Water Street and Schoenbar Road; Mission Street and Main Street; and Stedman Street, Mill Street and Dock Street. Attached for City Council review is a memorandum from Port & Harbors Director Steve Corporon, which summarizes efforts taken to date to follow the City Council's direction. Port Operations Coordinator Dave Dixon will be attending the City Council meeting of June 20, 2019, in order to address any questions and/or concerns that Councilmembers may have.



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MEMORANDUM

To: Karl Amylon, City Manager
From: Steve Corporon, Port & Harbors Director
Date: June 12, 2019
Re: **Crossing Guard Update**

Since receiving direction at the City Council meeting of June 6 to explore expanding the crosswalks being staffed in the downtown area the following actions have been taken:

Personnel Staffing: We have received approval to hire three new personnel to replace half of the six personnel we were short due to recent resignations and other actions. In order to staff additional crosswalks we will need to hire eight to ten more personnel. This would be five to seven more than was approved in the 2019 budget; therefore, additional funding in the temporary wages and overtime accounts will likely be needed at some point later this season. Appropriate budget transfers from the Port reserves will be prepared once the magnitude of the additional funding is identified. HR is still advertising the positions as open until filled and we will continue to review all applications we receive, conduct interviews when warranted and continue to attempt to hire additional qualified personnel.

Schoenbar/Water St Intersection: We began testing this location on June 12 with the Ruby Princess at Berth 4 with a total passenger count of 3,293. One crossing guard was utilized from 0730-1000 at the crosswalk on the east side of the intersection. The crossing guard was stationed on the water side of the intersection which is where the vast majority of the pedestrians were approaching from. During the 2 ½ hour period a total of only 153 pedestrians and 1 dog utilized the crosswalk for an hourly average of only 61 pedestrians. This is an extremely low number compared with the crosswalk at Front and Mission which exceeded 1,200 pedestrians from just 0930-1030 that same day. Based on this first test it would seem the relatively low pedestrian volume would not warrant the presence of a crossing guard for this crosswalk; however, we will continue to monitor the crosswalk and conduct additional testing if we can identify periods with consistently higher volumes. Some other noteworthy observations from this initial test were as follow:

- Traffic never backed up on any of the four legs of the intersection.
- Almost all of the northbound buses using the left turn lane while waiting to turn into Berth 4 blocked the crosswalk so the crossing guard had to wait for them to clear the intersection prior to proceeding into the street to stop traffic. (See attached photo)
- Attempting to control vehicle traffic on the other three legs of this intersection from this lone crosswalk is not feasible. If vehicle control of this whole intersection is desired then the additional crosswalk described in the Public Works Director's memo of May 24, 2019, would be required.
- According to the Manual for Uniform Traffic Control Devices, in order to fully control traffic at intersections such as this one it should be performed by a licensed law

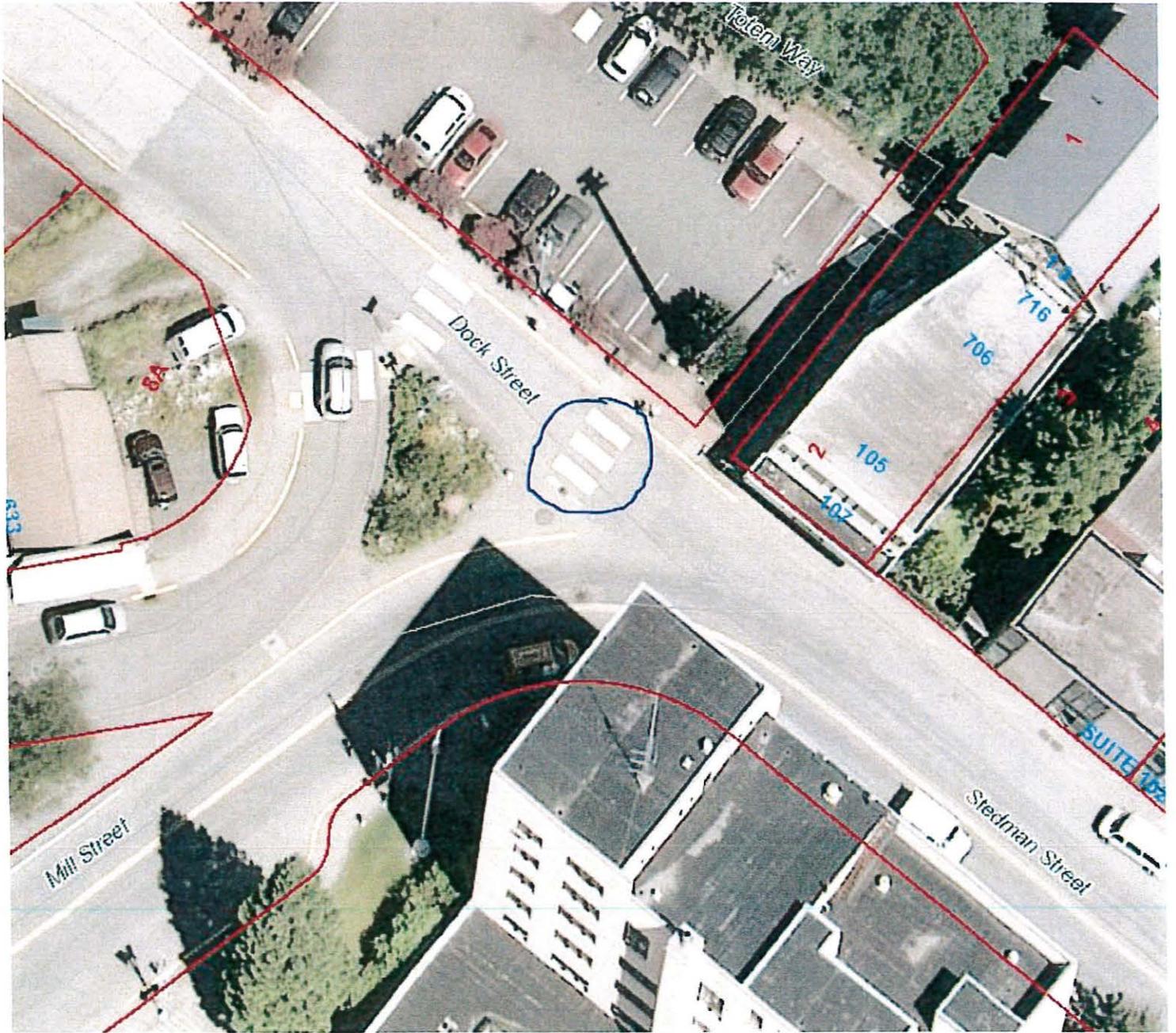
enforcement officer or flaggers stationed on each leg of the intersection, which would be four crossing guards.

Mill/Stedman/Front Intersection: No testing at this location has been conducted yet. The ADOT point of contact for our crossing guard permit was contacted and he stated that although the two crosswalks in this location are not actually on State Highway 7 they are within the ADOT right of way so they should be added to our permit if we intend to staff them. We are in the process of adding the one closest to State Highway 7 to the permit. It is circled in blue on the attached photo. We will test adding a crossing guard to this crosswalk as staffing allows. The intent would be to station the crossing guard on the parking lot end of the crosswalk so they could also observe pedestrians contemplating jaywalking into the Mill/Stedman curve and verbally advise them to proceed to the nearest crosswalk. I am not confident they will have much success but we will test it.

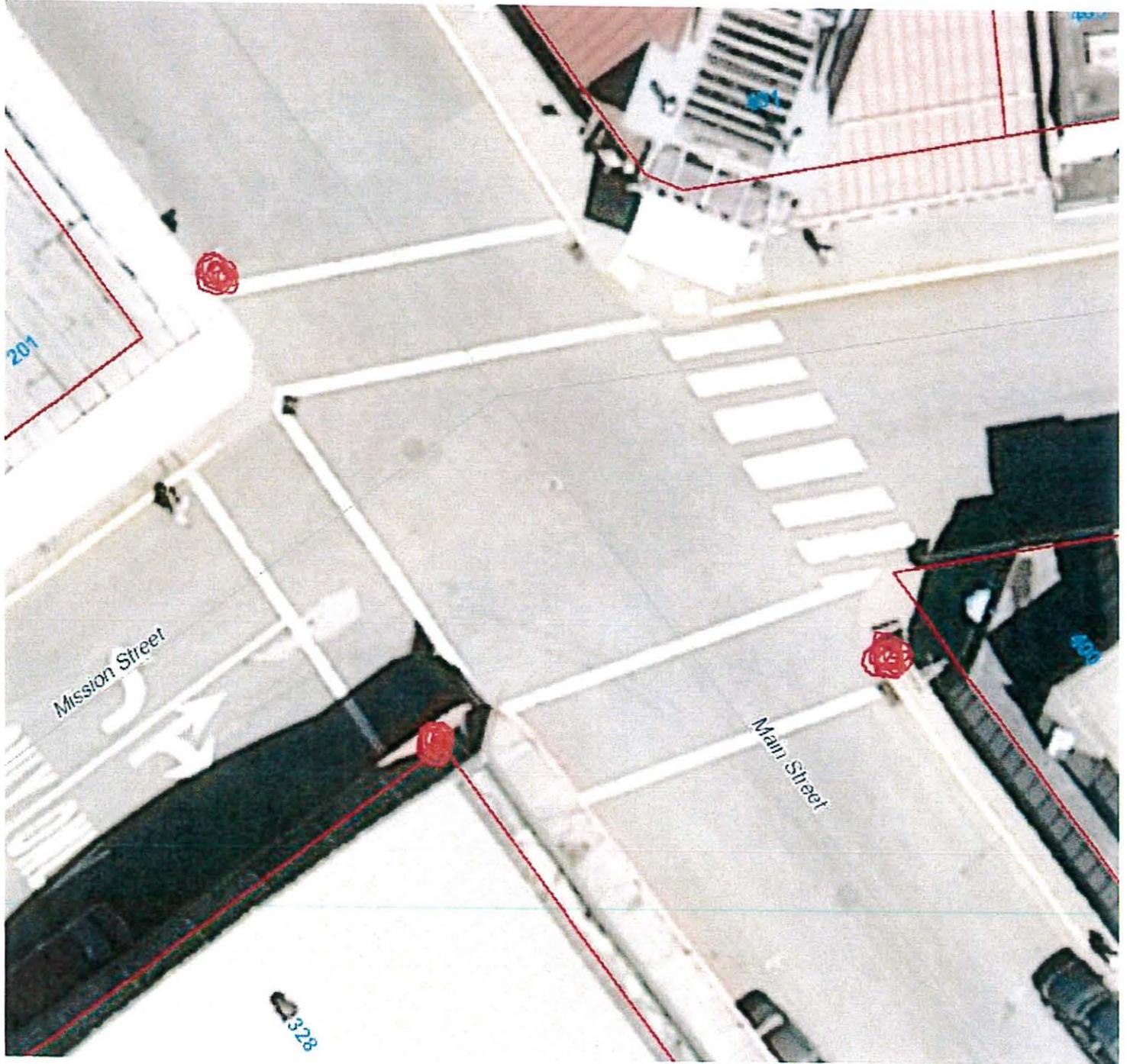
Mission/Main Intersection: This intersection has existing traffic control devices (stop signs) for all three legs through which vehicles enter the intersection. There is one uncontrolled crosswalk where vehicles exit the intersection onto Mission which is a one way street. (See attached photo) Due to the State's construction project on Highway 7, Mission is currently closed to vehicle through traffic. We will attempt to test placing a crossing guard on the uncontrolled leg after Mission is re-opened to vehicle through traffic and as staffing allows.



TYPICAL LOCATION OF BUS WAITING TO TURN
INTO BIRTH 4.



MILL/STEEDMAN/DOCK INTERSECTION
AKA THE WALE'S TAIL



MISSION/MAIN INTERSECTION

PUBLIC WORKS / ENGINEERING DEPARTMENT
Mark Hilson, P.E., Public Works Director
Kara Jurczak, P.E., Assistant Public Works Director

CITY OF KETCHIKAN
Administrative Offices
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MEMORANDUM

TO: Karl Amylon, City Manager

CC: Lacey Simpson, Assistant City Manager
Steve Corporon, Port & Harbors Director
Bob Newell, Finance Director

FROM: Mark Hilson, P.E., Public Works Director

DATE: May 24, 2019

SUBJECT: **Authorizing Budget Transfer – Water Street and Schoenbar Road Crosswalk**

Per City Council comments at the regular meeting of May 16, 2019, staff has researched the possibility of an additional crosswalk and crossing guards at the northern intersection of Water Street and Schoenbar Road.

Since Tongass Avenue is a State Highway, the addition of a crosswalk is subject to the review and approval at the sole discretion of the Alaska Department of Transportation & Public Facilities (ADOT & PF). If the crosswalk is to be staffed with crossing guards, then it is recommended that both crosswalks remain, so that the crossing guards can act in tandem. In doing so, the intersection can be kept free of stopped vehicles, thereby keeping access to the side streets open while the crossing guard has traffic stopped. The existing ADOT & PF permit for the crossing guard program, as obtained by the Port and Harbors Department, would have to be amended by ADOT & PF to add crossing guards at this location. The attached exhibit shows a proposed design to add a crosswalk to the intersection that could form the basis of a more fully developed design drawing for a future permit application to ADOT & PF. If viewed favorably, the ADOT & PF would issue a permit for the work to be performed.

It is worth noting that the ADOT & PF Tongass Avenue Improvement Project does not show a crosswalk at this location. The Tongass Avenue Improvement Project is broken into three phases, with the Schoenbar Road intersection not in the initial phase. Design information presented by ADOT & PF during the ongoing discussions regarding this project indicated that crosswalks marginally meet design standards in this corridor. This, as well as other intersection specific traffic data, may lead the ADOT & PF to not view the permit application favorably. Also, as City Council may recall, staff petitioned ADOT & PF to consider relocating or adding a crosswalk for a similarly situated intersection at Heckman Street and Tongass Avenue. ADOT &

PF has not issued a permit for a second crosswalk opting instead to obtain additional turn count and pedestrian information while continuing to monitor the intersection.

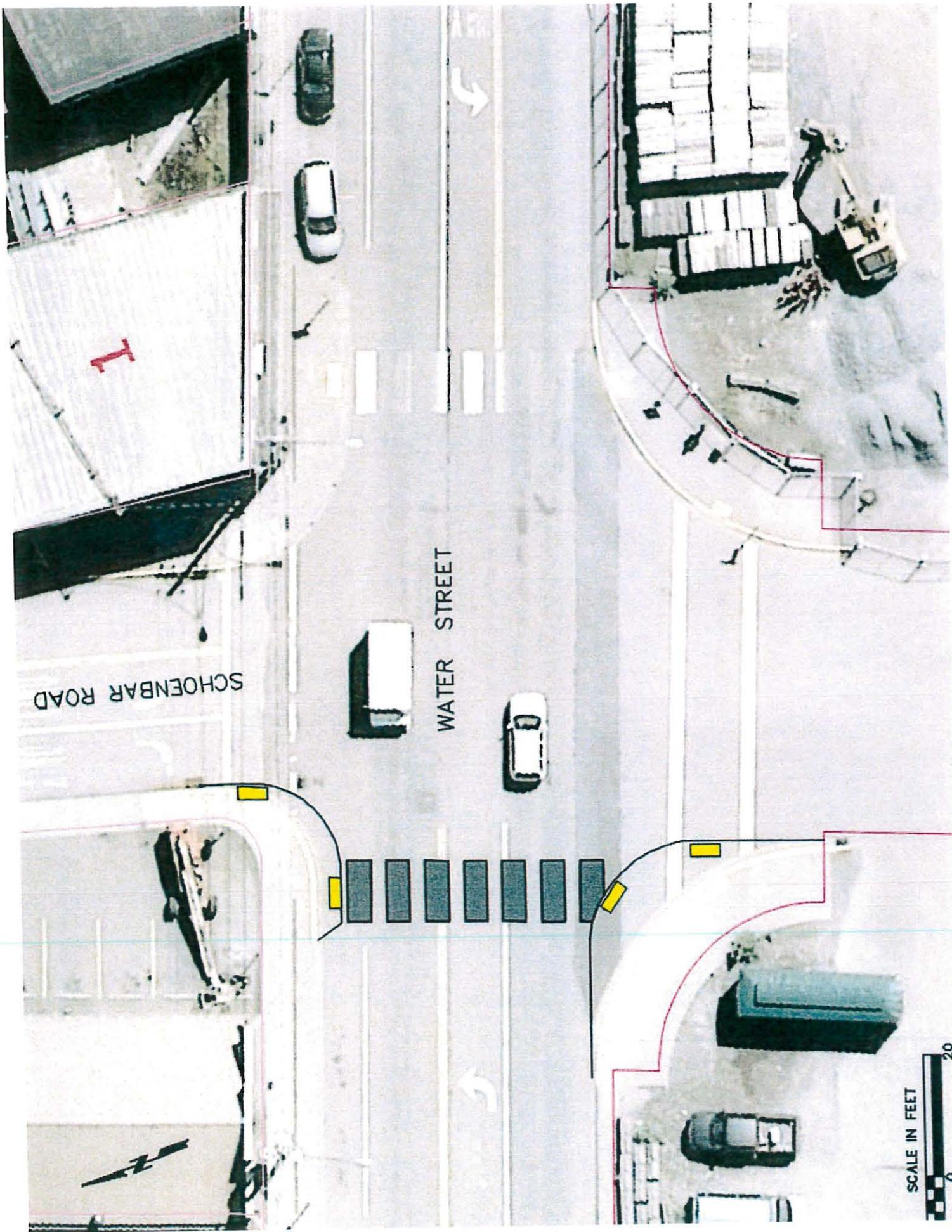
And finally, for budgeting purposes, I estimate the cost of adding the crosswalk to be \$75,000 and construction would take about a month, preferably in April and after receipt of the ADOT & PF permit.

Staff is seeking City Council direction relative to designing and applying for an ADOT & PF permit to add a crosswalk at the Schoenbar Road intersection. Due to existing workload and position vacancies, should City Council wish to pursue the crosswalk project, staff would intend to engage a consultant to produce the ADOT & PF permit drawings.

RECOMMENDATION

It is recommended that the City Council adopt a motion authorizing the City Manager to transfer \$10,000 from the Commercial Passenger Excise Tax Fund to the Tourism and Economic Development Engineering and Architectural Services account (640.02) to finance the design of a new crosswalk at the northern intersection of Water Street and Schoenbar Road.

Recommended Motion: I move the City Council authorize the City Manager to transfer \$10,000 from the Commercial Passenger Vessel Excise Tax Fund to the Tourism and Economic Development Engineering and Architectural Services account (640.02) to finance the design of a new crosswalk at the northern intersection of Water Street and Schoenbar Road.



SCHOENBAR ROAD

WATER STREET

SCALE IN FEET
0 20



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MEMORANDUM

To: Karl Amylon, City Manager
From: Steve Corporon, Port & Harbors Director
Date: May 21, 2019
Re: **Crossing Guard Status 2019**

Historically the City has provided crossing guards at two locations downtown, the intersection of Front and Mission and the intersection of Mill and Main. These locations were selected in order to keep vehicular traffic downtown from becoming gridlocked, which often happened at these two intersections during periods of high cruise ship passenger volume. We have also traditionally stationed three "anti-crossing" guards in the vicinity of the 90 degree curve where Front, Mill and the Front Street Extension converge. The crossing guards and anti-crossing guards are all supervised by a Street Lead who is generally stationed on the south side of the entrance to the Front Street Extension but often roams throughout the area to provide restroom breaks, address other issues, etc. These locations are all shown in exhibit A.

In 2019 the City has temporarily added a crossing guard at the intersection of Front, Grant and Water at the south end of the tunnel due to the extended traffic backups being caused by the construction on Front Street. Most of the early season backups appear to be in the southbound lane and are originating at the intersection of Dock and Front Street where there is currently no southbound left hand lane for vehicles to use to go around buses waiting to turn into the entrance to Berths 1, 2 & 3. We have also prepared to staff two temporary traffic control positions on Spruce Mill Way on days when Secon will have the entrance to the Front Street Extension closed in order to perform structural repairs and pave the adjacent viaduct section of Front/Mill Street. This will involve directing alternating one-way traffic on Spruce Mill Way in order to allow vehicles to access the Front Street Extension and buses to exit Berths 1&2. These locations are all shown in exhibit B.

In order to staff the additional tunnel location we are currently leaving one of the anti-crossing guard locations empty. The anti-crossing guard locations have traditionally been our flexible locations and one or more are left unattended as personnel rotate between the locations, take alternating 30 minute lunch breaks or in the case of personnel calling in sick. For the first few weeks of the season, including this one, we are often short staffed waiting for a few of the employees to return from college and the high school students who are available only on weekends until the end of May. Early in this season we are indeed short staffed due to the issues listed above and the situation was exacerbated when we lost three employees right before the season started when they changed their minds and decided to accept offers from other employers. As a result we have rarely had more than one anti-crossing guard location staffed on any given day so far this season. We recently requested HR to re-open the port security/crossing guard positions and they have subsequently received and forwarded five applications which we are reviewing; however, the initial reaction is that it is going to be difficult to find adequate additional personnel to meet all of our current needs.

If we are directed to place crossing guards at even more locations we will do our best to recruit, hire and train additional personnel including having them take and pass the flagger course mandated by the State. For every additional crossing guard location we will likely need to hire at least two persons in order to provide coverage seven days a week. We will also need to request an amendment to our State permit for any crosswalks on the State Highway.



CITY OF KETCHIKAN
Crossing Guard Locations
2018

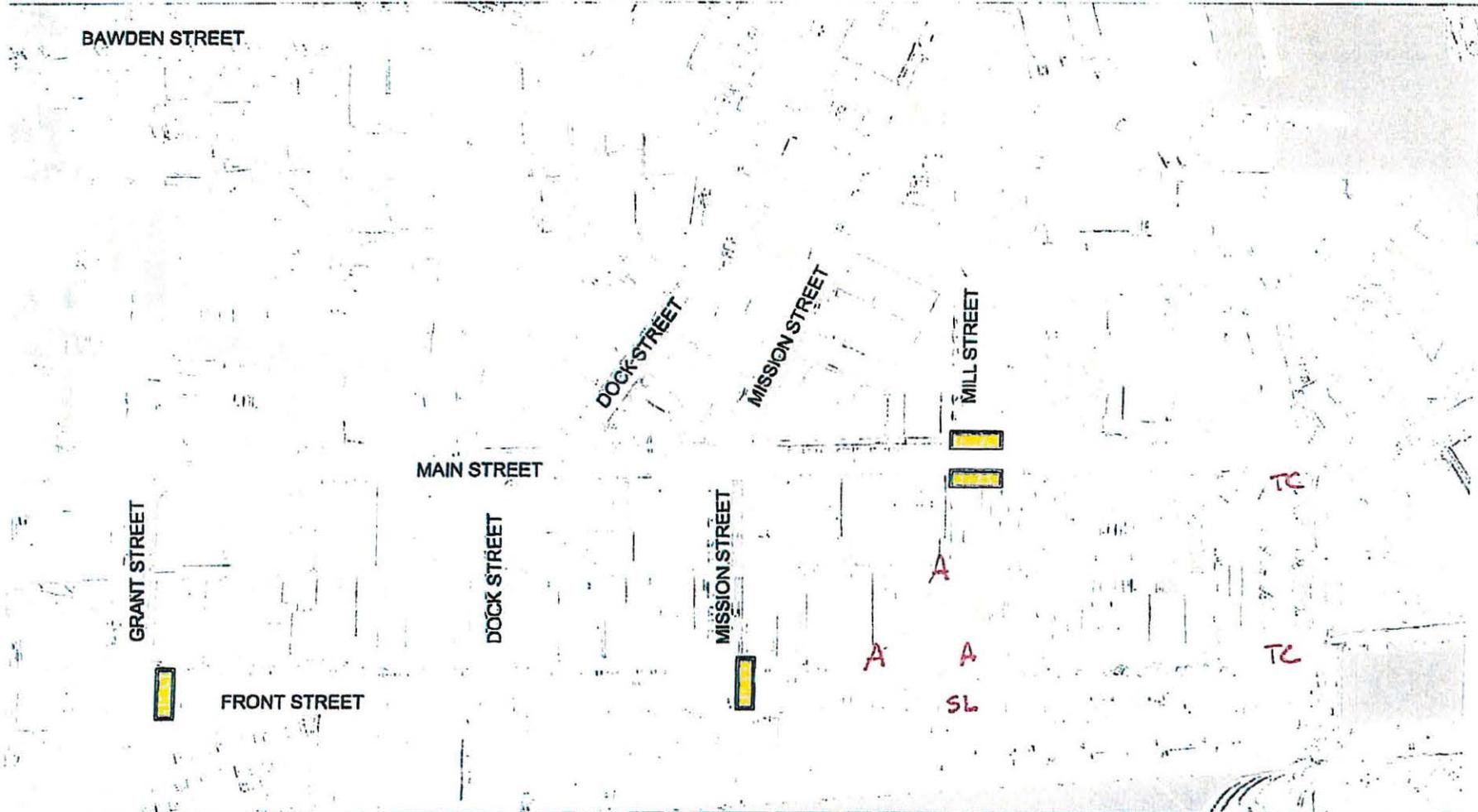


SL STAFF LEADS
CROSSING BUMPS
ANTI CROSSING BUMPS

EXHIBIT A



CITY OF KETCHIKAN Crossing Guard Locations 2019



-  CROSSING GUARD
-  ANTI CROSSING GUARD
-  STREET LEAD
-  TEMPORARY TRAFFIC CONTROL WHEN FRONT ST EXTENSION ENTRANCE IS CLOSED

EXHIBIT B

"UNAPPROVED"

June 6, 2019

NEW BUSINESS

Designating Date for the First City Council Meeting of July 2019

Mayor Sivertsen said the first Council meeting in July falls on the 4th. He asked for a show of hands to move the regular City Council meeting of July 4, 2019 to Monday July 8, 2019, and at least four hands were shown.

Resolution No. 19-2737 – Proposing That Adding a New Section to the Ketchikan Municipal Code to be Numbered 5.20.016 Entitled “Onsite Marijuana Consumption Prohibited”

Moved by Williams, seconded by Zenge the City Council approve Resolution No. 19-2737 proposing that adding a new section to the Ketchikan Municipal Code to be numbered 5.20.016 entitled "Onsite Marijuana Consumption Prohibited"; directing the city clerk to take such action as is necessary to place the question before the qualified voters of the City of Ketchikan on October 1, 2019; and establishing an effective date.

Motion passed with Flora, Williams, Kiffer, Bergeron, Gage and Zenge voting yea; Coose voting nay.

Discussion of Placing Crossing Guard(s) at the Intersection of Water Street and Schoenbar Road - Councilmember Gage

Moved by Gage, seconded by Williams the City Council authorize the city manager to transfer \$10,000 from Appropriated Reserves of the CPV Excise Tax Special Revenue Fund to the Street Division's Water Street and Schoenbar Road Intersection Crosswalk Improvement Project Capital Account to fund third party preparation of required ADOT&PF permit drawings.

Councilmember Gage said it speaks for itself to put in an additional pedestrian crosswalk similar to the one down by Tatsuda's and by the hospital. She indicated another option to alleviate the congestion would be to make the intersection a four way stop.

Councilmember Kiffer didn't object to the motion, but felt the report should not have been buried under a discussion item.

Councilmember Bergeron said he appreciates Councilmember Gage bringing up this issue. He said since he was hit in a crosswalk, he is particularly sensitive to pedestrian and safety issues. He informed he was coming through this intersection the other day, and noted it was congested with buses and people were walking out into traffic. He felt the Council should be sensitive to this issue and to public safety. He said whatever the Council does tonight, even if it is giving staff direction to place crossing guards at this intersection to make it safer, he would support it. He cited several areas in town where there are possibilities of an accident where pedestrians could be injured.

Mayor Sivertsen stated this and the next agenda item are the same with different locations, and he didn't know what the interaction would be with the State with these types of issues.

"UNAPPROVED"

June 6, 2019

Manager Amylon referenced the public works director's report, and indicated crossing guards at this intersection will be a challenge. He said whatever is done to reconfigure it will require a permit from the Department of Transportation, just like the two intersections further north where the pedestrian activated lights were installed. He said it was his understanding if the intersection is not reconfigured as in the public works director's report it will be difficult to put crossing guards there the way the intersection is configured now.

Public Works Director Hilson said Manager Amylon is correct, and indicated there is a proposed conceptual sketch in the packet that shows a proposed crosswalk on the north side along with curb improvements and ADA ramps. He said ultimately the Department of Transportation would have to buy into this plan by issuing a permit. He answered questions from the Council.

Councilmember Coose felt it would be a good idea to have crossing guards in place while there is a ship in Port. He said most of the passengers go down the promenade.

Port and Harbors Director Corporon explained the extent of that intersection. He indicated there are 12 lanes of traffic at that intersection and it is over 100 feet across. He advised against the pedestrian activated lights, as pedestrians are looking for a walk signal. He didn't see the State approving a four way stop for this intersection, because of the number of traffic lanes. He felt the intersection warrants a stop light

Mayor Sivertsen said taking into consideration Councilmember Coose's comments, and if the crosswalk was installed on the west side of the intersection, would there be a way the City could delineate and direct the passengers down the west side of Schoenbar Road and into Berth IV.

Port and Harbors Director Corporon answered questions from the Council.

Mayor Sivertsen said taking into consideration Councilmember Kiffer's comment we have a motion on the floor, which is to provide funding to get a permit from the Department of Transportation.

Councilmember Flora questioned the cost of installing a new crosswalk.

Public Works Director Hilson explained the aspects and costs associated with a new crosswalk.

Councilmember Williams thought the City should do a test on the existing crosswalk that is there to see how it works.

Councilmember Coose indicated he watches this situation when he is working on Berth IV, and suggested placing a couple crossing guards temporarily at the intersection just to see how it works. He said another option would be to lower the speed limit to 20 mph.

Councilmember Bergeron didn't feel putting a crosswalk in on the west side is a solution to the problem. He said we need crossing guards in that area, and any other area that warrants it. He felt the ultimate solution for this intersection is a stop light rather than a crosswalk. He stated we need the temporary flaggers put in place for now.

Councilmember Gage withdrew the motion with the consent of the second.

Mayor Sivertsen asked for a show of four hands to temporarily place crossing guards at the intersection of Water Street and Schoenbar Road, and at least four hands were shown.

"UNAPPROVED"

June 6, 2019

Discussion of Placing Crossing Guard(s) at the Intersection of Mission Street and Main Street and at the Intersection of Stedman Street, Mill Street and Dock Street - Councilmember Bergeron

Councilmember Bergeron felt we have talked this to death, and said we need to do a better job with public safety.

Discussion of Enacting Either a Temporary Moratorium or Permanent Prohibition of the Commercial Rental or Provision of Dockless Vehicles in the Downtown Core - Mayor Sivertsen

Mayor Sivertsen indicated Juneau has put a ban on these types of vehicles until such time regulations can be put into place to manage it. He asked with Council approval to direct staff to draw up an ordinance banning commercial rentals or provision of dockless vehicles within the downtown core.

Attorney Seaver felt the issue is with the dockless vehicles and the renters just leaving them anywhere. He said he envisioned along the lines of Juneau which would prohibit or put off to a future date short term rentals of any of those types of vehicles motorized or otherwise for that reason.

Mayor Sivertsen asked for a show of four hands to have staff bring back an ordinance for Council consideration, and at least four hands were shown.

City of Ketchikan and KPU Compensation Plan Update - Ralph Andersen & Associates

Moved by Zenge, seconded by Flora the City Council direct the city manager to schedule a special meeting of the City Council for the purpose of having Ralph Andersen & Associates present the firm's update of the City of Ketchikan and Ketchikan Public Utilities Compensation Plan on such date as determined appropriate by the City Council.

Manager Amylon said he spoke with Ralph Andersen and Associates and they cannot come until after June 24, 2019. He suggested June 25, 26 or 27th, 2019, but could not give an exact date until after he talks with them.

There were no objections from the Council to hold a special meeting on any of those dates.

Motion passed with Gage, Coose, Zenge, Flora, Williams, Kiffer and Bergeron voting yea.

Resolution No. 19-2736 - Levying a General Property Tax for Municipal Purposes Upon All Real and Business Personal Property in the City for the Year 2019

Moved by Zenge, seconded by Gage the City Council approve the Resolution No. 19-2736 levying a general property tax for municipal purposes upon all real and business personal