Submitted by: ASSEMBLY MEMBER TRAINI

Assembly Member Gray-Jackson

Assembly Member Honeman

NOT INTRODUCED 12/6/11

Prepared by: Assembly Counsel For reading: December 6, 2011

ANCHORAGE, ALASKA AO NO. 2011–126

AN ORDINANCE OF THE ANCHORAGE MUNICIPAL ASSEMBLY TO PROCEDURALLY REPEAL FOR GOOD CAUSE RETROACTIVELY TO NOVEMBER 22, 2011, AO 2011-112: THE ORDINANCE AMENDING ANCHORAGE MUNICIPAL CODE TITLE 8 TO ADD NEW OFFENSES FOR SITTING OR LYING DOWN ON SIDEWALKS IN THE DOWNTOWN IMPROVEMENT DISTRICT AND FOR PEDESTRIAN INTERFERENCE, AMENDING SECTION 8.75.170 REGARDING PROHIBITED PANHANDLING, AND AMENDING THE FINE SCHEDULE AT SECTION 14.60.030 ACCORDINGLY.

WHEREAS, corrections to information relied on by the Assembly prior to voting on AO 2011-112 have been received from the Municipal Attorney; and

WHEREAS, it is important to protect the integrity of the legislative process; when substantive corrections are unavailable until after the time for reconsideration by the Assembly has expired, repeal is the only curative tool available; and

WHEREAS, repeal of AO 2011-112 retroactively to November 22, 2011, will not foreclose future consideration by the Assembly, under the corrected information; now, therefore,

THE ANCHORAGE ASSEMBLY ORDAINS:

<u>Section 1.</u> Assembly Ordinance No. 2011-112, passed and approved by the Assembly on November 22, 2011 as attached, is repealed in its entirety.

Section 2. Pursuant to AMC 1.05.030, this ordinance shall operate to reinstate code provisions prior to amendment by AO 2011-112, and delete new municipal code added by AO 2011-112.

<u>Section 3.</u> Other provisions of municipal code notwithstanding, this ordinance shall be retroactive to November 22, 2011, upon passage and approval by the Assembly.

	PASSEC	AND , 20	APPROVED	by	the	Anchorage	Assembly	this	 day	of
ATTE	ST:					Chair				Ų,

Municipal Clerk



MUNICIPALITY OF ANCHORAGE

ASSEMBLY MEMORANDUM

No. <u>AM 718</u>–2011

Meeting Date: December 6, 2011

From:

ASSEMBLY MEMBER Traini

Subject: AO 2011–126 — AN ORDINANCE OF THE ANCHORAGE MUNICIPAL ASSEMBLY TO PROCEDURALLY REPEAL FOR GOOD CAUSE AO 2011-112, THE ORDINANCE AMENDING ANCHORAGE MUNICIPAL CODE TITLE 8 TO ADD NEW OFFENSES FOR SITTING OR LYING DOWN ON SIDEWALKS IN THE DOWNTOWN IMPROVEMENT DISTRICT AND FOR PEDESTRIAN INTERFERENCE, AMENDING SECTION 8.75.170 REGARDING PROHIBITED PANHANDLING, AND AMENDING THE FINE SCHEDULE AT SECTION 14.60.030 ACCORDINGLY.

The vote taken on the Mayor's Sidewalk Ordinance, AO 2011-112 was taken in reliance on specific information requested from the Municipal Attorney, as set out in the excerpt transcribed and attached for ease of reference.

The intent of this ordinance is to reverse action taken by the Assembly on November 22, 2011 to pass and approve AO 2011-112, in light of corrections in that information from the Municipal Attorney, received by the Municipal Clerk on November 29, 2011, after the vote was taken and the time for notice of reconsideration by the Assembly had expired.

As noted in e-mail communication from the Municipal Attorney dated Tuesday, November 29, 2011, included as Attachment 1, the information provided by the Municipal Attorney at the Assembly Meeting on November 22, 2011, immediately prior to the vote on the ordinance, was not accurate and the choice of words was misleading.

As Assembly Members, we often place legal counsel "on the spot" and it speaks to good character when the misstatements and/or misinformation are corrected. This repeal will not foreclose future consideration by the Assembly. Repeal will simply allow for a "reset" of the matter, and ensure that the integrity of Assembly action on an important ordinance is not clouded by misinformation from the Municipal Attorney's Office, corrected later in good faith.

 The opportunity for "restart" by this repeal will provide a better precedent than allowing the record to stand. Action on important legislation should be taken with appropriate sequencing in the receipt of information relevant to the vote. Despite the long lead time, this action was taken under the "Ready, Fire, Aim!" sequencing -- Good management and the integrity of legislative practice dictate a "reset".

Repeal is the appropriate procedural tool. Rescission under 2.30.080.H. is not available because action adopting an ordinance may not be rescinded after the effective date of the ordinance. As noted above, corrections from the Municipal Attorney were not timely enough to use notice of reconsideration by the Assembly as a curative tool.

Respectfully submitted:

42 Dick Traini

Assembly Member, Section 4

From: Gruenstein, Barbara E.

Sent: Tuesday, November 29, 2011 10:40 AM

To: !MAS Assembly Members

Subject: FW: Safe Sidewalk ordinance - contact with the ACLU

Importance: High

From: Wheeler, Dennis A.

Sent: Tuesday, November 29, 2011 10:39 AM

To: Gruenstein, Barbara E.

Cc: Sullivan, Dan; Erkmann, Sarah A.; Vakalis, George J.; Tucker, Julia **Subject:** Safe Sidewalk ordinance - contact with the ACLU

Barbara - please distribute to the Assembly. Thanks

Assembly members – at the last Assembly meeting, in an exchange with Assembly member Traini, I said the safe sidewalk ordinance had been "run by" the ACLU and the ACLU had no objections. This was a poor choice of words. I knew the ACLU had been reviewing the original ordinance since its introduction in July. I believed the ACLU was also aware of the revised version. I also thought at least one assembly member had told me they had shared the ordinance with the ACLU.

In any event, my office did not directly send a copy of the ordinance to the ACLU. My poor choice of words would certainly give the impression that my office had sent the ordinance directly to the ACLU.

It is true the ACLU did not send us any comments, as they have in the past on other ordinances. It is also appears the ACLU did not speak to either version of the ordinance during the public hearings.

I understand from recent news stories that the ACLU is concerned about the ordinance. It has been suggested the concern has to do with the hours specified in the ordinance, but I do not know the specifics.

Regular Meeting 11/22/2011:

Item 14.I.

<u>Assembly Member TRAINI</u>: Dennis, since this will end up probably in the court system if it is approved, the ACLU takes this to court, is this defensible in your point of view?

Municipal Attorney WHEELER: Mr. Traini, this ordinance was run by the ACLU.

Assembly Member TRAINI: Did they have any problems with it?

Municipal Attorney WHEELER: They did not have any problems with it. And, that's primarily because we drafted it after a law that was already challenged in court.

<u>Assembly Member TRAINI</u>: Because I'm wondering why ACLU is not here. Normally when something like this comes forward, if they have a problem, they are here to testify. So, I appreciate that. Thank you.

CLERK'S OFFICE APPROVED

||-22-11

Submitted by:

Chair of the Assembly at the Request of the Mayor

Prepared by: For reading:

Dept. of Law November 8, 2011

ANCHORAGE, ALASKA AO No. 2011-112

AN ORDINANCE AMENDING ANCHORAGE MUNICIPAL CODE TITLE 8 TO ADD NEW OFFENSES FOR SITTING OR LYING DOWN ON SIDEWALKS IN THE DOWNTOWN IMPROVEMENT DISTRICT AND FOR PEDESTRIAN INTERFERENCE, AMENDING SECTION 8.75.170 REGARDING PROHIBITED PANHANDLING, AND AMENDING THE FINE SCHEDULE AT SECTION 14.60.030 ACCORDINGLY.

Date

THE ANCHORAGE ASSEMBLY ORDAINS:

<u>Section 1.</u> Anchorage Municipal Code is amended by adding a new section 8.75.180 to read as follows:

8.75.180 Sitting or lying down on public sidewalks in downtown improvement district.

A. *Prohibition*. No person shall sit or lie down upon a public sidewalk, or upon a blanket, chair, stool, or any other object placed upon a public sidewalk, in the Downtown Improvement District, defined as the area bounded by 1st Avenue on the North, Gambell Street on the East, 9th Avenue on the South, and L Street on the West, during the hours between

6:00 a.m. and 11:59 p.m. on Monday, Tuesday, Wednesday or Thursday; or
 6:00 a.m. Friday through 2:30 a.m. Saturday; or

6:00 a.m. Friday through 2:30 a.m. Saturday; or
 6:00 a.m. Saturday through 2:30 a.m. Sunday

B. Exceptions. The prohibition in subsection A shall not apply to any person:

 Sitting or lying down on a public sidewalk due to a medical emergency;

 Who, as the result of a disability, utilizes a wheelchair, walker, or similar device to move about;
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3. Operating or patronizing a commercial establishment conducted on the public sidewalk pursuant to a sidewalk encroachment permit under section 24.30.020; or a person participating in or attending a parade, festival, performance, race, rally, demonstration, meeting, or similar event conducted on the public sidewalk pursuant to a right-of-way special activity permit under regulation section 9.14.004 or a parade permit under regulation chapter 9.36.:

4. Sitting on a chair or bench located on the public sidewalk which

1 is supplied by a public agency or by the abutting private property 2 owner; Sitting on a public sidewalk within a passenger loading zone 3 5. while waiting for public or private transportation; or 4 6. 5 Waiting in line to purchase, receive or deliver an item or gain 6 access to an adjacent property, such as waiting to purchase an 7 item from a street vendor, or tickets at a ticket window, or waiting for an establishment to open to receive or deliver goods 8 9 or services, so long as the person is as far from the traveled 10 roadway as practicable. 11 12 Nothing in any of these exceptions shall be construed to permit any 13 conduct which is prohibited by section 8.30.125, pedestrian 14 interference, or any conduct otherwise prohibited by this code. 15 C. 16 No person shall be charged under this section unless the person engages in conduct prohibited by this section after having been notified 17 18 by a law enforcement officer that the conduct violates this section. 19 D. Violation of this section shall be punished by a fine of not more than 20 \$100.00. 21 22 E. 23 As an alternative to the remedies, procedures and penalties provided in this Title and Section 1.45.010, a violation of this section may be 24 25 charged as a civil violation subject to and prosecuted in accordance 26 with Title 14 and in such case shall be punishable by a civil penalty in accordance with Chapter 14.60. 27 28 29 Section 2. Anchorage Municipal Code is amended by adding a new section 8.30.125 to read as follows: 30 31 8.30.125 Pedestrian interference. 32 Α. The following definitions apply in this section: 1. 33 "Obstruct pedestrian or vehicular traffic" means to walk, stand, sit. lie, or place an object in such a manner as to block passage 34 35 by another person or a vehicle which such other person or 36 vehicle has a right to make, or to require another person or a 37 driver of a vehicle to take evasive action to avoid physical contact. Acts authorized as an exercise of one's constitutional 38 rights, and acts authorized pursuant to a sidewalk encroachment 39 permit under section 24.30.020, a right-of-way special activity 40 permit under regulation section 9.14.004, or a parade permit 41 under regulation chapter 9.36, shall not constitute obstruction of 42 43 pedestrian or vehicular traffic. 2. "Public place" means a place to which the public or a substantial 44

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group of persons has access and includes, but is not limited to, streets, highways, sidewalks, alleys, transportation facilities, parking areas, convention centers, sports arenas, schools, plazas, parks, and playgrounds.

- B. It is unlawful for any person to, in a public place, intentionally and substantially obstruct pedestrian or vehicular traffic.
- C. Violation of this section shall, upon conviction, be punished by a fine of поt more than \$2,000.00 or imprisonment for not more than 90 days, or both such fine and imprisonment.

Anchorage Municipal Code section 8.75.170 is hereby amended to read Section 3. as follows (the remainder of the section is not affected and therefore not set out):

8<u>.75.170</u> Prohibited panhandling.

- B. It is [SHALL BE] unlawful to engage in an act of panhandling:
 - After sunset and before sunrise.
 - <u>2.</u> W[w]hen either the panhandler or the person being solicited is located at any of the following locations:
 - at a bus stop: <u>a.</u>
 - <u>b.</u> public transportation vehicle any or public transportation facility:
 - in a vehicle which is parked or stopped on a public street <u>C.</u> or allev:
 - in a sidewalk café; or <u>d.</u>
 - within 20 feet in any direction from an automatic teller e. machine or entrance to a bank.
 - In the Downtown Improvement District, defined as the area <u>3.</u> bounded by 1st Avenue on the North, Gambell Street on the East, 9th Avenue on the South, and L Street on the West.
- C. It shall be unlawful to engage in an act of panhandling in an aggressive manner as set forth in 1--6 of this subsection:
- D. Penalty. A fine of no more than \$300.00 shall be imposed for any act of panhandling prohibited by [THIS] subsection B. Violations of subsection C. shall, upon conviction, be punished by a fine of not more than \$2,000.00 or imprisonment for not more than 90 days, or both such fine and imprisonment. [FIRST OFFENSE UPON CONVICTION SHALL BE NO LESS THAN \$50.00 OR EIGHT HOURS OF COMMUNITY SERVICE; SECOND OFFENSE UPON CONVICTION SHALL BE NO LESS THAN \$100.00 OR 16 HOURS OF COMMUNITY SERVICE; AND THIRD OFFENSE UPON CONVICTION SHALL BE NO LESS THAN \$300.00 OR]

- As an alternative to the remedies, procedures and penalties provided in this section and section 1.45.010, a violation of subsection B. may be charged as a civil violation subject to and prosecuted in accordance with Title 14 and in such case shall be punishable by a civil penalty in accordance with chapter 14.60. This alternative is not available for violations of subsection C.
- 2. A defendant may offset fines imposed for a violation of subsection B. by voluntary participation in an approved community service program, alcohol, drug or other appropriate rehabilitation program, or job training program, if any such programs are available.
- 3. A court imposing fines for a violation of subsection C. may order the defendant to complete an approved community service program; alcohol, drug or other appropriate rehabilitation program; or job training program, if any such programs are available.
- 4. For each hour of community service completed, the court or administrative hearing officer shall offset the fine by an amount equal to the current minimum wage required by the Alaska Wage and Hour Act, AS 23.10.
- <u>Upon presenting proof of completion of an alcohol, drug, or other appropriate rehabilitation program to the court or administrative hearing officer.</u> [. A]any fees paid toward rehabilitation treatment shall [MAY] offset any fines imposed [PAID FOR FIRST OR SUBSEQUENT OFFENSES].

(AO No. 2004-109, § 1, 8-17-04)

Section 4. Anchorage Municipal Code section 14.60.030 is amended to read as follows (the remainder of the section is not affected and therefore not set out):

14.60.030 Fine schedule.

The fine schedule under this chapter is as follows: TABLE INSET:

* * *	on Offense * * *	Penalty/Fine
<u>8.75.170B.</u>	Prohibited panhandling	up to 300.00
<u>8.75.180</u>	Sitting/lying down on sidewalks	up to 100.00
* * *	in Downtown Improvement District	

(AO No. 93-167(S-1), § 1, 4-13-94; AO No. 94-108, § 1, 10-5-94; AO No. 94-134, § 2, 9-8-94; AO No. 95-42, § 2, 3-23-95; AO No. 95-67(S), § 9, 7-1-95; AO No. 95-102, § 1, 4-26-95; AO No. 95-118, § 3, 9-1-95; AO No. 95-

163(S), § 21, 8-8-95; AO No. 95-195(S-1), 1-1-96; AO No. 96-51(S-1), § 2, 8-1-96; AO No. 96-96(S-1), § 2, 2-1-97; AO No. 96-126(S), § 3, 10-1-96; AO No. 96-137(S), § 9, 1-2-97; AO No. 97-88, § 3, 6-3-97; AO No. 97-107, § 3, 11-17-97; AO No. 97-133(S), § 1, 11-11-97; AO No. 98-27(S-1), § 2, 11-11-97; AO No. 98-160, § 2, 12-8-98; AO No. 99-13(S), 2-9-99; AO No. 99-91(S), § 4, 7-13-99; AO No. 2000-64, § 1, 4-18-00; AO No. 2000-116(S), § 4, 7-18-00; AO No. 2000-127(S), § 2, 10-14-00; AO No. 2000-129(S), § 26, 11-21-00; AO No. 2001-48, § 1, 3-13-01; AO No. 2001-74(S), § 2, 4-17-01; AO No. 2001-4, § 2, 2-6-01; AO No. 2001-145(S-1), § 11, 12-11-01; AO No. 2003-68, § 1, 9-30-03; AO No. 2003-97, § 4, 9-30-03; AO No. 2003-117, § 2, 1-28-03; AO No. 2003-130, § 8, 10-7-03; AO No. 2003-152S, § 10, 1-1-04; AO No. 2004-1, § 2, 1-1-03; AO No. 2004-99, § 2, 6-22-04; AO No. 2004-100(S-1), § 6, 1-1-05; AO No. 2004-171, § 1, 1-11-05; AO No. 2005-160, § 9, 11-1-05; AO No. 2005-84(S), § 3, 1-1-06; AO No. 2005-185(S), § 35, 2-28-06; AO No. 2005-124(S-1A), § 33, 4-18-06; AO No. 2006-39, § 6, 4-11-06; AO No. 2006-54, § 1, 5-2-06; AO No. 2006-80, § 1, 6-6-06; AO No. 2007-50, § 4, 4-10-07; AO No. 2007-60, § 4, 11-1-07; AO No. 2007-70, § 3, 5-15-07; AO No. 2008-84(S), § 5, 7-15-08; AO No. 2009-61, § 3, 7-7-09; AO No. 2009-82, § 5, 7-7-09; AO No. 2009-40(S), § 3, 7-21-09; AO No. 2009-112, § 4, 10-13-09; AO No. 2009-122, § 2, 12-17-09; AO-2010-35(S), § 4, 5-11-10; AO No. 2010-39, § 2, 5-11-10; AO No. 2010-87(S), § 3, 12-7-10; AO No. 2011-46, § 4, 4-12-11; AO No. 2011-59, § 10, 5-24-11)

Section 5. This ordinance shall become effective thirty (30) days after passage and approval by the Anchorage Assembly.

PASSED AND APPROVED by the Anchorage Assembly this 22 nd day of November, 2011.

Chair of the Assembly

ATTEST:

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Municipal Clerk

MUNICIPALITY OF ANCHORAGE

ASSEMBLY MEMORANDUM

No. AM 618-2011

Meeting Date: November 8, 2011

From:

Subject:

MAYOR

AN ORDINANCE AMENDING ANCHORAGE MUNICIPAL CODE TITLE 8 TO ADD NEW OFFENSES FOR SITTING OR LYING DOWN ON SIDEWALKS IN THE DOWNTOWN IMPROVEMENT DISTRICT AND FOR PEDESTRIAN INTERFERENCE, AMENDING SECTION 8.75.170 REGARDING PROHIBITED PANHANDLING, AND AMENDING THE FINE SCHEDULE AT SECTION 14.60.030 ACCORDINGLY.

This ordinance is part of a continuum of methods and tools needed to protect the public. While this ordinance may discourage the use of sidewalks and other public places for sleeping and panhandling that can be associated with homelessness, it was not created in a vacuum. This administration has spearheaded initiatives to address homelessness and expand the community's ability to serve our most vulnerable citizens with care and compassion in a practical and effective approach. In conjunction with this effort, the administration has also implemented measures to police and clean up parks, open spaces and other municipal properties to reduce crime and hazardous conditions associated with illegal camping. The administration seeks to protect the vulnerable from heinous crimes, but also protect the purposes of municipal property, and the safety of people using municipal property.

The ordinance complements the opening of Karluk Manor, Anchorage's first "Housing First" project enabled by AO 2010-3 allowing this type of conditional use, and the implementation of the Cold Weather Plan for Homeless Persons enacted by AO 2010-46. The administration has recognized a primary solution for the city's homeless population is a greater supply of truly affordable housing and shelter capacity. This ordinance is intended to enable law enforcement officers to discourage misuse of public spaces, especially when available alternatives exist. At the same time, the homeless population may discover the increasing services available to them whether they need employment, housing or addiction services. Groups such as RuralCap, NeighborWorks, the Salvation Army, Volunteers of America and others have received millions of dollars in grants the municipality directed to them and offer compassionate and safe alternatives to illegal camping in parks or on sidewalks, panhandling and other activities that are, to a certain degree, detrimental to the public health, safety and welfare.

This ordinance furthers the Municipality's significant government interests in providing free, safe passage and use for all citizens and visitors using our downtown sidewalks, city intersections, and other public spaces. It is important to protect the aesthetics and significant economic vitality of the downtown central business district, a hub of the state's valuable tourism industry. The ordinance does not unduly impede an individual's right to exercise First Amendment rights.

Section 1 adds a new offense prohibiting sitting or lying down on public sidewalks in the Downtown Improvement District during hours when downtown is typically active with vehicle and pedestrian traffic. It exempts reasonable justifications such as a medical condition, disability, or under permits for sidewalk encroachments or special events, or when waiting in a passenger loading zone, such as a bus stop. Before a person can be cited for a violation, they must continue their conduct after receiving a warning that they are violating this new section. This section is modeled on laws from other jurisdictions which have withstood legal challenges.

Section 2 of the ordinance adds a new offense, pedestrian interference, penalized as a misdemeanor. Pedestrian interference addresses situations where a person intentionally blocks or impedes the travel of others in a substantial way; the language is modeled after an ordinance in the Seattle Municipal Code which was upheld in court. Adoption of this offense provides another tool for protecting the public convenience and safety in our increasingly urban city, without unduly burdening those who seek to peaceably exercise their First Amendment rights.

Section 3 amends the existing panhandling ordinance to add prohibitions on panhandling at nighttime and at anytime within the Downtown Improvement District. It is also restructured to make it easier for peace officers to identify and cite the specific conduct prohibited, revises the penalties section so a civil fine can be imposed in lieu of a criminal citation, and is amenable to disposition by the administrative hearing officer. Aggressive panhandling, as a more serious offense involving victimization through fear and intimidation tactics, is reclassified to the misdemeanor level.

This ordinance does not require any increased expenditure, and any revenues are anticipated to be minimal, thus a summary of economic effects is not required.

THE ADMINISTRATION RECOMMENDS APPROVAL OF AN ORDINANCE AMENDING ANCHORAGE MUNICIPAL CODE TITLE 8 TO ADD NEW OFFENSES FOR SITTING OR LYING DOWN ON SIDEWALKS IN THE DOWNTOWN IMPROVEMENT DISTRICT AND FOR PEDESTRIAN INTERFERENCE, AMENDING SECTION 8.75.170 REGARDING PROHIBITED PANHANDLING, AND AMENDING THE FINE SCHEDULE AT SECTION 14.60.030 ACCORDINGLY.

Prepared by:

Approved by:

Concur:

Dean T. Gates, Asst. Municipal Attorney
Dennis A. Wheeler, Municipal Attorney
George J. Vakalis, Municipal Manager

Respectfully submitted: Daniel A. Sullivan, Mayor