

**DOCKS & HARBORS  
SPECIAL COMMITTEE  
VISITOR INDUSTRY TASK FORCE – DRAFT RECOMMENDATIONS  
REVIEW**

5 PM Monday, September 21<sup>th</sup>, 2020  
Via Phone (907)713-2140 PID#370829

- I. Call to Order** – September 21<sup>th</sup>, 2020 at 5:00 p.m.
- II. Roll Call** (Don Etheridge, James Houck and Bob Westmann)
- III. Approval of Agenda**
- IV. Public Participation on Non-Agenda Items** (not to exceed five minutes per person, or twenty minutes total time)
- V. Approval of August 27<sup>th</sup> Visitor Industry Task Force Meeting Minutes**
- VI. Items for Information/Discussion**
  1. Special Committee Review of *April 27<sup>th</sup>, 2020 DRAFT Task Force Recommendation*:
    - a. Mayor’s charge: Regarding Management of the Visitor Industry
    - b. Mayor’s charge: Regarding reviewing and updating the Long Range Waterfront Plan
    - c. Mayor’s charge: Regarding the persistent idea of a restriction on the number of visitors
    - d. Mayor’s Charge: Considering methods for collecting public opinion
    - e. Subport Development/Upcoming Norwegian Cruise Line Dock Proposal
- VI. Next Meeting** – TBD
- VII. Adjournment**

Minutes  
Visitor Industry Task Force Draft Recommendations Review Special Committee  
August 27<sup>th</sup>, 2020

Special Committee Attendees: Chair Don Etheridge, Bob Wostmann, James Houck  
Also in attendance: Carole Triem, Carl Uchtyl, Jim Becker

5:01 PM Chair Etheridge called to order

There was no public comment on non-agenda items.

The mission statement was approved.

1. Mission Statement: The Docks & Harbors Visitor Industry Task Force Review Committee shall evaluate the April 27<sup>th</sup>, 2020 DRAFT Task Force Recommendation and forward suggestions to the full Docks & Harbors Board.

2. Public Comment on Visitor Industry Task Force DRAFT Recommendations

3. Special Committee Review of April 27<sup>th</sup>, 2020 DRAFT Task Force Recommendation:

- a. Mayor's charge: Regarding Management of the Visitor Industry
- b. Mayor's charge: Regarding reviewing and updating the Long Range Waterfront Plan
- c. Mayor's charge: Regarding the persistent idea of a restriction on the number of visitors
- d. Mayor's Charge: Considering methods for collecting public opinion
- e. Support Development/Upcoming Norwegian Cruise Line Dock Proposal

Mr. Uchtyl described the mission of the Special Committee was to provide comments for the full Board's consideration. There are specific elements relating to the Mayor's Visitor Industry Task Force Draft Recommendations which merit Board input both positive and negative. He believed that the Assembly was intending to meet this fall to deliberate on the Draft Recommendations from the Task Force.

Task Force Chair Ms Triem explained that the Assembly has not taken action on the Draft Recommendations. After speaking with the Mayor, she indicated that the original plan was for the Assembly to take up the Draft Recommendations following the 2020 summer. The Draft Recommendations were written at a different time and different world, given the pandemic, many things have changed there is some uncertainty to whether the Assembly takes action.

Mr. Kirby Day, concurred with the uncertainty and attempting to manage tourism growth will still remain a priority for the community and the industry. There likely remains an appetite for the Task Force to come back in the fall or winter to update the Draft Recommendation. Many of the recommendations are relevant for 1.5M tourists or for something much less. He suggested it would be up to the Chair of the VITF and the Mayor to whether the group reconvenes.

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Mr. Wostmann proposed taking a first pass relatively quickly of the current Draft Recommendations and tagging those items which would be of concern to Docks & Harbors for more thorough discussion at a later time.

Mr. Wostmann agreed to lead the discussion and walked the Committee through his review edits:

Under Mayor's charge: Regarding Management of the Visitor Industry, it was suggested to tag

- 5. Waterfront Museum; and,
- 6. Small vessel docking study

Page 4:

- 2. Docks & Harbors Waterfront Management
  - a. Commercial Use Permitting of Docks and Harbors
  - b. Dock Maintenance c. Seawalk Maintenance
- 3. Docks & Harbors / CBJ Assembly a. Tidelands management

Page 4 Recommendation #2

CBJ should determine community goals (emissions, shore power, congestion mitigation, etc.) and develop and implement an action plan to achieve these goals. a. Complete the Blueprint Downtown sub-area plan and address land use and zoning, as well as incentivizing local business development in the downtown core.

Item 4 ordinance regulation on effecting D&H areas of responsibility:

CBJ should adopt ordinances and regulations to establish consistent management of commercial tour use on all lands, including parks, docks and harbors, right-of-ways, and other lands owned by the CBJ.

Page 5:

d. Require all tourism operators receiving Commercial Use Permits to be active members in good standing of TBMP and comply with TBMP guidelines, and where applicable, also be active members in good standing with WhaleSENSE and comply with WhaleSENSE guidelines.

e. Work with related agencies and partners, such as NOAA, on reducing speed and wakes from whale watching vessels in Statter Harbor, Auke Bay and other impacted areas.

b. Maximize use of shore power by all cruise lines by requiring CLAA to assign shore power configured ships to electrified docks once additional shore power infrastructure is in place.

c. Limit water usage by ships in periods of drought.

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ii. In 2020 and going forward, should a ship wish to call in Juneau at CBJ operated facilities on a day other than what was originally scheduled due to weather or other factors, CLAA should review this

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request with CBJ prior to confirming this call in order to evaluate how the change affects congestion and other impacts to the community

iv. In 2022 if the NCL berth is operational as the fifth dock, prohibit hot berthing as a scheduled practice.

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a. In 2020 and going forward, prohibit docking or anchoring of passenger cruise ships of any size in Auke Bay, specifically Statter Harbor, except for emergency purposes.

7. Incentivize Juneau as a turn port for smaller ships.

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2. Small bus staging at the Archipelago area (2022) – Deckover of tideland area close to the Marine Parking Garage to provide space for passenger bus loading.

3. Open space at the Archipelago area – Private project adjacent to the Marine Parking Garage to develop commercial and open space on the waterfront.

6. Dock Electrification planning.

7. Seawalk Infill at Marine Park – Install Seawalk decking over the area where the lightering ramp and float was removed. This will extend the Seawalk to connect to Marine Park.

8. Seawalk expansion South to AJ Dock planning.

11. Cruise Ship Real Time Wastewater Monitoring - Install instrumentation and control systems to track strength and flow rate of discharges to allow for efficient plant management.

12. Franklin Dock Floating Berth – Private project evaluating replacing the current cruise ship dock with a floating berth.

viii. Encourage and incentivize electrification of tourism vehicles.

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3. Prioritize dock electrification and continue to work with the electrical utility to monitor electrical capacity available for purchase on either an interruptible or firm basis.

4. Limit expansion of downtown dock infrastructure to allow for no more than one additional larger cruise ship.

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2. Complete development of the Seawalk.

Whether the LRWP needs to be updated?

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1. Limit by Infrastructure Whether or not to lease tidelands for a new dock (or docks) to accommodate larger cruise ships is the most pressing capacity question that Juneau will face in the foreseeable future. The CBJ Assembly should spend a significant amount of time studying this issue. A new dock may or may not supplant the existing anchoring and lightering and may or may not result in significant ship visitation growth. However, that analysis is greatly over simplified.

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2. Limits on Ship Scheduling The revenue bonds that financed the construction of CBJ owned cruise ship docks and lightering float (commonly known as 16B) requires that the debt service not be placed in jeopardy. The bonds are scheduled to be paid off in 2034, but the CBJ can prepay the bonds as early as March 1, 2026. Limitation on dock availability (such as instituting “no ship days” at CBJ facilities) at the municipal docks may cause such jeopardy.

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Methods and means to limit number of ships and ship calls.

#7. CBJ should work with the various agencies including CLAA, CLIA and individual ship lines to discourage or prohibit anchoring and lightering by larger ships if an additional dock is constructed. If a Support dock is constructed, the CBJ should more thoroughly investigate and completely understand under what circumstances the USCG would remove or restrict the current anchorage. Working with CLAA to control anchoring.

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Activating safety valves – approach to reducing congestion downtown;

The use of dynamic positioning navigational systems, which when in use, designate vessels as “underway” vs. “anchor” should also be discussed as this may change the ability of agencies to utilize certain management tools to control the anchorage; and,

3. Ocean Center

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Cruise Ship Size Discussion The task force report includes many recommendations related to cruise ship size, especially as related to a potential new NCL dock and anchoring of ships. In the report, the term ‘larger’ cruise ship is used and a specific definition of larger ship is not; and

Develop Juneau as a home port for smaller ships.

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Definition of a ‘larger ship’ as it proceeds with tourism management.

Ms. Triem agreed it was good list of overlap with Docks & Harbor responsibilities. She indicated the Task Force struggled with identifying a small vessel. Mr. Uchytel explained that the Small Cruise Ship Infrastructure Master Plan used 275 linear feet as the cut off between large and small cruise ship. This length was selected because American Cruise Lines has the vessel CONSTELLATION which is 273 feet in which they wanted to use facilities downtown but Docks & Harbors is unable to meet their request because of their size.

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Mr. Wostmann indicated concerns regarding limitations if the reference is to passenger counts. Some large yachts may only carry 12 passengers but could be kept out of Auke Bay because of the overall length.

Mr. Etheridge recommended ensuring dayboats such as the Fjordline ferry to be given consideration to operate in Auke Bay.

Ms. Triem was asked about the dynamic positioning navigational systems mentioned in the Draft Recommendations. She indicated it is possible dynamic positioning could limit the ability to regulate anchoring and the limiting the number of vessels in port.

Mr. Houck asked to include Page 4 recommendation #1. CBJ should implement centralize tourism management function.

Chair Etheridge recommended started at the top and work our way down.

Mr. Houck asked Ms. Triem if she could expound on different time and place and expectations from the Mayor regarding the Task Force. Ms. Triem indicated the Mayor would like the Task Force to reconvene in the future. No dates have been established.

Ms Triem indicated that there are references to several plans in the Draft Recommendations which are intended to be background information on page 3 and on page 7. Some of the studies are also simply status reports. She didn't think Docks & Harbors needed to dive into whether the studies should be completed or not.

Mr. Wostmann recommended that this committee indicate that certain studies are currently underway, such the Small Cruise Ship Infrastructure Master Plan.

Chair Etheridge recommended the Port Director provide an update to the Mayor and Assembly regarding on projects and recapitalization efforts, such as the electrification study and Small Cruise Ship Infrastructure Master Plan which will be presented to the Assembly PWFC. Chair Etheridge suggested that this Special Committee focus on the "recommendations" stated in the Draft Recommendations.

CBJ should establish a centralized tourism management function funded by CBJ with full-time staff to guide implementation of the 2002 Tourism Management Plan (TMP) where applicable. The TMP provides an example of how this could function.

Mr. Houck indicated he is most familiar with the pedicab, multiples of efforts to permit separate entities. JPD requires a safety check, D&H has permitting requires as well as Parks & Rec. He runs 4 pedicabs and is out \$3K before May 1<sup>st</sup> rolls around and not sure that all the requirements are necessary. He would support better alignment across the city.

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Mr. Wostmann recognizes that Docks & Harbors has a role to play but unsure how a centralized tourism management would impact the Port Director's role.

Mr. Uchytel thought the intent of the recommendation was to have a CBJ employee as a tourism Czar to oversee the bits & pieces. There is nothing currently centralized in the visitor industry in Juneau. He was unsure whether the onerous and multi-divisional permitting requirement would be solved with a tourism Czar.

Ms. Triem indicated that the request for a centralized tourism management function was requested by several members of the public.

Mr. Day thought items #1, #2 & #3 and would work together.

*[1. CBJ should establish a centralized tourism management function funded by CBJ with full-time staff to guide implementation of the 2002 Tourism Management Plan (TMP) where applicable. The TMP provides an example of how this could function.*

*2. CBJ should determine community goals (emissions, shore power, congestion mitigation, etc.) and develop and implement an action plan to achieve these goals. a. Complete the Blueprint Downtown sub-area plan and address land use and zoning, as well as incentivizing local business development in the downtown core.*

*3. The TBMP program should be augmented and supported by CBJ. TBMP remains an industry driven and operated program. As an industry program, peer and industry pressure achieves compliance that would be difficult to obtain under a regulatory regime]*

Mr. Wostmann summarized that the #1 would help streamline tourism and be a resource but wouldn't necessarily assume the responsibility of the permitting requirement.

Chair Etheridge asked the Port Director whether action is required from this Committee for this topic.

Ms. Triem asked whether this Committee work will go back to the Assembly or to the Task Force?

Chair Etheridge indicated that this Committee work will work up through the full Docks & Harbors Board and then send recommendations to the Assembly.

CBJ should determine community goals (emissions, shore power, congestion mitigation, etc.) and develop and implement an action plan to achieve these goals. a. Complete the Blueprint Downtown sub-area plan and address land use and zoning, as well as incentivizing local business development in the downtown core.

Mr. Uchytel stated that Docks & Harbors has an ongoing study with Haight & Associates to research the shorepower requirements. Haight & Associates is a Juneau company who designed the Franklin Street Dock. A good portion of the study will be to determine whether AELP has sufficient power for more than one dock to be electrified. He suggested this is a complex evolution that no one should assume

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powering a cruise ship is as easy as plugging in another electrical connection. The study will not be complete until April 2021.

Chair Etheridge ask Ms. Triem about the sub-paragraph (a) on completing the Blueprint Downtown. Ms. Triem indicated that some members of the public and a Task Force member wanted to discuss zoning and staff indicated that zoning is outside the VITF but zoning issues will be addressed under the Blueprint Downtown.

4. CBJ should adopt ordinances and regulations to establish consistent management of commercial tour use on all lands, including parks, docks and harbors, right-of-ways, and other lands owned by the CBJ. Management considerations should include:

Mr. Wostmann agreed that this topic is a Docks & Harbors see value in commenting one, especially as it pertains to the Auke Bay. The Operations Planning Committee has dealt with managing leased property and acknowledges that there are inconsistency in how Docks & Harbor permits certain activity which may be different than others. At some point a matrix will need to be drafted to work with the various entities. He indicated subparagraph e [*Work with related agencies and partners, such as NOAA, on reducing speed and wakes from whale watching vessels in Statter Harbor, Auke Bay and other impacted areas.*] would be of interest.

Chair Etheridge indicated that the staff had made some efforts to address the wake issues at Statter Harbor.

Mr. Wostmann mentioned subparagraph b. [*Consider whether there should be commercial tour permitting on city streets and sidewalks for commercial tours such as guided hikes or guided micromobility tours; and if so, regulations should be developed in the same way that CBJ regulates parks and trails, to determine impacts, including days, times and capacity.*] That there should be a policy under the Assembly to permit activity in a consistent manner. This is not a problem unique to Docks & Harbors.

Mr. Uchtyl indicated this section is an example as to what makes things onerous for some operators, as Mr. Houck mentioned earlier. The inconsistent manner of various permitting entities such as Parks & Rec, JPD and Docks & Harbor could make it harder for say a segway tour company to permit and operate. That said, Docks & Harbors takes a narrow view of what is permissible along the waterfront and with few exceptions does not allow commercial operations. He was concerned that a one size fits all mentality could be construed to mean permits are managed similarly say with Parks & Rec at False Outer Point and at the downtown Docks.

Chair Etheridge shared his concerns of the downtown waterfront becoming a “Little Tijuana” if not managed properly.

Mr. Houck indicated that as pedicab operator that Docks & Harbors has been proactive in trying to resolve regulatory conflict when they arise. He explained that Docks & Harbors would not initially allow

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advertising on the pedicabs until regulatory changes were enacted. He suggested it is more complex dealing with Parks & Rec who have an annual fee plus a per passenger charge. He thought there is room for improvements and may be cost saving to the city to issue permits centrally or through a super department head.

Ms. Triem said the feedback on the permitting process is helpful to her. The recommendation from the Task Force to have a Staff position dedicated to permitting was not just for technical issues but for a broader policy level discussion which the community was requesting. An established staff position could provide community tourism direction under the policy guidance of the Assembly. This recommendation would make permitting easier but that was not the exclusive reason.

Chair Etheridge suggested bringing this up at a future meeting. There was no objections from the Committee.

Mr. Uchytel informed Chair Etheridge that Mr. Day had left the conference call and the Committee Members, Mr. Becker, Ms. Triem and Andrew Green were now on the call.

Chair Etheridge ask Mr. Green if he would like make comments.

Mr. Green thanked the Board for taking time to review and have a special meeting. CLAA, the maritime agency operating in Alaska, has concerns about the scheduling implications from the recommendations. He does not want to have the CLAA hands tied when it comes to scheduling vessels in Juneau as it affects other ports of calls in Alaska. He indicated that they are currently scheduling for 2022 and need certainty with impacts arising from the Task Force. He would like a three year lead to make changes as to what is available or not available in Juneau. He indicated that there has been some good things that have come out of the Draft Recommendations items which he hadn't considered.

Mr. Green recommends taking a different approach to the direction of the recommendations that of being supportive of the cruise industry. That Juneau is open for business, that Juneau needs the support of the cruise industry. Juneau needs to send a positive message to the industry and the Draft Recommendations does not do that.

Chair Etheridge moved the discussion to item 5b [*5. CBJ should require Cruise Lines International Association (CLIA) member cruise lines to operate in the following manner: b. Maximize use of shore power by all cruise lines by requiring CLAA to assign shore power configured ships to electrified docks once additional shore power infrastructure is in place.*]

Chair Etheridge suggested the use of shore power will be discussed in deal with the Haight & Associates study and we can move on to the next item.

Item c. [*Limit water usage by ships in periods of drought.*] Chair Etheridge asked Mr. Uchytel if this doesn't already happen?

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Mr. Uchytel confirmed that it does. He said maybe four years ago, when water rationing to ships did occur, that CLAA would consult with the CBJ Water Division to determine how much water could be provided to a vessel. The cruise lines were not upset that they didn't receive water during periods of rationing. Since then, head tax was used to construct the Salmon Creek Water Filtration Plant which now serves 33% of all water needs in Juneau. He said providing water to the cruise ship hasn't been an issue recently and the recommendation is already occurs.

Mr. Green indicated the industry supported the request to solve water issues in Juneau including a 1.5M tank to be built in the Last Chance basin, a massive well water development in the Last Chance basin and UV treatment at the Salmon Creek Dam. He was told that there should be very difficult to run out of water. The industry will always throttle back water request, waste water, shore power or any other service to be equitable to all. The industry was successful in lobbying for funds either head tax or state marine passenger fees.

Mr. Etheridge asked Mr. Uchytel whether we should agree with the Task Recommendation regarding water usage and move on to the next item?

Mr. Uchytel referenced Mr. Green's concerns that perhaps the language is written in a manner which does not send a good message to the industry. The cruise industry really isn't the problem and industry interests actually helped to solve a community problem with water.

Chair Etheridge indicated we should draft responses to the Draft Recommendation with those comments that the industry is already doing this.

Mr. Wostmann agreed we Chair Etheridge that we should comment on issues including those issues which we don't have concerns.

Chair Etheridge agreed we should comment and inform the public on things we have completed and document in our report such as our effort for the electrification study.

Mr. Green was asked to speak on the topic of landfill, international law and waste management and whether the recommendation is appropriate.

Mr. Green said that many vessels added emission scrubbers to improve air quality – many but not all vessels previously had two incinerators. Some vessels removed an incinerator for a scrubber resulting in lower volume of waste being capable of to store aboard ships. This resulted in an increase in trash being brought to the landfill, up to three containers of waste may be transferred off a vessel. The international Maritime Pollution Act require port facilities provide certain services such as oily waste and offloading of trash from vessels engaged in international voyages, some ports have exemption. In SE Alaska, Juneau is the only port which can accept trash off loaded from a cruise ship. Whittier and Seward also have limited ability to handle trash and no local ability. The offloaded trash is regulated and it must be hauled to USDA approved land fill. It's a very complex and an operationally necessity. Mr. Green believes that only the absolutely necessary trash is removed from the cruise ships. He had heard

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that mattresses had be taken to the Juneau landfill which was the result of Canada not permitting the removal of mattresses without sterilizing, which was not possible. The industry would not want to lose the opportunity to offload trash in Juneau as there are no other options. He also said that the amount of material which is deposited at the landfill from cruise ship is a small percentage of the overall waste.

Mr. Wostmann indicate we should include this topic in our report to the Assembly.

Chair Etheridge read Item *ii. In 2020 and going forward, should a ship wish to call in Juneau at CBJ operated facilities on a day other than what was originally scheduled due to weather or other factors, CLAA should review this request with CBJ prior to confirming this call in order to evaluate how the change affects congestion and other impacts to the community.*

Chair Etheridge asked Mr. Green how often this happens.

CLAA would notify Docks & Harbors, Travel Juneau, TBMP list, Customs and US Coast Guard, if there was a change or cancellation. Mr. Green stated there are infrequent times when a vessel gets blown out of Skagway due to weather, as an example. CLAA looks for options to accommodate the vessel elsewhere and maybe it might be diverted to Juneau and then rerouted to Skagway.

Mr. Wostmann asked how big of problem this is? I think our response this is not a problem doesn't happen often and due to unforeseen reasons.

Mr. Green said we had two cancellations in 2019 and no diversions. He indicated there was one vessel which stayed later because of need with waste water or water bunkering. There may have also been a mechanical issue causing a vessel not to sail on time. Passengers in this case were on board and stayed on.

Ms. Triem indicated that this was a community concern which was voiced even though it doesn't happened often. Similarly, the issue with mattresses was brought to the attention of the Assembly but it sounds like Mr. Green has it under control. Because the community expressed their concerns and recommendations are in the Draft, there would probably be some push back from the community if it were removed.

Mr. Uchytel stated he did not know the intentions of the requirement that "CLAA shall review this request with CBJ" . Who would CLAA consult with Port Director, City Manager, and Tourism Staffer?

Chair Etheridge directed Mr. Uchytel to include it in the response letter.

Chair Etheridge discussed the recommendation: 2022 if the NCL berth is operational as the fifth dock, prohibit hot berthing as a scheduled practice.

Mr. Wostmann asked what authority we would have to limit NCL from hot berthing?

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Mr. Uchytal said that pre-COVID, NCL was looking to construct a cruise ship berth and would have acquiesced to most any demand from CBJ. He indicated the city would have leverage through a Conditional Use Permit or the lease of the commercial tide lands.

Chair Etheridge suggested that there will many legal issues to resolve.

Mr. Green was asked to comment on iii. In 2021, stagger arrival times of ships by 30 minutes.

Mr. Green stated this is misleading that we recklessly schedule ships. Safety is number one concern. They are timed closely with Alaska pilots. It already happens. The implication is rather negative on how Juneau thinks about this topic.

Mr. Wostmann recommends it be removed from the report.

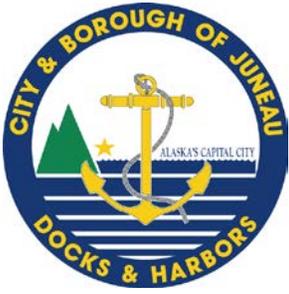
Mr. Uchytal asked Mr. Green about longshore and whether they can provide arrives any sooner than 30 minutes apart? He indicated that there is also a limited labor pool for longshore which cannot expedite arrivals any sooner .

Chair Etheridge indicated he would like more time to think about 6a. *[In 2020 and going forward, prohibit docking or anchoring of passenger cruise ships of any size in Auke Bay, specifically Statter Harbor, except for emergency purposes.]* will go on next meeting.

Likewise #7 Incentivize Juneau as a turn port for smaller ships, will be placed in the next Special Committee meeting.

Mr. Wostmann recommended 1b be placed on the next meeting. *[(1b) Is the approach adequate within the existing dock infrastructure and within other foreseeable public or private infrastructure projects for the growth anticipated.]*

Meeting was adjourned at 6:52 pm.



# Port of Juneau

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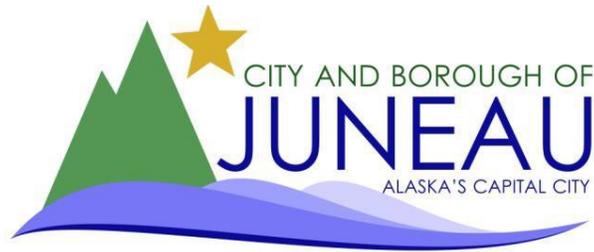
**From:** Visitor Industry Task Force DRAFT Recommendation Review Special Committee  
**To:** Dock & Harbors Board  
**Via:** Docks & Harbors Operations & Planning Committee  
**Date:** September XX<sup>th</sup>, 2020  
**Re:** VISITOR INDUSTRY TASK FORCE DRATF RECOMMENDATIONS

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1. The Mayor's Visitor Industry Task Force completed their draft report on April 27<sup>th</sup>, 2020 after months of public meetings, public input and deliberations from the ten member panel. Although the Port Director, other Docks & Harbor staff and Board Members, attended most of the meetings, Docks & Harbors was not officially represented on the Task Force. As many of the recommendations pertain to operational or infrastructure management clearly in the purview of Docks & Harbors, it is appropriate for the Board to communicate to the Assembly on topics which Board members have expertise. When and whether the Task Force will reconvene is currently unknown. The Chair of the VITF, at the Docks & Harbors Special Committee meeting of August 27<sup>th</sup>, suggested the Board provide comments directly to the Assembly.
2. The Docks & Harbors Special Committee to review the DRAFT recommendations thoroughly discussed the process to provide comments at public meetings on August 27<sup>th</sup>, September 21<sup>th</sup>, and xx. The Special Committee was in general agreement, that despite the pandemic and uncertainty whether the cruise industry will return to 2019 passenger numbers in Juneau, that providing guidance and insight to the DRAFT recommendations is a beneficial exercise to undertake.
3. The Special Committee discussed the tone of the DRAFT recommendations and whether it sends the appropriate message. It has been pointed out the some could interpret the DRAFT recommendations as a laundry list of everything wrong with tourism in Juneau without the counter balanced of the importance of tourism to many Juneauites including many harbor patrons. Docks & Harbors has prided itself on advocating infrastructure and management of facilities which enable all user groups to thrive, including privately owned vessels as well as international conglomerates.
4. The attached enclosure provides comments and consensus from the working Special Committee to review the DRAFT recommendations. The Special Committee tried to focus on the "recommendations" of the document and provided comment to other areas.

#

Encl (1) VITF DRAFT Recommendations with Board Comments



**MEMORANDUM**

**DATE:** April 27, 2020

**TO:** Visitor Industry Task Force

**FROM:** Staff

**SUBJECT:** DRAFT Taskforce Recommendations

**Note to the Visitor Industry Task Force**

*These Draft Recommendations are based on the Task Force discussions and written comments received. The goal of this draft is to encompass the key points that the Visitor Industry Task Force (VITF) may wish to forward to the CBJ Assembly.*

**Visitor Industry Task Force**

The Visitor Industry Taskforce held a number of public meetings between October of 2019 and February of 2020 to advise the CBJ Assembly and advance community thinking on a range of visitor industry topics.

The VITF took public testimony on January 11, 2020 and February 1, 2020 and received 43 spoken comments and 156 written comments. The testimony reflected a diverse range of viewpoints in the community and generally provided nuanced views of the benefits and impacts of tourism.

The relationship between CBJ and the visitor industry has evolved over the past two decades. Through investments in infrastructure, management tools, and in programs like Tourism Best Management Practices (TBMP), Juneau has effectively managed tourism growth. While CBJ and the visitor industry should be proud of the success of their efforts, we have reached a point where we need to work together to develop proactive tools and strategies for tourism management over the coming years.

The VITF recognizes the work done by the community and CBJ in early 2000's that resulted in the Tourism Management Plan and the subsequent Resolution 2170. Many of the findings and recommendations in the report are still applicable today and should be considered along with this report. The vision established in the Resolution continues to guide the efforts of this committee and should guide future policy decisions:

*CBJ seeks a healthy and vibrant tourism sector generating business opportunities and employment for Juneau citizens, protecting Juneau's heritage and cultural values and its natural resources, and making a positive contribution to the community's quality of life.*

The VITF met during the winter and spring of 2019 and 2020 in anticipation of establishing some short-term actions for the 2020 cruise season. The task force had nearly completed its report when industry impacts and public health mandates related to COVID-19 derailed the process. This submission represents the VITF's work to date. The group may reconvene in fall of 2020 or later to discuss changes to the industry and planning for the 2021 cruise season.

# Visitor Industry Task Force Report To the City & Borough of Juneau Assembly March 2020

## **1. Mayor's charge: Regarding Management of the Visitor Industry**

### ***1a) Is the current approach to managing the visitor industry adequate to make Juneau an attractive place to live and visit?***

Since 1988, CBJ has managed tourism through plans, studies, committees, task forces, and legislation. Within the context of a growing visitor industry, the current approach needs to be evaluated, revised and reorganized. In the past, CBJ has been too reactive when issues arise. Moving forward, CBJ, the visitor industry, and the community should proactively and collaboratively plan and act to ensure Juneau remains an attractive place to live and visit.

There are numerous CBJ planning efforts underway or contemplated that would affect tourism management, opportunity and efficiency. Additionally, there are infrastructure projects that contribute to management of tourism discussed in section 1b. Listed below are CBJ planning efforts related to tourism or that have a close connection to tourism as they are located in the downtown area. Efforts that may be funded by Marine Passenger Fees are designated with an asterisk.

1. Eaglecrest Summer Development Plan
2. CBJ grant to Whale SENSE Program\*
3. Blueprint Downtown
4. Housing issues downtown
5. Waterfront Museum\*
6. Small vessel docking study\*
7. Issues identified in the Manager's recommended Passenger Fee Memo to the CBJ Assembly\*
  - a. Juneau Cruise Passenger Survey
  - b. Cruise Passenger Transportation Study/Planning

The current management approach is realized through a mix of industry best management practices, agency permits and operations, and services provided by non-profits through grants and infrastructure planning. Compliance with visitor industry regulations and best practices is voluntary at times and mandatory under federal, state, or local statute or regulation. CBJ Resolution 2170, adopted in 2002, outlines tourism industry related policies and guiding ideas that are still relevant to the community. However, the resolution has not been used consistently as a guiding tool.

CBJ does not manage tourism through a single entity or under one section of code; various CBJ Departments manage areas used by tourists and tour operators. Those management activities include:

1. Dock Scheduling – Cruise Lines Agencies of Alaska (CLAA) schedules ships into Juneau and assigns the use of CBJ's Alaska Steamship Dock and Cruise Ship Terminal, as well as the lightering float used

by ships at anchor. CBJ has no contractual relationship with CLAA or member lines governing the use of these facilities.

2. Docks & Harbors Waterfront Management
  - a. Commercial Use Permitting of Docks and Harbors
  - b. Dock Maintenance
  - c. Seawalk Maintenance
3. Docks & Harbors / CBJ Assembly
  - a. Tidelands management
4. Parks & Recreation Management
  - a. Commercial Use Permitting of Parklands and Facilities
  - b. Seawalk Maintenance
  - c. Parks Management and Maintenance
5. Community Development Department Land Use Permits (including Planning Commission reviews)
6. Engineering/Public Works Right-of-Way Management
7. DOT Management of South Franklin Street – The roadway from Main Street to the Rock Dump is owned and managed by State DOT (Marine Way and South Franklin Street). However, for over 30 years, CBJ has taken the lead on roadway improvements.
8. Tourism Best Management Practices (TBMP) – Annual funding provided by CBJ from Marine Passenger Fees; the program is operated voluntarily by tourism operators and also manages the crossing guard program which is funded by Marine Passenger Fees.

### **Recommendations**

1. CBJ should establish a centralized tourism management function funded by CBJ with full-time staff to guide implementation of the 2002 Tourism Management Plan (TMP) where applicable. The TMP provides an example of how this could function.
2. CBJ should determine community goals (emissions, shore power, congestion mitigation, etc.) and develop and implement an action plan to achieve these goals.
  - a. Complete the Blueprint Downtown sub-area plan and address land use and zoning, as well as incentivizing local business development in the downtown core.

**Docks & Harbors is currently pursuing an Electrification Study through our consultant, Haight & Associates. The study will be completed in April 2021 and will determine whether there is sufficient power in Juneau to allow more than one cruise vessel to receive shore power.**

3. The TBMP program should be augmented and supported by CBJ. TBMP remains an industry driven and operated program. As an industry program, peer and industry pressure achieves compliance that would be difficult to obtain under a regulatory regime.
4. CBJ should adopt ordinances and regulations to establish consistent management of commercial

tour use on all lands, including parks, docks and harbors, right-of-ways, and other lands owned by the CBJ. Management considerations should include:

- a. Continue to charge fees to fund required services and mitigate impacts. Review and revise fee schedule to ensure fees are appropriate.
  - b. Consider whether there should be commercial tour permitting on city streets and sidewalks for commercial tours such as guided hikes or guided micromobility tours; and if so, regulations should be developed in the same way that CBJ regulates parks and trails, to determine impacts, including days, times and capacity.
  - c. Limit Parks & Recreation commercial use permits to determine facility capacity and impacts (including hours and days). This may include some areas with higher visitation and some areas with lower or no visitation.
  - d. Require all tourism operators receiving Commercial Use Permits to be active members in good standing of TBMP and comply with TMBP guidelines, and where applicable, also be active members in good standing with WhaleSENSE and comply with WhaleSENSE guidelines.
  - e. Work with related agencies and partners, such as NOAA, on reducing speed and wakes from whale watching vessels in Statter Harbor, Auke Bay and other impacted areas.
  - f. Consider researching and implementing a permitting system for whale watching operators.
  - g. Recognize operators participating in the Alaska Travel Industry Association (ATIA), program “Adventure Green Alaska”, to encourage sustainability practices.
  - h. Incentivize operators to adopt environmental best management practices through local award programs, such as a Juneau Commission on Sustainability award.
  - i. Recommend operators/cruise lines adopt Travel Juneau “Juneau Pledge” and ATIA “Alaska” pledge. Cruise lines may also create their own “Alaska” pledge through CLIA (a creative method to encourage guests from around the world to embrace community respect and positive visitor behavior).
5. CBJ should require Cruise Lines International Association (CLIA) member cruise lines to operate in the following manner:
- a. In 2020 and going forward, minimize cruise ship waste in the landfill and prohibit ships from off-loading furniture, bedding, pillows, mattresses, electronics and other similar bulky items as garbage into the Juneau landfill. Coordinate with the landfill, CLIA and CLAA to implement this recommendation and as CLAA receives notifications and picks up the offloads, ask them to assist with not accepting these items. By 2021, consider prohibiting any cruise ship waste offloads into the landfill.

Mr. Green said that many vessels added emission scrubbers to improve air quality – many but not all vessels previously had two incinerators. Some vessels removed an incinerator for a scrubber resulting in lower volume of waste to be removed. This resulted in an increase in trash being brought to the landfill, up to three containers of waste may be transferred off a vessel. The international Maritime Pollution Act require ports facilities provide certain services such as oily waste and offloading of trash from vessels engaged in international voyages, some ports have exemption. In SE Alaska, Juneau is the only port which can accept trash off loaded from a cruise ship. Whittier and Seward also have limited ability to handle trash and no local ability. The offloaded trash is regulated and it must be hauled to USDA approved land fill. It’s a very complex and an operationally necessity. Mr. Green believes that only the absolutely necessary trash is removed from the cruise ships. He had heard that mattresses had be taken to the Juneau landfill which was the result of Canada not permitting the removal of mattresses without sterilizing which was not possible. The industry would not want to lose the opportunity to offload trash in

Juneau as there are no other options. He also said that the amount of material which is deposited at the landfill from cruise ship is a small percentage of the overall waste.

- b. Maximize use of shore power by all cruise lines by requiring CLAA to assign shore power configured ships to electrified docks once additional shore power infrastructure is in place.
- c. Limit water usage by ships in periods of drought.

Four years ago, when water rationing to the cruise ship occurred that CLAA would consult with the CBJ Water Division to determine how much water could be provided to a vessel. The cruise lines were not upset that they didn't receive water during periods of rationing. Since then head tax was used to construct the Salmon Creek Water Filtration Plant which now serves 33% of all water needs in Juneau. He said providing water to the cruise ship hasn't been an issue recently and the recommendation is already in place.

Mr. Green indicated the industry supported request to solve water issues in Juneau including a 1.5M tank to be built in the Last Chance basin, was a massive well water development in the basin and UV treatment at the Salmon Creek Dam. He was told that there should be very difficult to run out of water. The industry will throttle back water request, waste water, shore power or any other service to be equitable to all. The industry was successful in lobbying for funds either head tax or state marine passenger fees.

- d. Turn off large LED screens while in port in coordination with CLIA and TBMP
- e. Maximize "localism"
  - i. Encourage cruise lines to maximize partnerships with locally owned businesses.
  - ii. Continue to support and direct cruise ship passengers to local businesses.
- f. Coordinate with CLIA and CLAA on ship scheduling and berthing to minimize congestion at all docks. These recommendations should be implemented over the next three years based on feasibility and need. In 2020, strategically assign ships based on size with the goal of reducing traffic congestion downtown

- i. In 2020 and going forward, work with CLAA and CLIA to provide more transparency and visibility for schedules and projected passenger counts, two years in advance or upon creation.
  - ii. In 2020 and going forward, should a ship wish to call in Juneau at CBJ operated facilities on a day other than what was originally scheduled due to weather or other factors, CLAA should review this request with CBJ prior to confirming this call in order to evaluate how the change affects congestion and other impacts to the community.
  - iii. In 2021, stagger arrival times of ships by 30 minutes.
  - iv. In 2022 if the NCL berth is operational as the fifth dock, prohibit hot berthing as a scheduled practice.
- 6. CBJ should clearly establish guidelines and goals for the scheduling/assigning of **municipal** docks. These recommendations should be implemented over the next three years based on feasibility and need.
  - a. In 2020 and going forward, prohibit docking or anchoring of passenger cruise ships of any size in Auke Bay, specifically Statter Harbor, except for emergency purposes.
  - b. In 2020 and going forward, work with CLAA and CLIA to provide more transparency and visibility for schedules and projected passenger counts, two years in advance or upon creation.
  - c. In 2021, stagger arrival times of ships by 30 minutes.

This reads as if a change is required. Currently ship arrivals are scheduled at no less than 30 minutes between vessels. Safety is number one concern for all involved in the maritime transportation industry and arrival times are closely aligned with the Alaska pilots. Additionally, the longshore labor pool is limited that it is virtually impossible to moor vessels any sooner than 30 minutes between arriving vessels.

The Special Committee recommends this be removed from the report.

- d. In 2022 if the NCL berth is operational as the fifth dock, prohibit hot berthing as a scheduled practice.
  - e. Prioritize berthing for shore power configured ships once additional shore power infrastructure is in place.
- 7. Incentivize Juneau as a turn port for smaller ships.
- 8. Juneau should establish a marketing identity through their destination marketing organization, Travel Juneau. Integrate this marketing identity across the community (conceptual draft – Juneau is proud of its cultural heritage, support of the arts, love of the natural environment, and finds its identity as an ocean and mountain town).

***1b) Is the approach adequate within the existing dock infrastructure and within other foreseeable public or private infrastructure projects for the growth anticipated?***

The current management approach within the existing and foreseeable infrastructure projects is not

adequate. Many of the current projects address important issues, but the approach needs to be consistently coordinated among city, state, and federal partners. Additional work should be continued to mitigate current impacts and anticipate future impacts.

Numerous upgrades to downtown infrastructure are underway and some may be impacted by reduced Marine Passenger Fee revenue. These projects increase Juneau’s ability to host large numbers of visitors. The upgrades, with completion dates, include:

1. Egan Drive improvements (2020) – ADOT reconstruction of Egan Drive from Main Street to 10<sup>th</sup> Street.
2. Small bus staging at the Archipelago area (2022) – Deckover of tideland area close to the Marine Parking Garage to provide space for passenger bus loading.
3. Open space at the Archipelago area (2022) – Private project adjacent to the Marine Parking Garage to develop commercial and open space on the waterfront.
4. Sidewalk stanchions (2020 - 2022) – Continue installing barriers at the edge of sidewalk along S. Franklin Street to separate pedestrians and vehicles.
5. Warner’s Wharf Alley Improvements (2020-2021) – Safety and pedestrian improvements to the Seawalk access on Warner’s Wharf, adjacent to Pier 49.
6. Dock Electrification planning (ongoing).
7. Seawalk Infill at Marine Park (2021) – Install Seawalk decking over the area where the lightering ramp and float was removed. This will extend the Seawalk to connect to Marine Park.
8. Seawalk expansion South to AJ Dock planning (ongoing).
9. Marine Park Upgrades (2023) – Park reconstruction project to improve pedestrian flow and user amenities on the waterfront.
10. Marine Way Seward Street Crosswalk (2021) – Evaluate location of crosswalk and utility of left turning movement at Seward Street.
11. Cruise Ship Real Time Wastewater Monitoring (2021) - Install instrumentation and control systems to track strength and flow rate of discharges to allow for efficient plant management.
12. Franklin Dock Floating Berth (2021) – Private project evaluating replacing the current cruise ship dock with a floating berth.

**Recommendations**

1. Additional infrastructure development should be considered in the downtown area to accommodate current volumes and potential growth. Continued efforts to move people and vehicles through downtown efficiently and safely are necessary.
  - a. Traffic congestion on S. Franklin is a critical infrastructure issue that needs to continue to be addressed through planning, design, and construction to separate pedestrian and vehicular flow. CBJ and DOT should coordinate to accomplish this work. Considerations should include:
    - i. Maximize right-of-way space for pedestrians.
    - ii. Minimize required stops for vehicles.
    - iii. Extension of pedestrian stanchions.
    - iv. Minimize and consolidate turning movements.
    - v. Focus pedestrian flow to crosswalks and desired destinations.
    - vi. Improve pedestrian flow by creating better access between Seawalk and S. Franklin Street.
    - vii. Consider staging areas outside of downtown for cargo deliveries and incentivize companies to deliver outside of times when cruise ships are in port.
    - viii. Encourage and incentivize electrification of tourism vehicles.

2. Research and develop efforts to move people on and off the right-of-way, including circulators, electric ferries, Seawalk extension, connections between S. Franklin Street with the Seawalk, and other alternative pedestrian routes.
3. Prioritize dock electrification and continue to work with the electrical utility to monitor electrical capacity available for purchase on either an interruptible or firm basis.
4. Limit expansion of downtown dock infrastructure to allow for no more than one additional larger cruise ship.
5. Wastewater, water, and air quality should continue to be evaluated by the City and State to reduce impacts on the health of the community and environment. Responsible agencies should evaluate and plan to analyze capacity and impacts of increased cruise ship visitation. Air quality should be monitored regularly for adherence to strict standards, including compliance with the Marine Vessel Visible Standards (18 AC 50-.070) and all available and reasonable steps to minimize visible stack emissions while in port should be taken.
6. Plans for infrastructure development including design standards and analysis of growth and impacts should be completed for other areas outside of the downtown waterfront where tourism growth is occurring or could occur, such as Auke Bay and North Douglas (Eaglecrest).
7. Support public and private development ventures that alleviate pressure on existing infrastructure.
8. Ensure recreational facilities such as trails for hiking and biking are developed to maintain Juneau as a top recreational place to live and visit.
9. Recognize the contributions of Native Alaska organizations to the downtown core and support continued growth of cultural tourism and installation of Native Alaska art in public spaces.

## **2. Mayor's charge: Regarding reviewing and updating the Long Range Waterfront Plan**

The Long Range Waterfront Plan (LRWP) has guided CBJ thinking and actions on the development of waterfront infrastructure for the last 15 years. The LRWP was the culmination of a great deal of planning work in the early 2000's. Writing, considering, and adopting the LRWP was very time consuming, and required extensive and sustained public engagement. Updating or re-writing the Plan would be similarly difficult and time intensive.

### ***2a) What are the pros and cons of updating the LRWP?***

#### **Pros**

1. The LRWP is an infrastructure development plan for the waterfront land between the Juneau - Douglas Bridge and the Little Rock Dump. The extent of tourism reach in Juneau has expanded beyond the downtown waterfront; updated planning could be done in areas outside the scope of the LRWP, including harbors and transportation corridors.
2. Proactive planning instead of a reactive approach is needed on infrastructure and tourism issues.

3. In 2004, the work on the LRWP was a positive step in bringing the community together on tourism issues.

### **Cons**

1. The effort and cost of the LRWP was very high.
2. It is uncertain whether the community has the capacity to focus on a yearlong waterfront planning process.
3. The current plan is still functional and valid for the waterfront area.
4. There are many neighborhood, harbor, and park plans that inform zoning and infrastructure development.

### ***2b) If the LRWP was updated, should it be an infrastructure update or should that update consider other policy or operational issues?***

1. The LRWP horizon extends to 2026. Currently, the concept design approaches and recommendations within the plan are still valid and can be used as a foundation for continued development along the downtown waterfront. Approximately 50% of the tasks outlined in the LRWP are complete; progress should continue to complete the remaining viable tasks by 2026.
2. Updates on completed projects along the downtown waterfront should be made and communicated to the public through a conceptual five-year Capital Improvement Program (CIP).
3. Regarding considerations of policy and operational issues, recommendations in Task Force charging question #1 respond to this need.

### **Recommendations**

1. Do not expend the effort necessary to update the LRWP. The CBJ Assembly should maintain focus on better tourism management and rely on the finer detailing from the ongoing Blueprint Downtown planning efforts.
2. Complete development of the Seawalk.

### **3. Mayor's charge: Regarding the persistent idea of a restriction on the number of visitors**

1. Consider and research whether a restriction on the number of visitors arriving in Juneau would be legal, enforceable or practical.
2. If found to be legal and enforceable, advise on the pros and cons of the concept of restricting the number of visitors and whether a restriction strategy might be:
  - a. A concept that would apply to annual/seasonal visitation numbers?
  - b. A concept that would apply to daily visitation numbers?

3. Consider whether changes to ship scheduling (daily arrivals and departures) might address community concerns and impacts.
4. Consider the pros and cons of CBJ becoming involved in dock scheduling.

### **Legal Considerations**

The City Attorney provided the task force with a memo on January 21, 2020 that broadly outlined the numerous legal hurdles that could oppose a legal limitation on the number of cruise ship passengers that visit Juneau.

### **Practical Considerations**

As a practical matter, limitation of cruise ship passenger visitation can be achieved by the following methods:

#### **1. Limit by Infrastructure**

Whether or not to lease tidelands for a new dock (or docks) to accommodate larger cruise ships is the most pressing capacity question that Juneau will face in the foreseeable future. The CBJ Assembly should spend a significant amount of time studying this issue. A new dock may or may not supplant the existing anchoring and lightering and may or may not result in significant ship visitation growth. However, that analysis is greatly over simplified.

#### **2. Limits on Ship Scheduling**

The revenue bonds that financed the construction of CBJ owned cruise ship docks and lightering float (commonly known as 16B) requires that the debt service not be placed in jeopardy. The bonds are scheduled to be paid off in 2034, but the CBJ can prepay the bonds as early as March 1, 2026. Limitation on dock availability (such as instituting “no ship days” at CBJ facilities) at the municipal docks may cause such jeopardy.

CBJ does not have the authority to limit scheduling/berthing at the two privately owned docks. If, over time, the municipality acquired the private docks, it would eventually have more control of scheduling once the debt incurred in the acquisition was retired. Note, however, that neither private dock is for sale.

To limit ships anchoring and lightering, CBJ could consider limiting availability of its owned lightering docks. However, private lightering options could become available.

Daily or hourly limits could also be considered on the availability of commercial activity on CBJ lands and harbors.

#### **3. Limit by Negotiation**

CBJ effectively ended years of litigation with CLIA by negotiating a Memorandum of Agreement that satisfies the needs of Juneau and the industry. A best course of action should include determining community goals and directly negotiating to achieve them.

#### **4. Financial Incentives/Disincentives**

Different ship berthing protocols can result in less congestion, but there are barriers to adjustments to the assigned berthing locations. Issues include cruise lines’ historical preference

and the economic disparity between the rates charged at less expensive CBJ facilities and the costlier private berth options.

### **Recommendations**

1. At this time, the CBJ should not pursue a hard numerical “cap” on numbers of visitors because it is legally questionable and logistically impractical. Limitations can be achieved through other measures, including port infrastructure capacity to better manage the impacts of visitors.
2. Request CBJ Law to research how other U.S. communities have instituted a numerical visitor cap and /or other possible methods of limitations.
3. CBJ has traditionally left scheduling of the port and assigning of the City docks to CLAA, but should take a more active role to achieve its management goals. See section 1a of this report for specific recommendations.
4. CBJ should negotiate changes that would promote more efficient ship scheduling, berthing and managing congestion, such as assigning larger capacity ships to the City docks and reducing traffic on South Franklin.
5. By 2023, CBJ should negotiate a formal agreement with the industry to limit the number of ships to five larger ships per day, one ship at each dock or four ships at docks and one at anchor (if the fifth dock is not built or if a fifth ship chooses to anchor instead of dock). This would give the industry time to adjust to recommendations.
6. CBJ should work with cruise lines to attempt to “get the peak out of the week” and balance the numbers of visitors across days of the week. There are more docks being constructed throughout Southeast; CBJ and other Southeast communities should work with the cruise lines to manage visitation throughout the region.
7. CBJ should work with the various agencies including CLAA, CLIA and individual ship lines to discourage or prohibit anchoring and lightering by larger ships if an additional dock is constructed. If a Subport dock is constructed, the CBJ should more thoroughly investigate and completely understand under what circumstances the USCG would remove or restrict the current anchorage.
8. The Visitor Industry Task Force did not reach consensus on the issue of a ship free day or “no ship days” at one CBJ dock per day. One option could be instructing CLAA to cease assigning one of the city docks on certain Saturdays, alternating between Alaska Steamship Dock and Cruise Ship Terminal. Issues discussed included:
  - a. Economic impacts
  - b. Region-wide scheduling considerations
  - c. Inability to control assigning of private docks
  - d. Legal and debt service concerns (16B docks)

#### **4. Mayor's Charge: Considering methods for collecting public opinion**

*Consider the pros and cons of collecting public opinion through formal surveys, including researching survey costs. Public opinion is always important for the CBJ Assembly to determine and collect; however, asking simple yes/no questions on nuanced issues can be polarizing and can be difficult to get the public to understand all of the details necessary for formation of well-founded policy decisions.*

In the 1990's and 2000's, CBJ commissioned a number of surveys of public perceptions on tourism. The 2002 Juneau Tourism Management Plan identifies survey results as the primary indicator for activating "safety valves" – constructing an additional port separate from Juneau, but within the Borough to disperse the CBJ's visitor load. Public surveys can be a useful community engagement tool, because they make it possible to get results from a broader cross section of the community than with other public engagement methods. However, it is important for survey questions to be well designed. It is also important to have a clear understanding of the purpose of the public survey. Such a survey could be focused on general public perception (i.e. "has Juneau reached its capacity for cruise tourism?") or focused on measuring community impacts in specific areas. It would also be important to consider who would use the survey results and for what purpose.

##### **Recommendations**

1. Engage a third party contractor to complete a public opinion survey of Juneau residents at the end of the 2021 cruise season.
2. Depending on the utility of a survey, additional surveys should be planned to gauge how management strategies are influencing public perception.
3. Consider collecting data on the effects of hot berthing.

#### **Additional Task Force Discussion Issues**

##### **Subport Development/Upcoming Norwegian Cruise Line Dock Proposal**

Whether or not to support an upcoming Subport development proposal is a CBJ Assembly decision. The USCG and/or NOAA also have important roles. Future discussions should consider allowing, limiting or prohibiting anchoring in the Juneau Harbor. The use of dynamic positioning navigational systems, which when in use, designate vessels as "underway" vs. "anchor" should also be discussed as this may change the ability of agencies to utilize certain management tools to control the anchorage.

A shift in docking or anchoring of cruise ships may alter spending patterns of passengers and affect the local economy. In addition, a dock at the Subport could leverage other community goals such as:

1. Seawalk
2. Small Boat Harbor
3. Ocean Center

4. Berthing for small cruise ships (The Task Force does not yet have an accepted definition of “smaller ships”)
5. Homeporting of “small ships”
6. Economic and/or Housing Development
7. Pedestrian management such as a walkway crossing over Egan
8. Reducing vehicle congestion on S. Franklin Street

### **Recommendation**

Support a Subport dock if the following conditions are met, recognizing that some of these conditions are beyond NCL or any other developer’s control. However, the Task Force submits these items for Assembly consideration in making policy decisions:

1. One larger ship per day using one side of the facility;
2. Maximum of five larger ships in port per day;
3. No hot berthing at the new facility;
4. No larger ships allowed to anchor as the sixth ship in town. Larger ships may anchor but the number of larger ships in port would still be limited to five (CBJ to consider legal ramifications of limiting size of ships at anchor);
5. High quality uplands development for community and visitors;
6. Year round development orientation;
7. CBJ manages dock to some extent through a public private partnership or management agreement;
8. Dock is electrified.

### **Cruise Ship Size Discussion**

The task force report includes many recommendations related to cruise ship size, especially as related to a potential new NCL dock and anchoring of ships. In the report, the term ‘larger’ cruise ship is used and a specific definition of larger ship is not given for the following reasons:

1. The length of a ship does not necessarily determine the number of passengers.
2. Limiting ships by number of passengers may require additional legal analysis.
3. The concern on ship size is related generally to the amount of impacts it creates in the community on the environment, traffic and congestion, and infrastructure.

The Assembly may have to define a 'larger ship' as it proceeds with tourism management, but this definition will likely include a deeper analysis of impacts, expected fleet of ships, and ongoing and planned infrastructure development. The committee suggests that 'small ships' are those with 500 or fewer passenger capacity. 'Larger' ships are those that exceed these a 500 passenger capacity.