



VISITOR INDUSTRY TASK FORCE 2.0 (VITF)

February 12, 2026 at 5:30 PM

Assembly Chambers/Zoom Webinar

<https://juneau.zoom.us/j/83826098583> or call 1 (669) 444-9171 Webinar ID: 838 2609 8583

A. CALL TO ORDER/ROLL CALL

B. LAND ACKNOWLEDGEMENT We would like to acknowledge that the City and Borough of Juneau is on Tlingit land and wish to honor the indigenous people of this land. For more than ten thousand years, Alaska Native people have been and continue to be integral to the well-being of our community. We are grateful to be in this place, a part of this community, and to honor the culture, traditions, and resilience of the Tlingit people. Gunalchéesh

C. APPROVAL OF AGENDA

D. APPROVAL OF MINUTES

E. AGENDA TOPICS

1. VITF 1.0 Recommendations Review

A) Discussion

B) Action

2. Website Update

A) New VITF Website Review

3. Special Meeting - VITF & Cruise Lines

A) Task force availability and agenda discussion

F. COMMITTEE MEMBER COMMENTS AND QUESTIONS

G. NEXT MEETING DATE - FEBRUARY 19, 2026 AT 5:30PM

H. SUPPLEMENTAL MATERIALS

I. ADJOURNMENT

ADA accommodations available upon request: Please contact the Clerk's Office 36 hours prior to any meeting so arrangements can be made for closed captioning or sign language interpreter services depending on the meeting format. The Clerk's Office telephone number is (907) 586-5278, e-mail: city.clerk@juneau.gov.



MEMORANDUM

DATE: February 6, 2026
TO: Visitor Industry Task Force
FROM: Alexandra Pierce, Visitor Industry Director
SUBJECT: VITF 1.0 Recommendations Table

As previously discussed, we will be conducting a comprehensive review of the 2020 Visitor Industry Task Force recommendations table. This review will be done line by line to ensure each recommendation is clearly understood, accurately reflected, and appropriately updated based on current conditions and available information.

Once this review and update process is complete, we will consider the work of the 2020 Visitor Industry Task Force formally concluded. This step is intended to close out the 2020 effort with clarity and respect for the time, expertise, and thoughtful input contributed by task force members.

Attachment A includes the recommendations spreadsheet. We have added a column to help you understand the context of each recommendation as they relate to Attachment B, 2020 VITF Report.

Many of these recommendations are fragmented and some are more actionable than others. Rather than spending valuable committee time improving the recommendations of the last VITF, staff suggests that this group focuses on addressing the items that are incomplete or need to be updated. We will reformat and archive the work of VITF 1.0. Mr. Catterson made some additional recommendations for formatting. Staff is working through those and will have updated spreadsheets available in advance of the meeting.

Attachments:

A – Recommendations Spreadsheet

B – VITF 1.0 Final Report

Action Item	Charge Topic	Status	Action Type	Notes
Require all commercial use permittees to be TBMP members in good standing (+ WhaleSense if applicable)	1 - Approach	Complete	Policy	Policy implemented
Stagger ship arrival times by 30 minutes	1 - Approach	Complete	Partner Agreement	Achieved through scheduling
Establish a central tourism management function	1 - Approach	Complete	Personnel	CBJ Tourism Office created
Engage a third party contractor to complete a public survey on visitor impacts	4 - Data Collection	Complete	Contracted Service	Annual surveys conducted since 2021
Limit Parks & Rec commercial use permits to determine facility capacity and impacts	1 - Approach	Complete	Policy	Facility capacity evaluated in permitting decisions and recommendations in Commercial Recreation Use Study
No cruise ships of any size in Auke Bay	1 - Approach	Complete	Policy	No small cruise ships currently in city-owned Auke Bay facilities
Focus pedestrian flows to crosswalks and desired destinations	1 - Approach	Complete	Capital Projects	Stanchions installed, wayfinding signage project complete
Do not do a full update of the LRWP	2 - LRWP	Complete	Policy	LRWP Amendment complete
Minimize and consolidate vehicle turning movements	1 - Approach	Complete	Partner agreement	Addressed through TBMP and infrastructure
Minimize required stops for vehicles	1 - Approach	Complete	Partner agreement	Addressed through TBMP, crossing guards, stanchions
Expand pedestrian stanchions	1 - Approach	Complete	Capital Projects	Installed summer 2022
Focus pedestrian flow to crosswalks and desired destinations	1 - Approach	Complete	Capital projects	Wayfinding project installed
Turn off large LED screens while in port	1 - Approach	Complete	Partner agreement	MOA completed
Minimize, eliminate ship waste in landfill	1 - Approach	Complete	Partner agreement	MOA completed
Limit water usage by ships in times of draught	1 - Approach	Complete	Policy	MOA completed
More transparency for schedules and passenger counts, release 2 years in advance or upon creation	1 - Approach	Complete	Partner Agreement	Receive schedules in draft and upon creation. Improved discussion regarding scheduling conflicts.
Complete Blueprint Downtown and address land use, zoning & incentivizing business development downtown	1 - Approach	Complete	Personnel	Adopted by Assembly
Require CLAA to assign shore power configured ships to electrified docks	1 - Approach	Complete	Partner agreement	Maximizing use of Franklin Dock shore power
Negotiate a formal agreement by 2023 to limit port capacity fo 5 large ships per day	3 - Visitor Restrictions	Complete	Partner agreement	MOA complete
Augment and support TBMP	1 - Approach	Complete	Policy	Travel Juneau has enhanced the program's reach. Continuing to work on other potential enhancements.
Take a more active role in ship scheduling	1 - Approach	Complete	Partner agreement	CLAA under contract on scheduling, CBJ negotiating berthing agreements.
Evaluate schedule change requests for weather, etc. review with CBJ for community impact	1 - Approach	Complete	Partner agreement	Staff given opportunity to approve/deny schedule changes, including last minute requests due to weather
Continue to work with industry on capacity	3 - Visitor Restrictions	Complete	Policy	MOA with daily passenger caps completed
Prohibit anchoring if an additional dock is constructed	3 - Visitor Restrictions	Complete	Partner Agreement	Five ship limit in place
Consider collecting data on the effects of hot berthing	3 - Visitor Restrictions	Complete	Personnel	Asked about hot berthing in 2021 survey, hot berthing no longer scheduled
Limit expansion of downtown dock infrastructure to allow for no more than one larger ship	3 - Visitor Restrictions	Complete	Partner Agreement	HTC dock plans only include one ship - part of tideland lease agreement
If subport dock is operational, prohibit hot berthing as a scheduled practice	3 - Visitor Restrictions	Complete	Partner agreement	Hot berthing no longer scheduled
Prioritize dock electrification and continue to work with utility to monitor capacity	3 - Visitor Restrictions	Complete	Capital projects	Design underway
CLIA/CLAA scheduling to minimize congestion, strategically assign ship berths based on ship size	3 - Visitor Restrictions	Complete	Partner agreement	Continuing dialogue with CLIA/CLAA
Incentivize environmental best management practices through local award programs	1 - Approach	In Progress	Partner agreement	Working with Travel Juneau and ATIA, revolving loan program planned
Recognize partners participating in AITA "Adventure Green Alaska" program	1 - Approach	In Progress	Partner agreement	Working with ATIA and Travel Juneau
Improve pedestrian access between seawalk and South Franklin	1 - Approach	In Progress	Capital Projects	Marine Park project to be constructed this year, Franklin to AJ Seawalk in design
Work on reducing speed and wakes from whale watching vessels in Auke Bay and impacted areas	1 - Approach	In progress	Partner agreement	In TBMP guidelines, working on improved practices with industry
Encourage and incentivize electrification of tourism vehicles	1 - Approach	In progress	Capital projects	Revolving loan program in process
Plan and analyze tourism activities in areas outside of downtown development	1 - Approach	In progress	Plans	Eaglecrest gondola project in process, commercial recreation study completed, more analysis required in context of Goldbelt proposal
Maximize right-of-way space on South Franklin for pedestrians	1 - Approach	In progress	Capital projects	Capital projects ongoing and subject to funding
Support public and private development to alleviate pressure on existing infrastructure	1 - Approach	In progress	Capital projects	Eaglecrest gondola project in process, seawalk project in process
Support cultural tourism and native art in public spaces	1 - Approach	In progress	Partner agreement	Supporting SHI in totem walk and cultural campus projects
Integrate Juneau's marketing identity across community and develop campaigns to support local businesses, encourage cruise lines to support	1 - Approach	In progress	Partner agreement	Discussed with local organizations - longer-term project
Determine community goals re: emissions, shore power, congestion mitigation, etc. Develop and implement action plan	1 - Approach	In progress	Plans	Working on emissions and shore power, Green Corridor
Research and implement permitting system for whale watching operators	1 - Approach	In progress	Policy	Conducting stakeholder engagement around Whale Watching
Assess tour permitting for streets and sidewalks and develop regulations if feasible	1 - Approach	Not started	Policy	Requires research by CBJ Tourism, Streets, Parks & Rec
CBJ Law to research how other US communities have identified limitations on visitor numbers	3 - Visitor Restrictions	Ongoing	Policy	In contact with other communities. Continually monitoring negotiated agreements and legal rulings.
Complete development of the seawalk	2 - LRWP	Ongoing	Capital projects	Ongoing - in design for Franklin to AJ connection
Promote efficient ship scheduling to manage congestion	1 - Approach	Ongoing	Partner agreement	Ongoing process, all parties in communication
Continue to operate TBMP over the long-term with peer pressure model for compliance	1 - Approach	Ongoing	Partner agreement	Travel Juneau operating TBMP
Ensure recreation facilities are developed to maintain Juneau as a top recreation destination	1 - Approach	Ongoing	Capital projects	Trail projects underway, Eaglecrest project underway, commercial recreational use study complete
Monitor water, wastewater, air quality	1 - Approach	Ongoing	Partner agreement	DEC monitoring air quality, CBJ monitoring water/wastewater
Incentivize Juneau as a turn port for smaller ships	1 - Approach	Ongoing	Partner Agreement	Several small lines currently turning in Juneau - hotels a barrier
Continue to charge commercial use fees and review and revise as appropriate	1 - Approach	Ongoing	Policy	P&R, CDD, D&H, Mgrs Office working to harmonize tourism permits
Negotiate with cruise lines to "get the peak out of the week"	1 - Approach	Ongoing	Partner agreement	Requires engagement with regional neighbors, homeports, cruise lines - daily capacity agreement completed

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.
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 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.
 - 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.
 - 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.
 - 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 large cruise ships moored or at anchor in Auke Bay, specifically Statter Harbor.
 - 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.
 - 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 10th 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.