

**ASSEMBLY STANDING COMMITTEE
COMMITTEE OF THE WHOLE
THE CITY AND BOROUGH OF JUNEAU, ALASKA**

September 23, 2019, 6:00 PM.

Assembly Chambers - Municipal Building

Assembly Work Session - No Public Comment

AGENDA

I. ROLL CALL

II. APPROVAL OF AGENDA

III. APPROVAL OF MINUTES

IV. AGENDA TOPICS

A. Southeast Heritage Institute (SHI) Arts Campus Update

*Presentation by Lee Kadinger (No packet materials but there may be handouts at the meeting.)
This item was postponed and will be scheduled for a future meeting.*

B. Southeast by the Numbers

*Raincoast Data presentation information on their website
at <http://www.raincoastdata.com/portfolio/southeast-alaska-numbers-2019>*

C. Subport Update/LRWP Review

*The Long Range Waterfront Plan is available on the CBJ website
at http://www.juneau.org/cddftp/documents/CBJ_Waterfront_Plan_FINAL_112204.pdf*

D. Tourism Planning Discussion

E. Ord 2019-30: Chronic Nuisance Property Ordinance

V. ADJOURNMENT

ADA accommodations available upon request: Please contact the Clerk's office 72 hours prior to any meeting so arrangements can be made to have a sign language interpreter present or an audiotape containing the Assembly's agenda made available. The Clerk's office telephone number is 586-5278, TDD 586-5351, e-mail: city.clerk@juneau.org

SOUTHEAST ALASKA

By the Numbers
2019



Juneau Assembly
September 23rd

Meilani Schijvens
Rain Coast Data



Top 10 Stories About the Southeast Economy

1. Overall economic report card mediocre
2. Tourism's role in the economy is growing
3. Construction is poised to grow, thanks to tourism
4. State job losses are plateauing
5. Seafood is having a series of bad years
6. Health care is an economic leader
7. Our top economic sectors are shifting
8. Most industries were flat in 2018
9. Business leaders are slightly more optimistic looking forward
10. There is deep economic and political uncertainty

Top 10 Stories About the Southeast Economy

#1 Overall Mediocre Annual Economic Report Card



A Good Economic Report Card

Jobs



Earnings



Population



Population

— 80

4th year in a row of losses

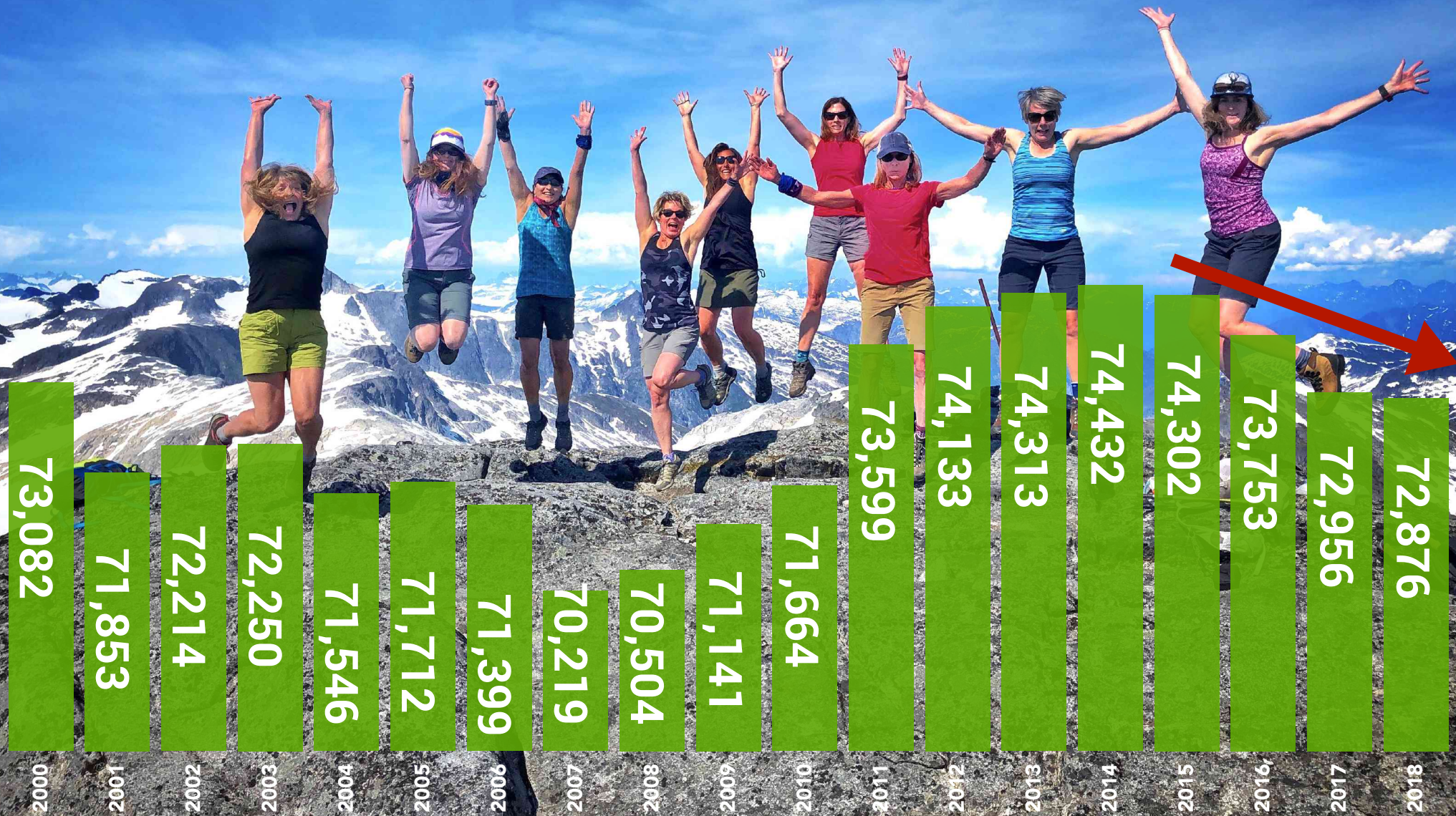
DEMOGRAPHICS

Population 72,876

DOWN 80 PEOPLE IN 2018



DOWN 1,600 PEOPLE IN 4 YEARS





2018 Change

Petersburg +63

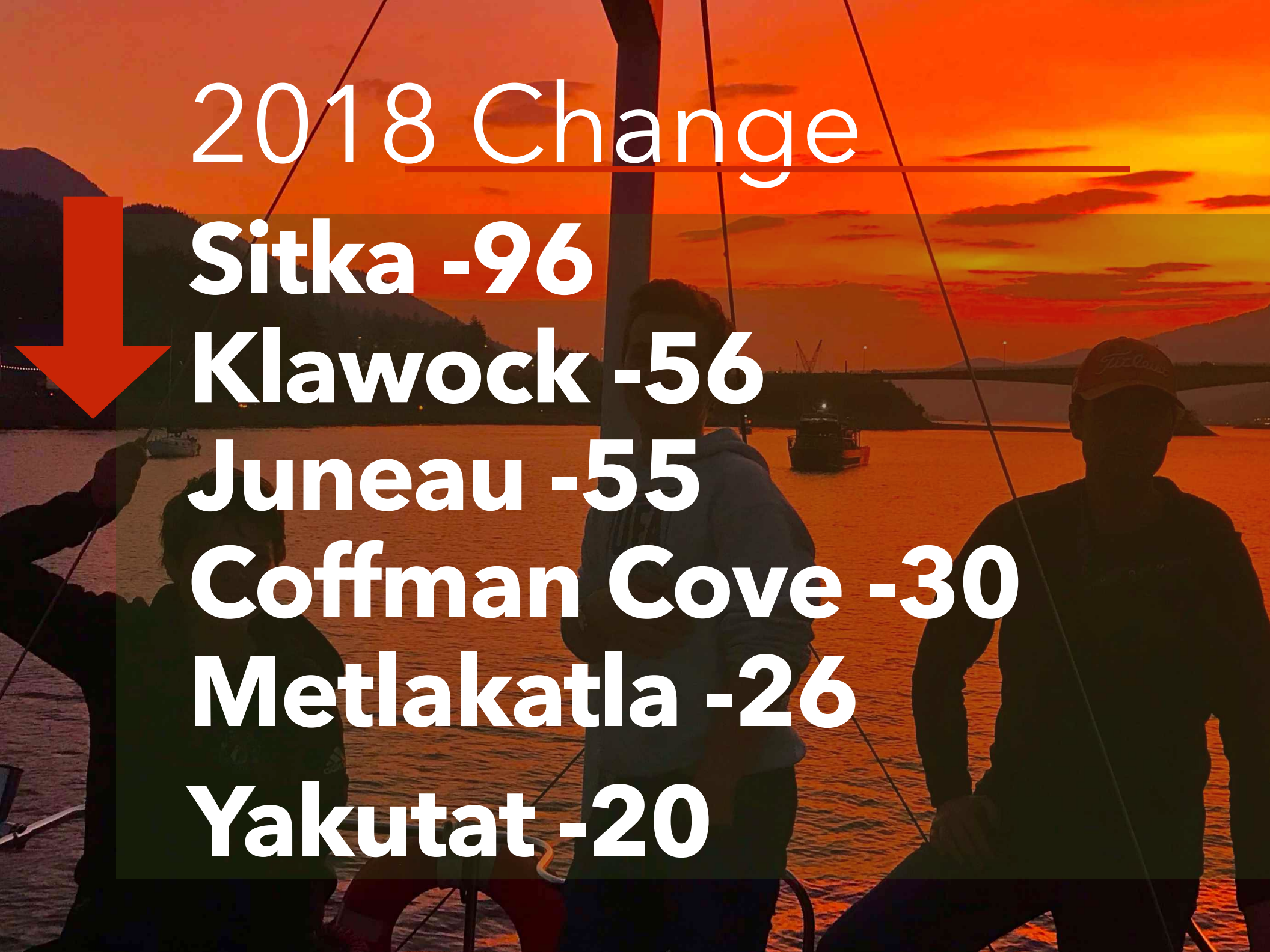
Ketchikan +61

Hoonah +40

Wrangell +37

Haines +22

Hydaburg +22



2018 Change



Sitka -96

Klawock -56

Juneau -55

Coffman Cove -30

Metlakatla -26

Yakutat -20

A Good Economic Report Card

Jobs

Earnings

Population

Jobs

+ 2

45,642 Jobs

Wages

+ \$86

Million

MOE

FRED

\$43 MILLION

\$43 MILLION



Wages

\$17m Tourism =



\$20m Health Care =



\$20m Delayed counting
of fishermen

Southeast Alaska's Report Card 2018



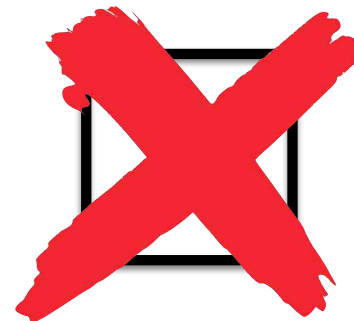
Increasing Jobs
UP 2 JOBS



Increasing Earnings
UP \$86 MILLION +4%



Decreasing Population
DOWN 80 PEOPLE



Jobs

Annualized

“apples to apples”

jobs

not peak or total

workers

Top 10 Stories About the Southeast Economy

#2 Tourism's
role in
economy is
growing



Tourism 8,004 Jobs
UP 265 JOBS IN 2018 +3%
WAGES UP +8%



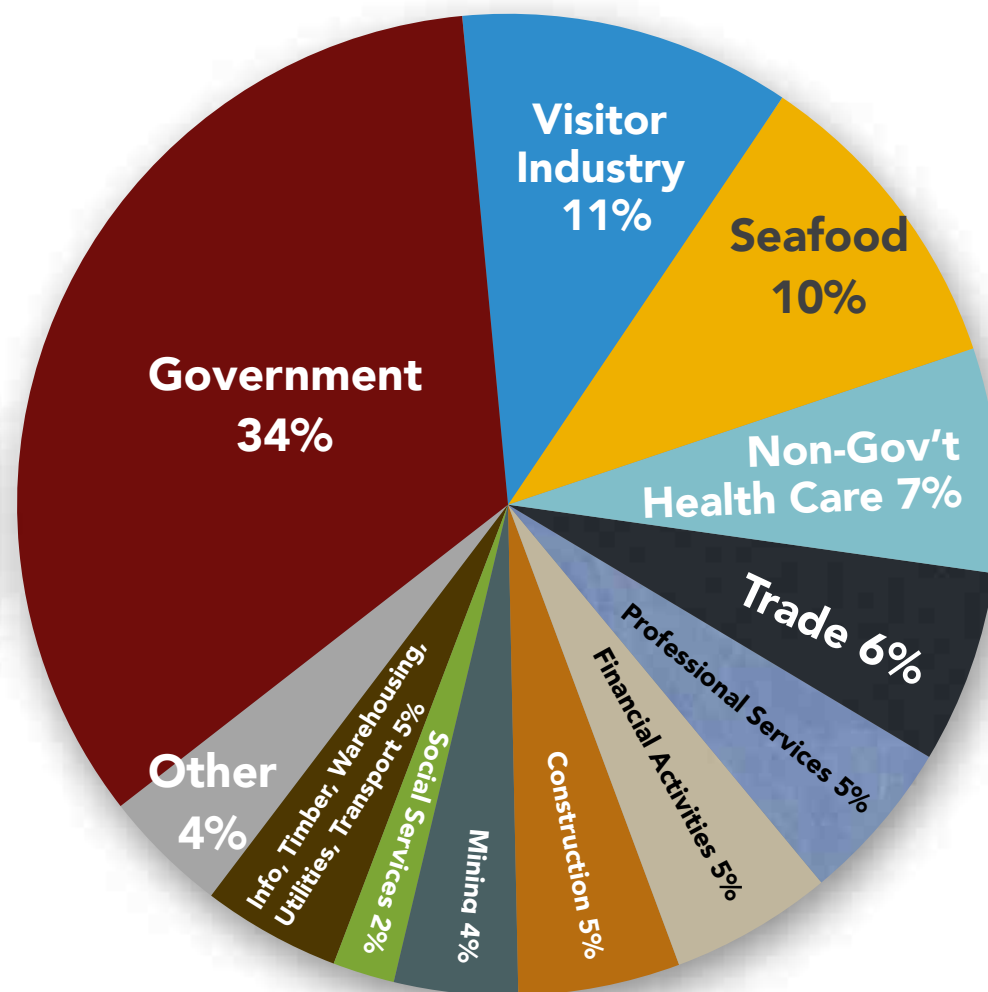
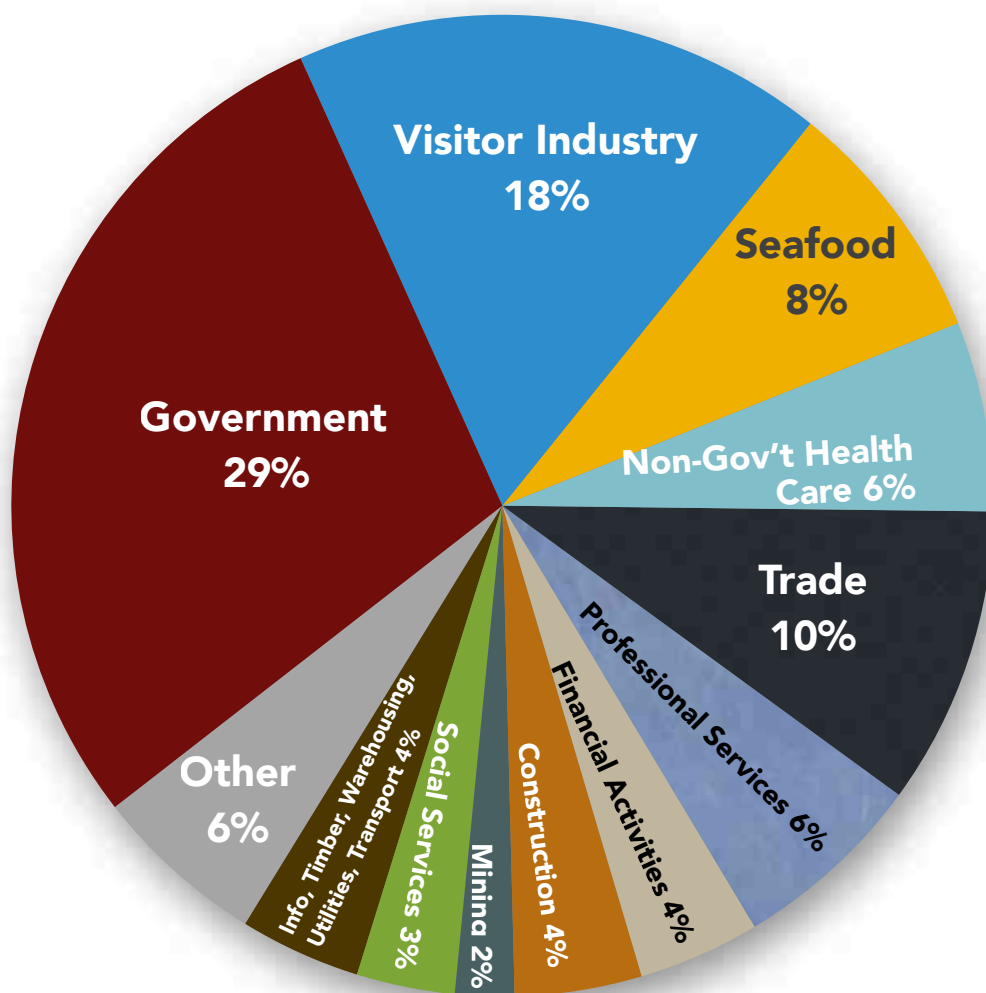


**Tourism Up 2,000 JOBS
IN 7 YEARS, +\$85 MILLION
IN ANNUAL WAGES**

The Whole **Southeast Alaska Economy** 2018

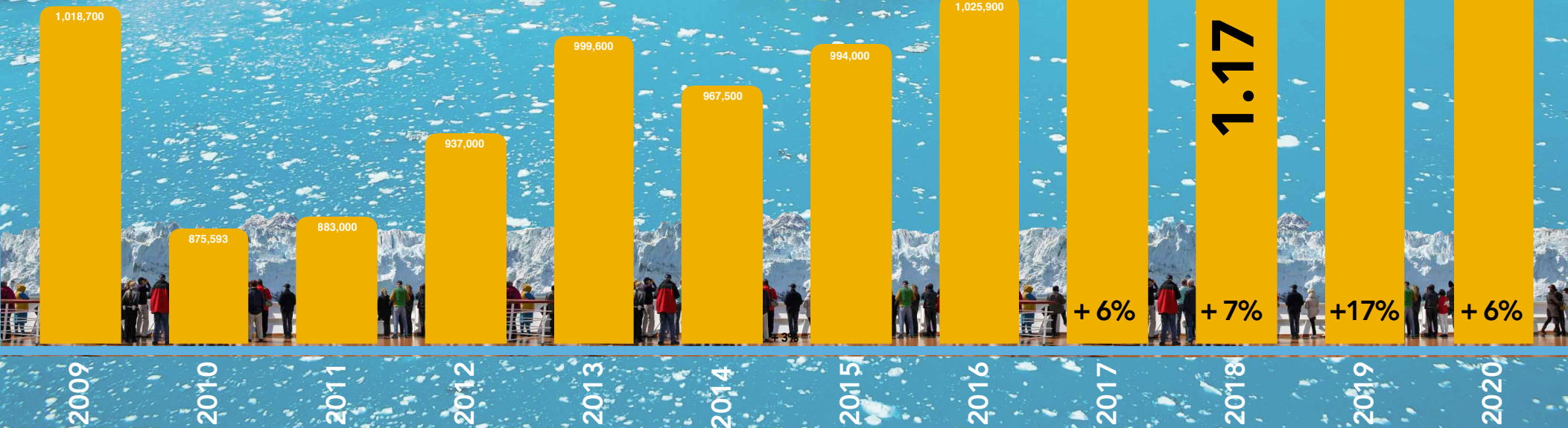
45,642 Jobs

\$2.3 Billion Workforce Earnings



2020 = 1.44 MILLION Projected CRUISE Passengers

Southeast Alaska
Cruise Passengers 2009-2020



Southeast TOURISM Statistics 2020

Estimated Regional Visitor Industry Projections for 2020

43

**Cruise Ships in
Southeast**

606

**Cruise Ship
Voyages**

1.44

**Million
Cruise
Passengers**

\$793

**Million in
Tourist
Spending**



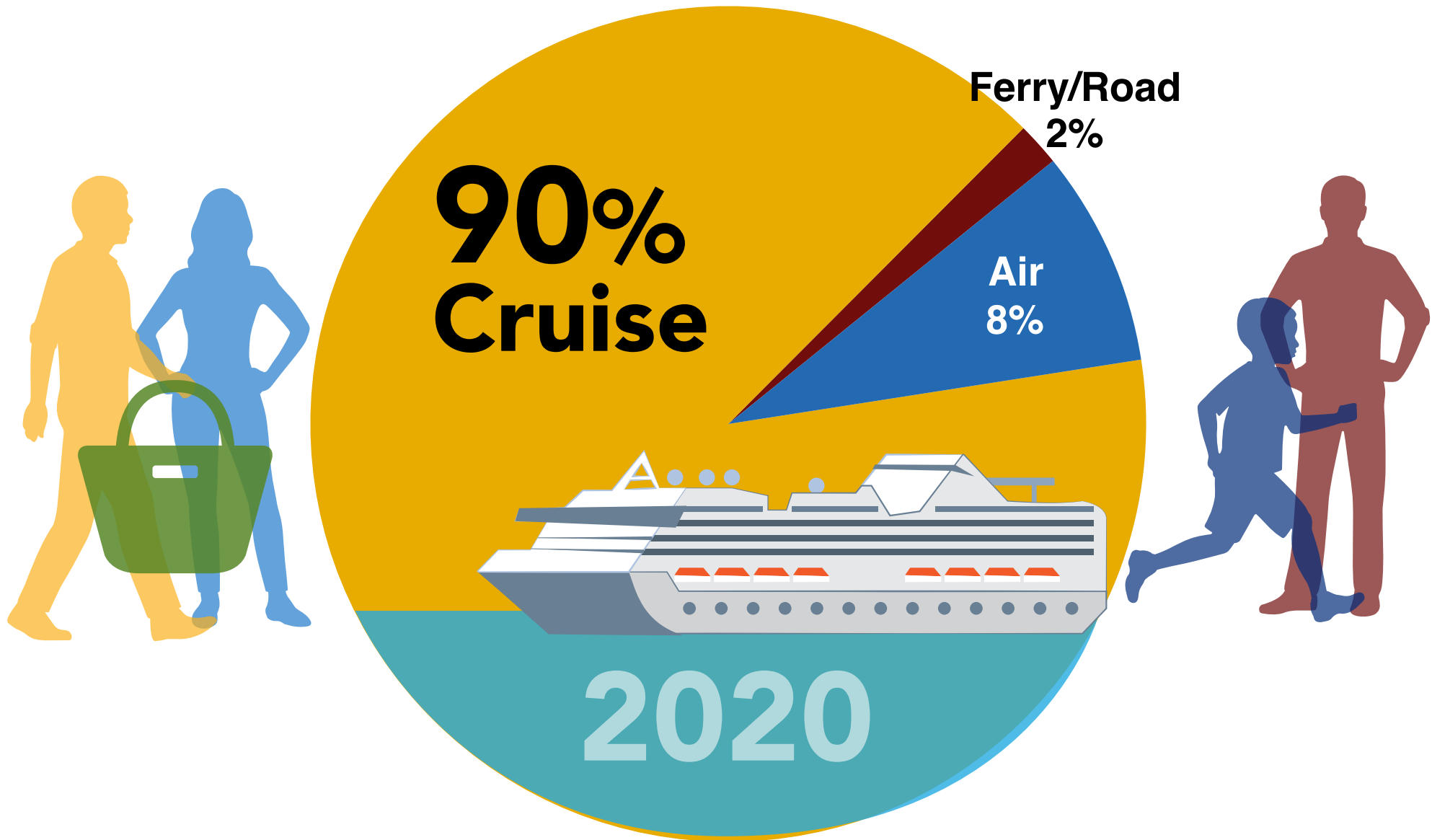
2020

Southeast TOURISM Statistics 2020

SOUTHEAST ALASKA CRUISE PASSENGERS ARRIVALS BY PORT

Port	2018 actuals	2019 projected	2020 projected	% of all passengers	CHANGE 2018 TO 2020
Juneau	1,151,094	1,325,792	1,421,929	99%	24%
Ketchikan	1,053,764	1,212,033	1,275,636	89%	21%
Skagway	957,847	1,044,107	1,070,610	74%	12%
Gustavus (Glacier Bay)	569,807	636,811	584,528	41%	3%
Hoonah (Icy Strait Point)	189,000	272,327	404,033	28%	114%
Sitka	158,362	224,379	210,399	15%	33%
Haines	57,798	67,799	78,322	5%	36%
Wrangell	11,974	17,342	17,742	1%	48%
Total Southeast	1,169,000	1,361,400	1,441,000	100%	23%

Tourist Arrivals in Southeast by Mode

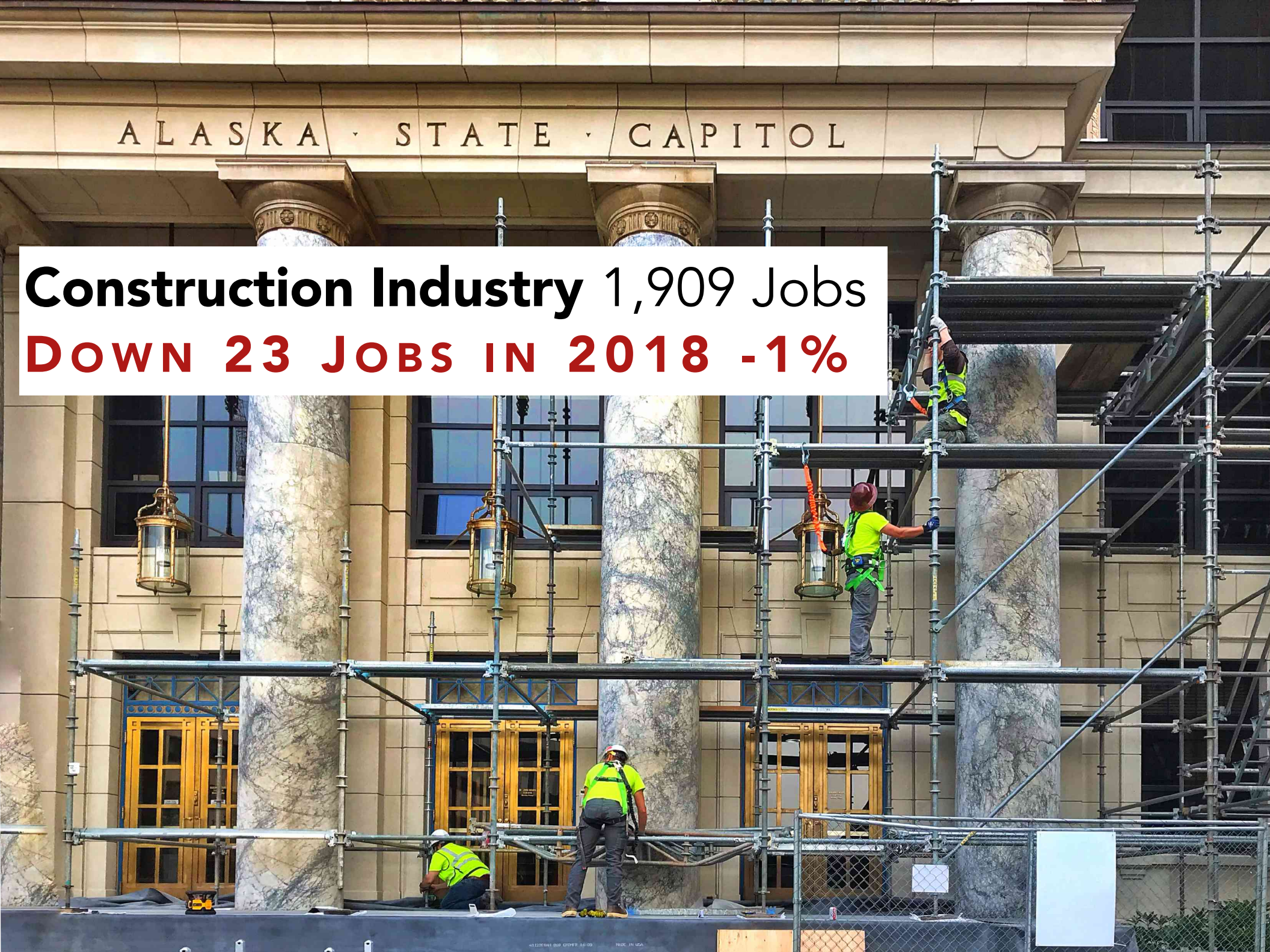


Top 10 Stories About the Southeast Economy

#3 Construction
is poised to
grow, thanks to
tourism

ALASKA · STATE · CAPITOL

Construction Industry 1,909 Jobs
DOWN 23 JOBS IN 2018 -1%



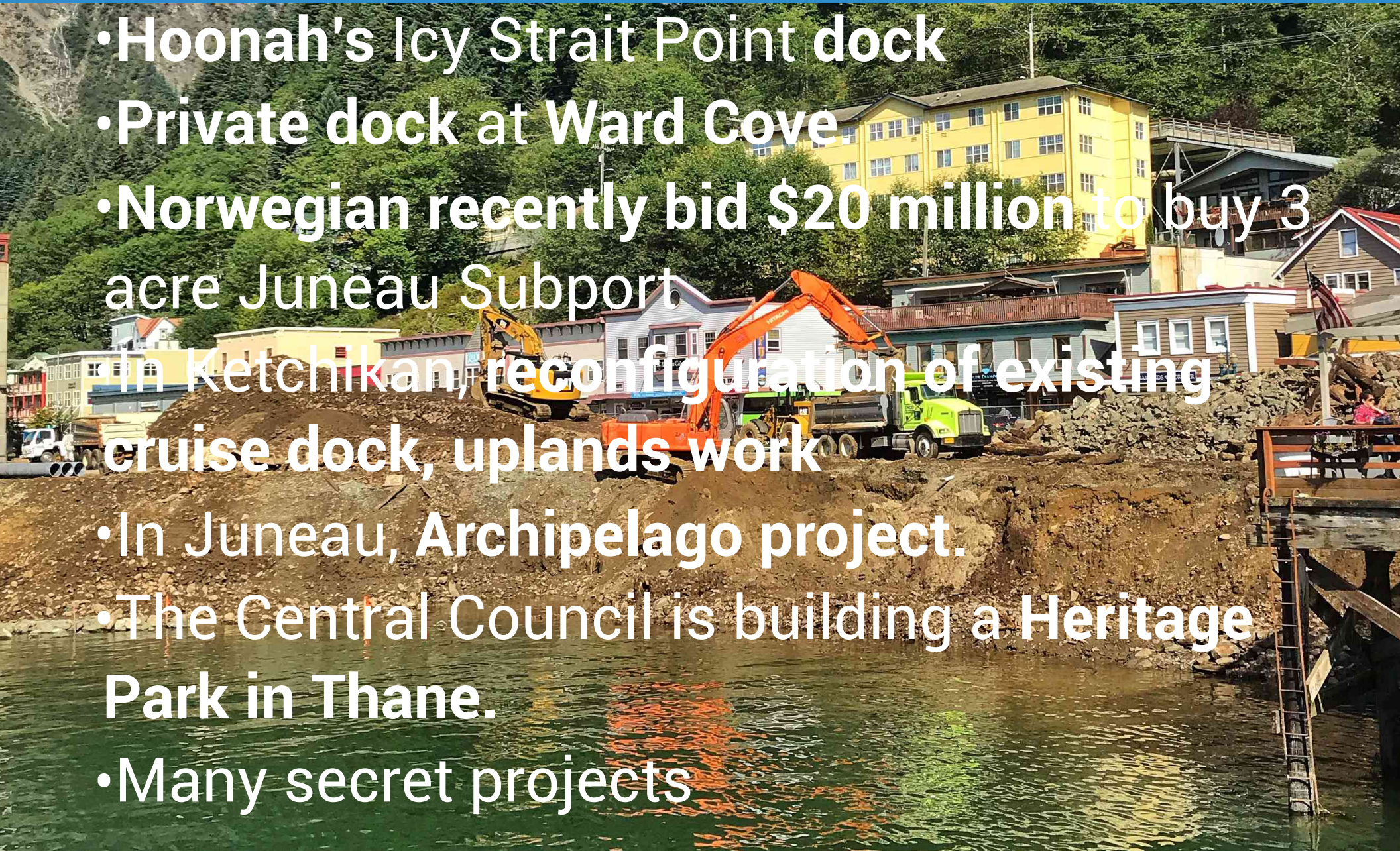
ALASKA · STATE · CAPITOL

LOWEST EMPLOYMENT SINCE 1992



Visitor Industry Potential **Construction** Projects

- Hoonah's Icy Strait Point dock
- Private dock at Ward Cove.
- Norwegian recently bid \$20 million to buy 3 acre Juneau Subport
- In Ketchikan, reconfiguration of existing cruise dock, uplands work
- In Juneau, Archipelago project.
- The Central Council is building a **Heritage Park** in Thane.
- Many secret projects

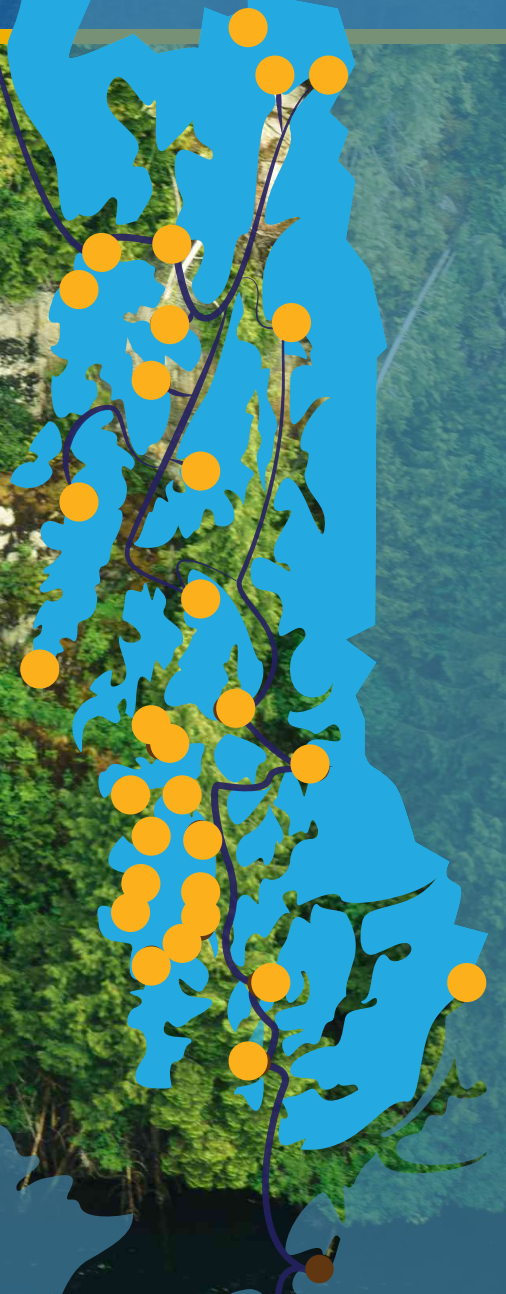


Visitor Industry Potential **Construction** Projects

- **Hoonah's Icy Strait Point dock**
- **Private dock at Ward Cove.**
- **Norwegian recently bid \$20 million to buy 3 acre Juneau Subport**
- **In Ketchikan, reconfiguration of existing cruise dock, uplands work**
- **In Juneau, Archipelago project.**
- **The Central Council is building a Cultural Immersion Park in Thane.**
- **SHI Arts Campus**

Top 10 Stories About the Southeast Economy

#4 State job
losses are
plateauing



GOVERNMENT -108 jobs

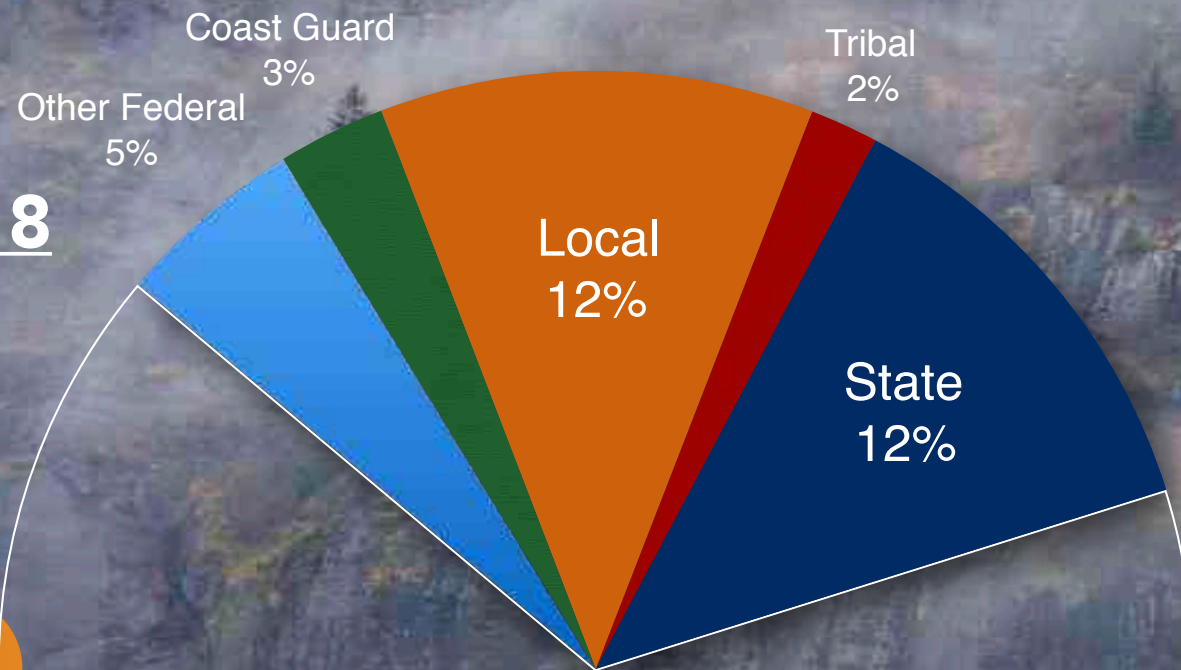
Government Jobs 2018

Local 5,266 Jobs **-84**

State 4,771 Jobs **-49**

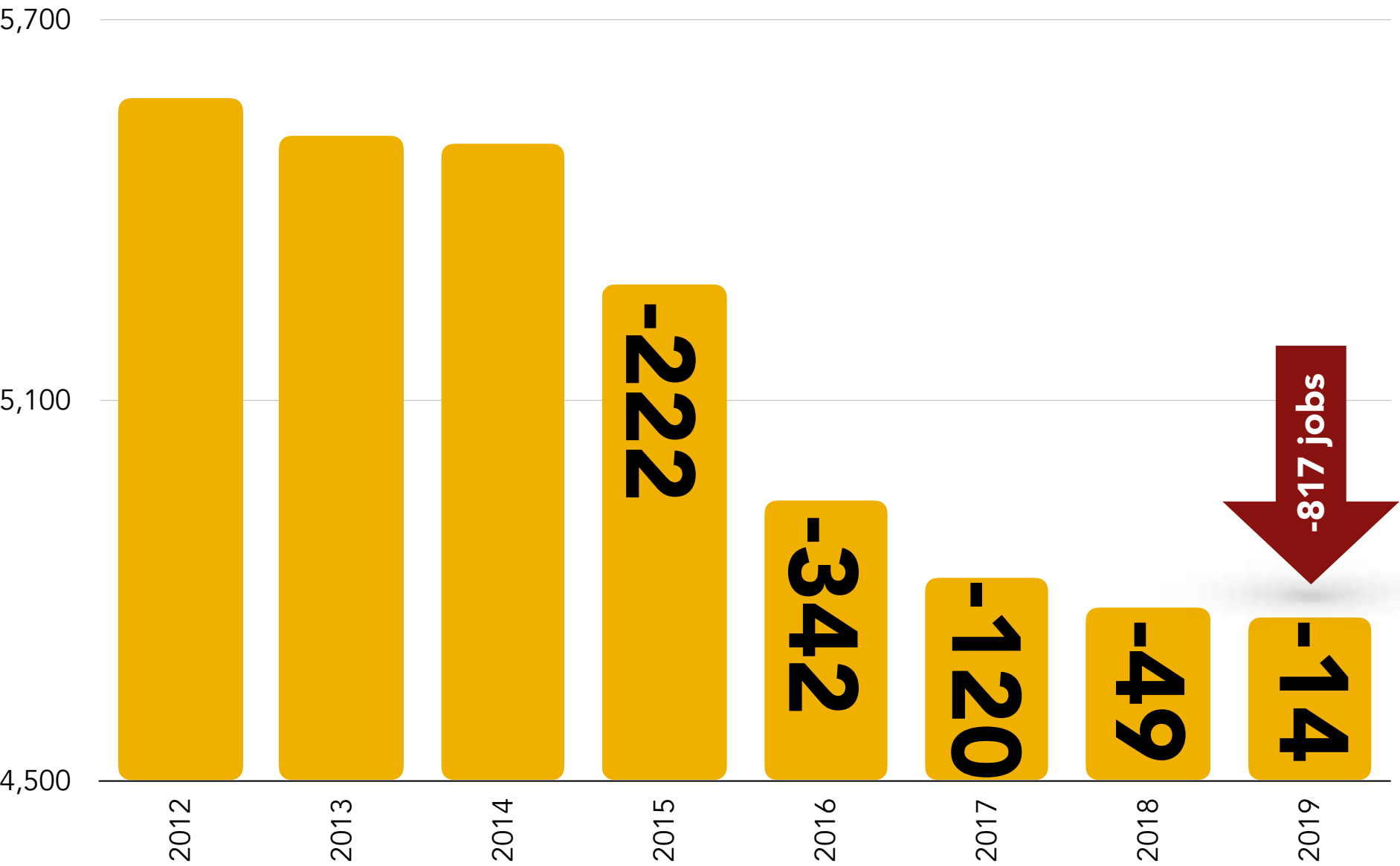
Federal 2,111 Jobs **+1**

Tribal 999 Jobs **+24**



Southeast State Jobs

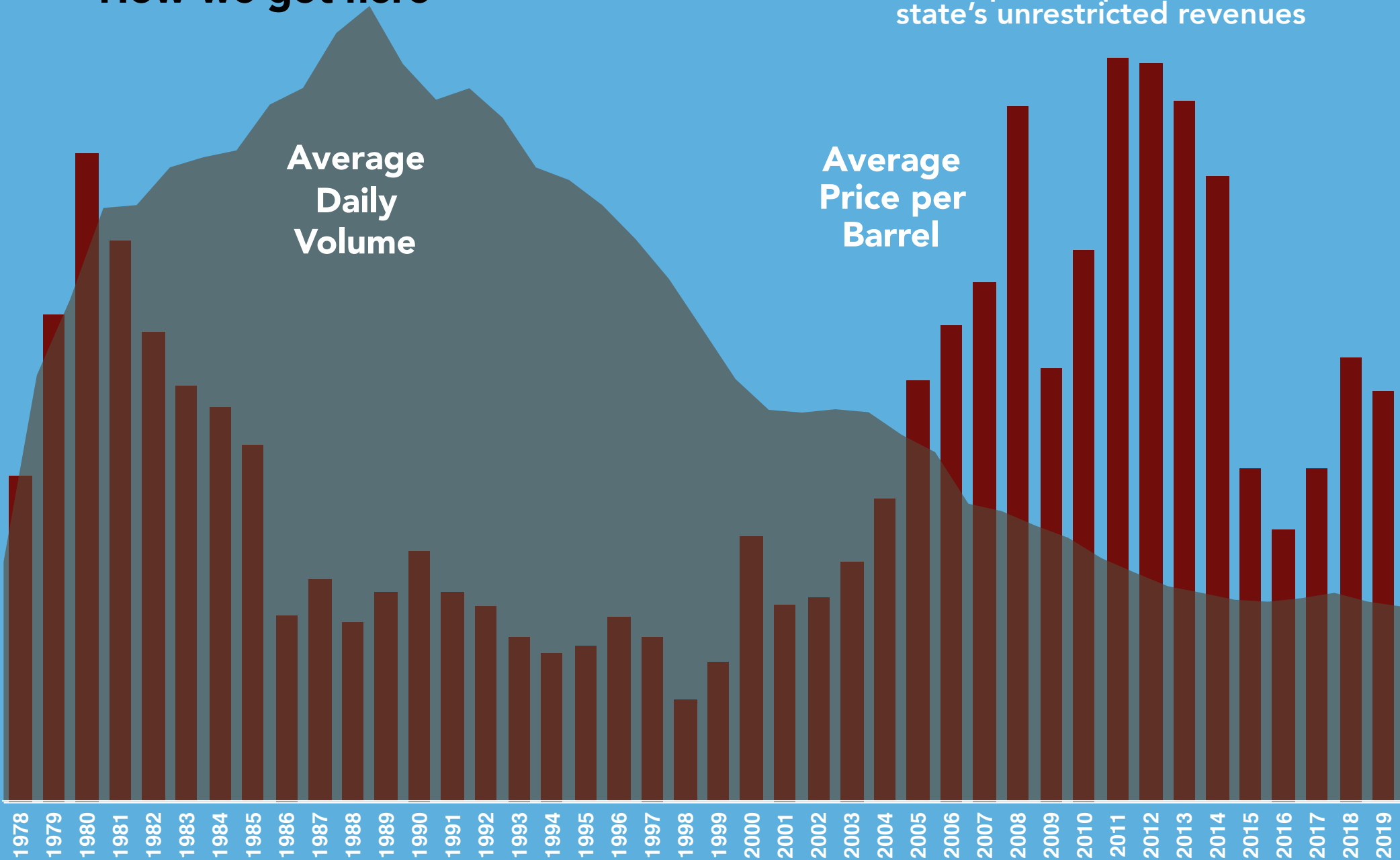
State jobs in the region are down for the 7th year in a row, for a total of 817 jobs lost since 2012, **a decline of 15%**



Avg. Daily Volume of the Trans Alaska Pipeline System and Inflation Adjusted Price Per Barrel, 1978-2019

How we got here

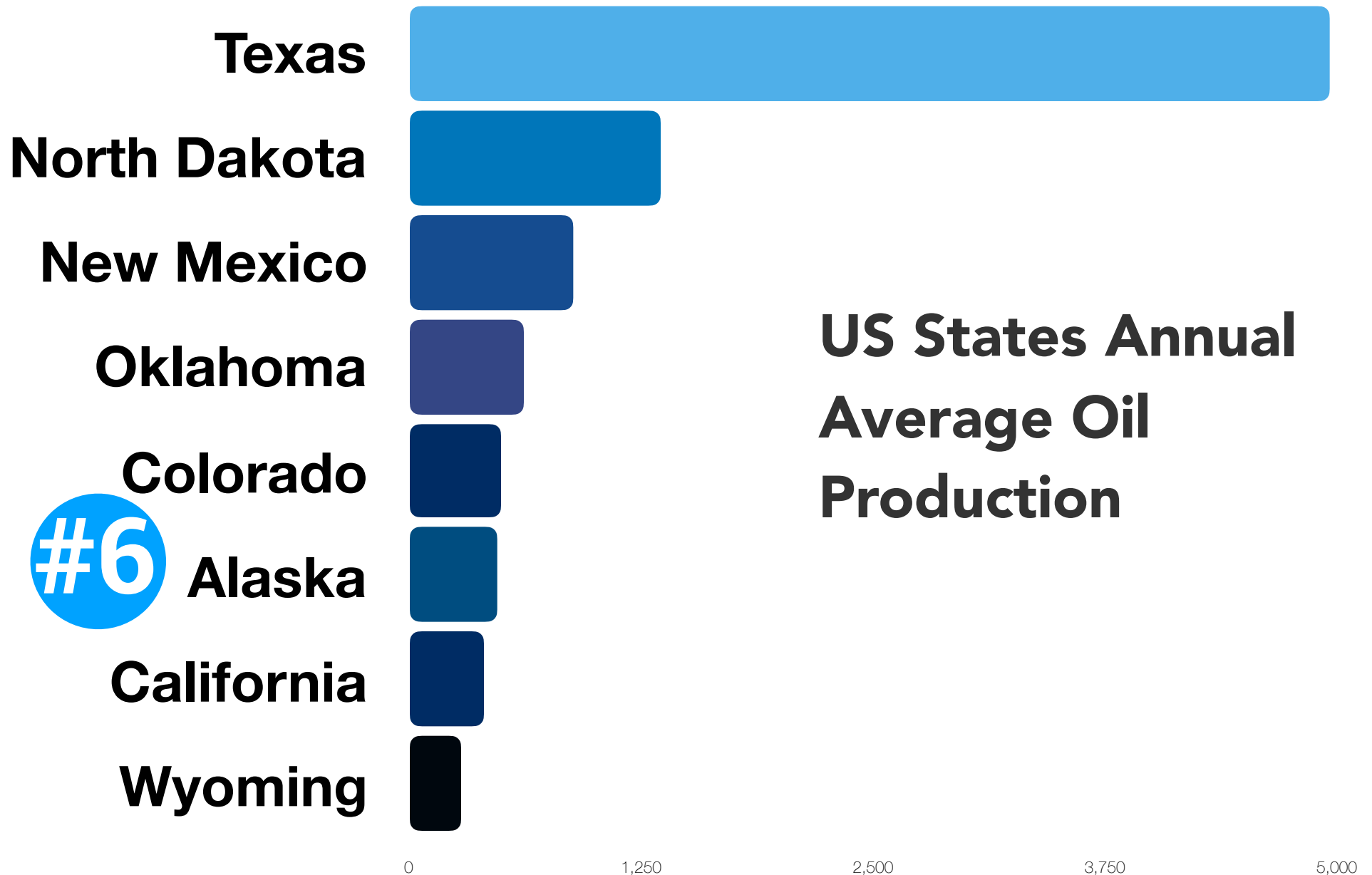
Oil revenues accounted for up to 90 percent of the state's unrestricted revenues



Changing Fiscal Structure

Alaska is now
USA's **6th-**
largest oil-
producing state

Changing Fiscal Structure



Changing Fiscal Structure

The permanent fund is now more important to the state budget than the oil industry, and all other taxes combined.

Top 10 Stories About the Southeast Economy

#5 Seafood
is having a
series of bad
years



Seafood Down 700 JOBS IN 4 YEARS



Seafood 3,711 Jobs

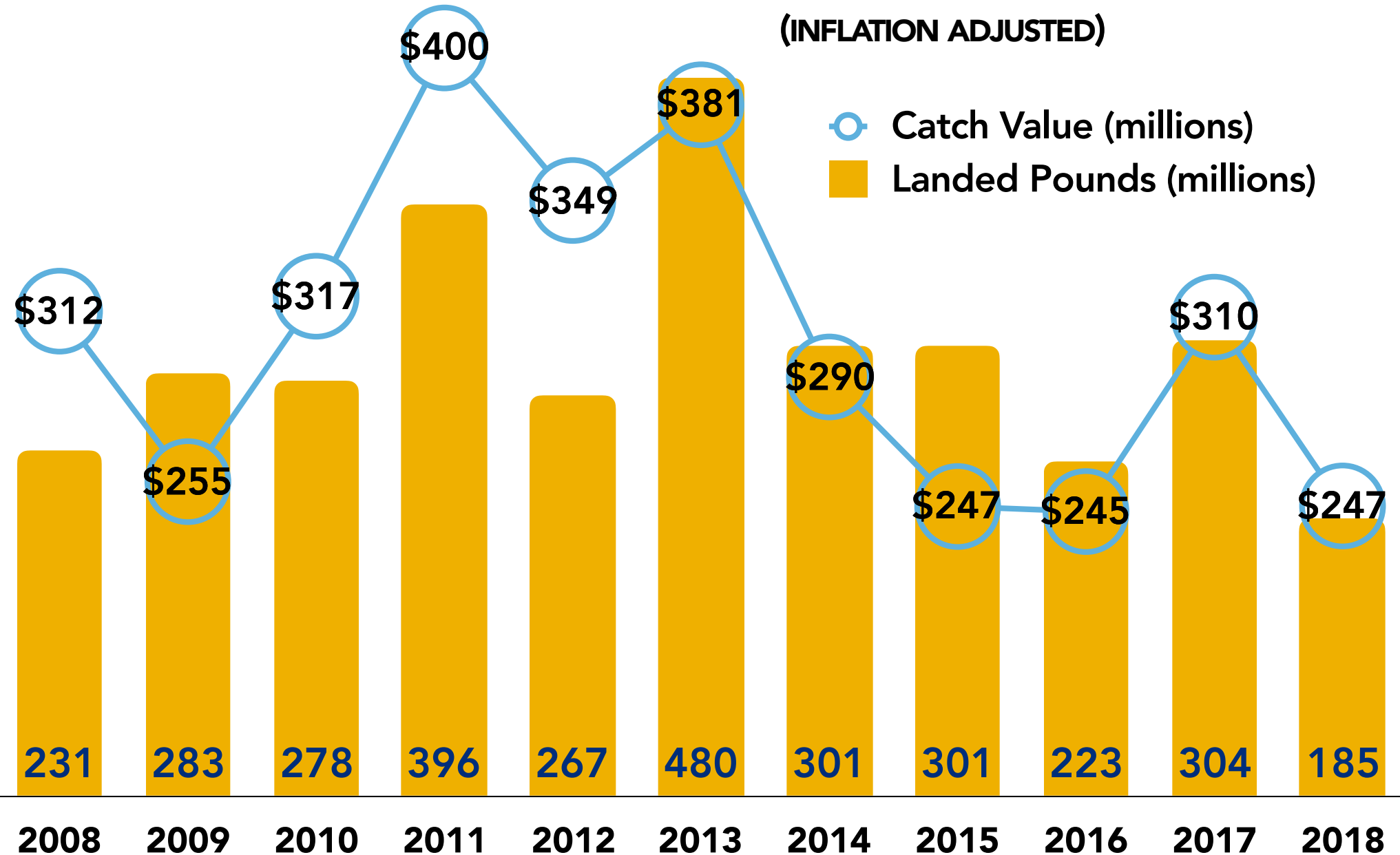
DOWN 118 JOBS IN 2018



Seafood

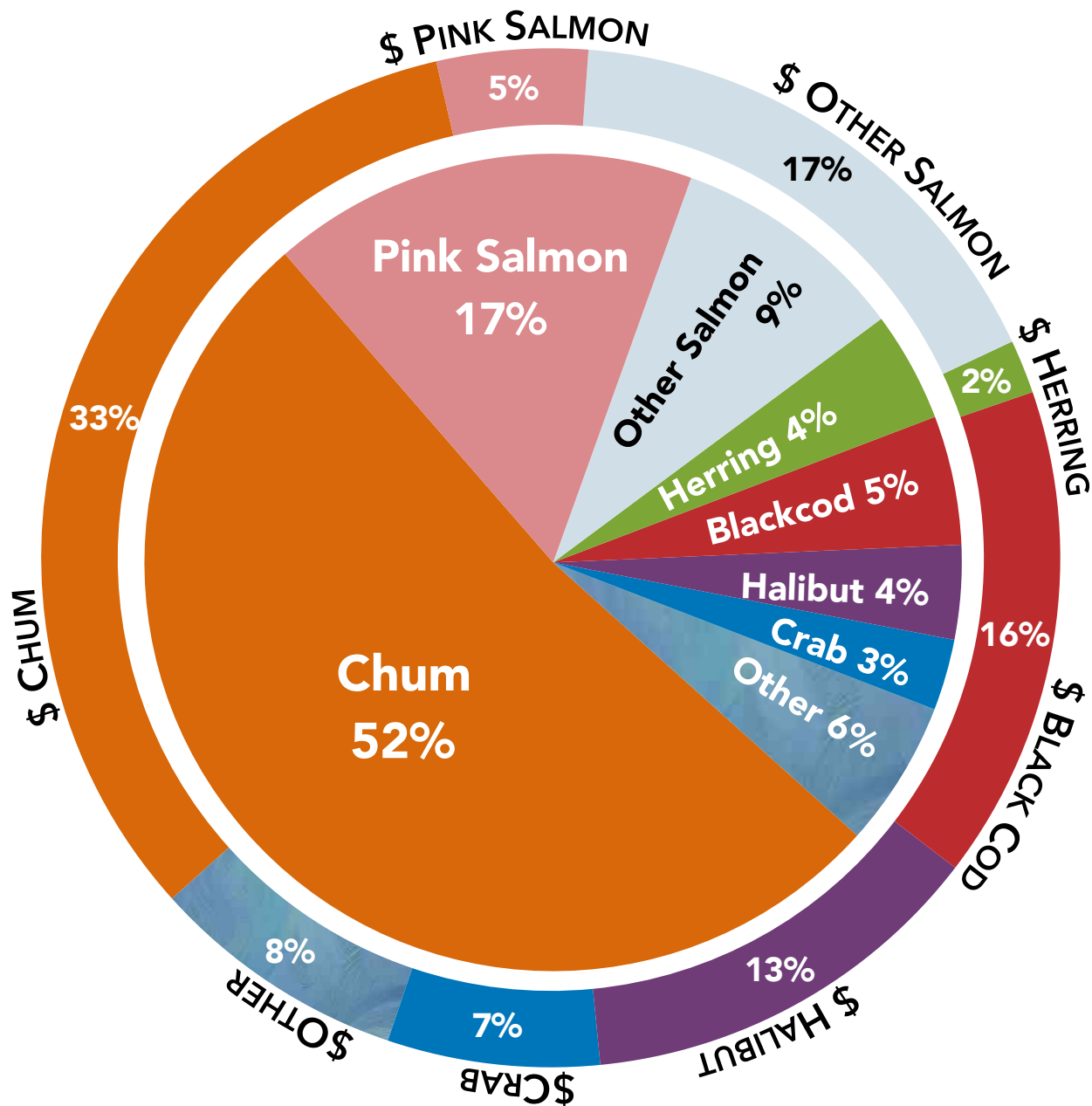
VALUE & POUNDS OF SEAFOOD LANDED SOUTHEAST ALASKA 2008 TO 2018

(INFLATION ADJUSTED)



SEAFOOD LANDED IN SE ALASKA BY SPECIES, 2018

Outer ring = % of harvest by DOLLAR value: \$247 million
Inner pie = % of harvest by POUNDS landed: 185 million pounds



Top 10 Stories About the Southeast Economy

#6 We need
more health
care workers



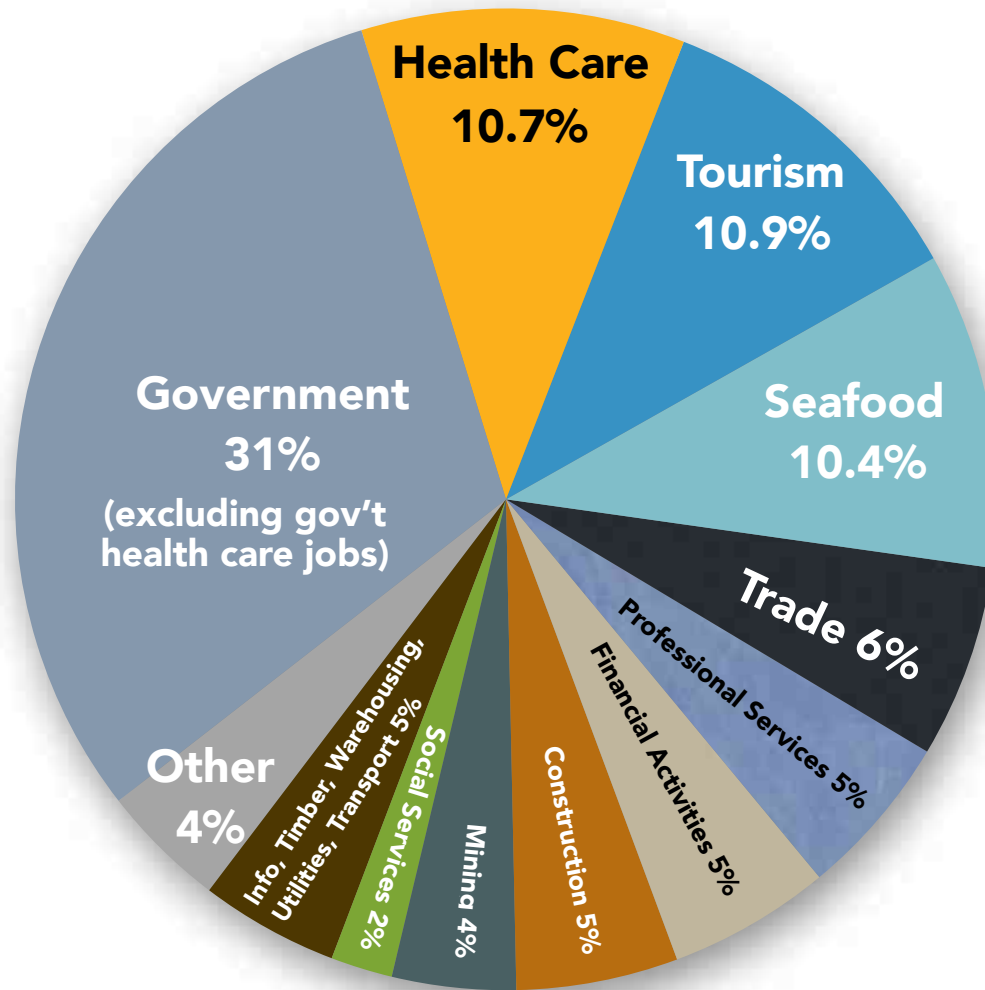
Health Care

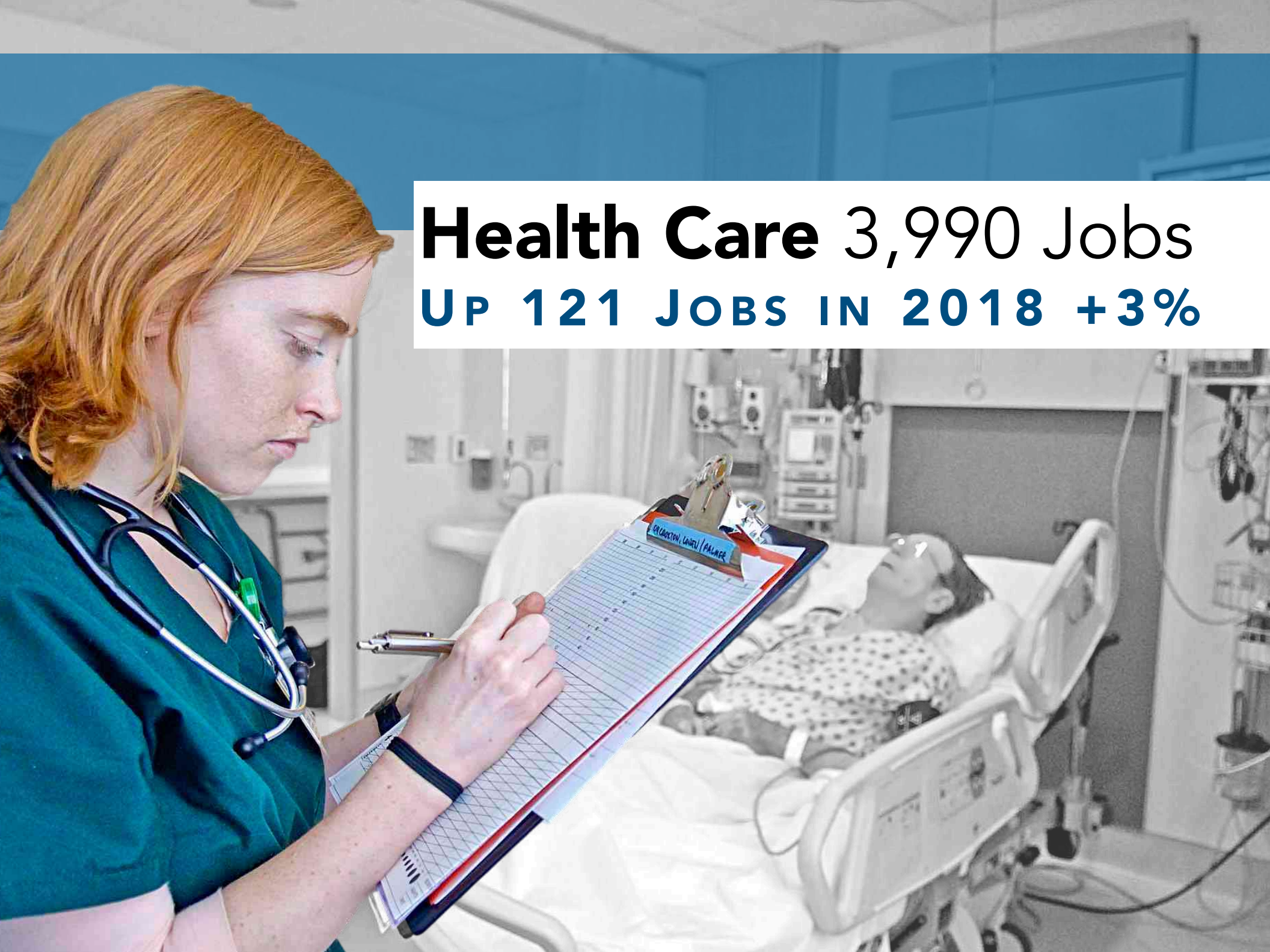
**UP 500 JOBS AND
\$50 MILLION IN WAGES
IN 4 YEARS**



Southeast Health Care Earnings

Southeast Alaska Wages 2018





Health Care 3,990 Jobs
UP 121 JOBS IN 2018 +3%

Southeast Alaska Health Care Workforce Analysis

September 2019



Prepared by
Rain Coast Data



ALASKA STATE HOSPITAL &
NURSING HOME ASSOCIATION

Bartlett
Regional Hospital



SEARHC
SOUTHEAST ALASKA REGIONAL HEALTH CONSORTIUM

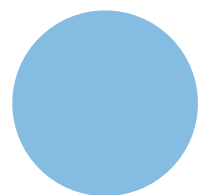


UAA College of Health
UNIVERSITY of ALASKA ANCHORAGE

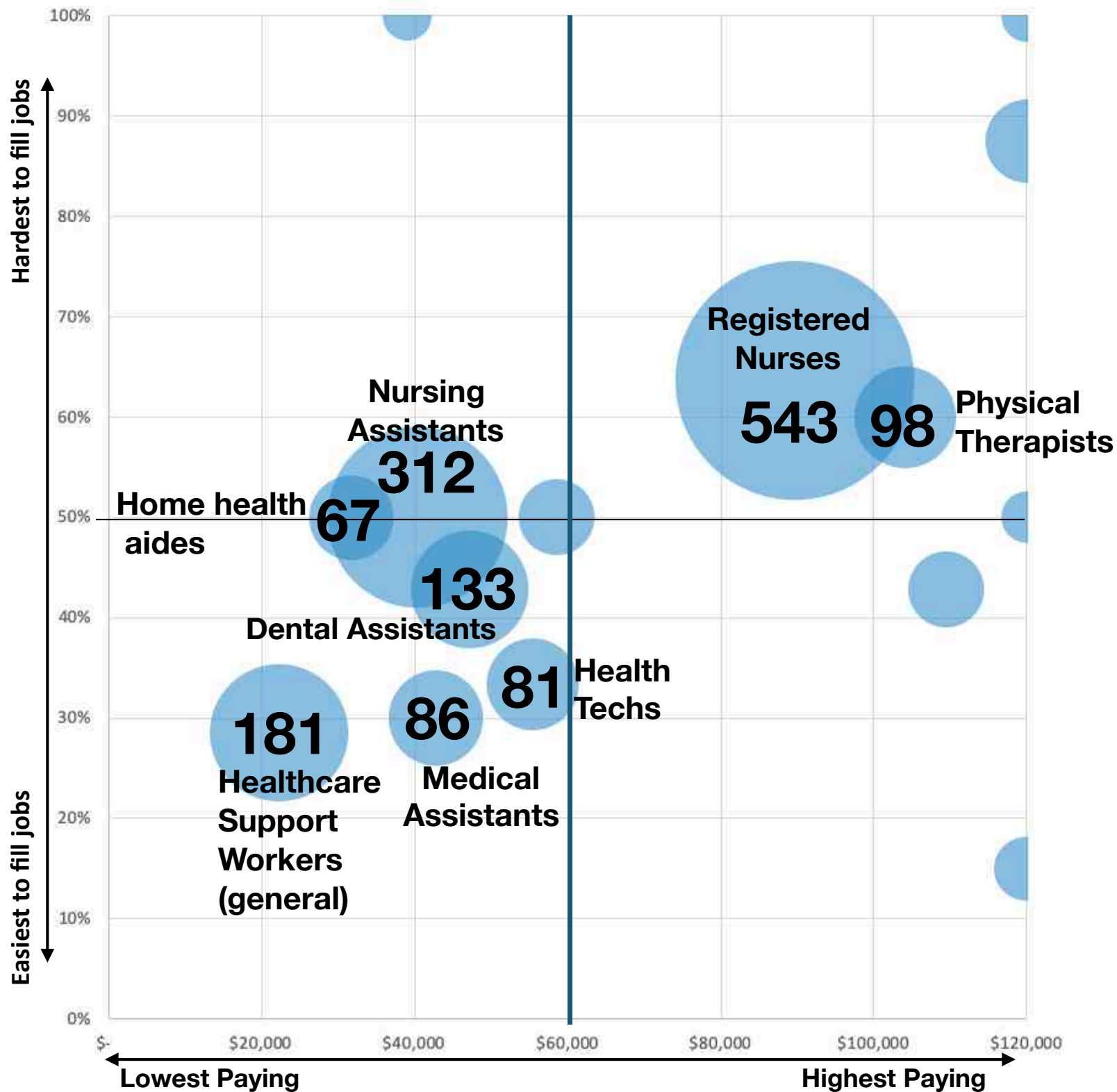


UNIVERSITY
of ALASKA
SOUTHEAST

Graphic of Health Care Workforce 5 Year Development Needs



Size of bubble = total workers needed over the next 5 years to account for worker churn and job growth



Best/Least Effective Recruitment Strategies



PRIMARY **RETENTION & TURNOVER** FACTORS

The high quality of life, being from Alaska, and access to recreation keep people at their health care jobs in Southeast Alaska.

#1. Overall quality of life

#2. Originally from AK

#3. Recreation

#4. Local arts & culture

#17. Cost of housing

#18. Isolation

#19. Lack of childcare

#20. Cost of living

The high cost of living, lack of childcare, and relative isolation are the primary reasons health care workers quit their jobs. Housing costs and lack of availability also key factors.

Key to Retention

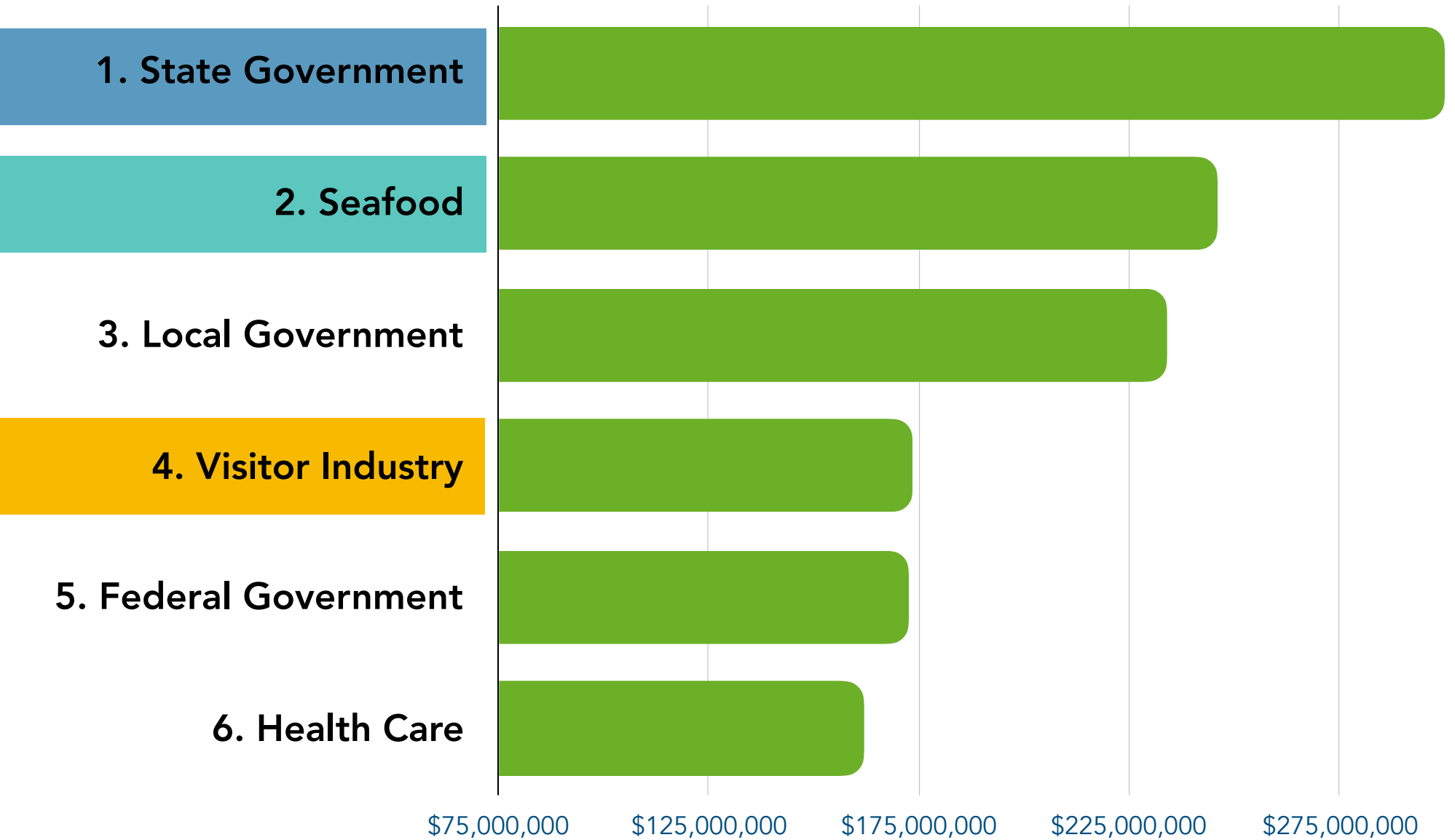
Key to Turnover

Top 10 Stories About the Southeast Economy

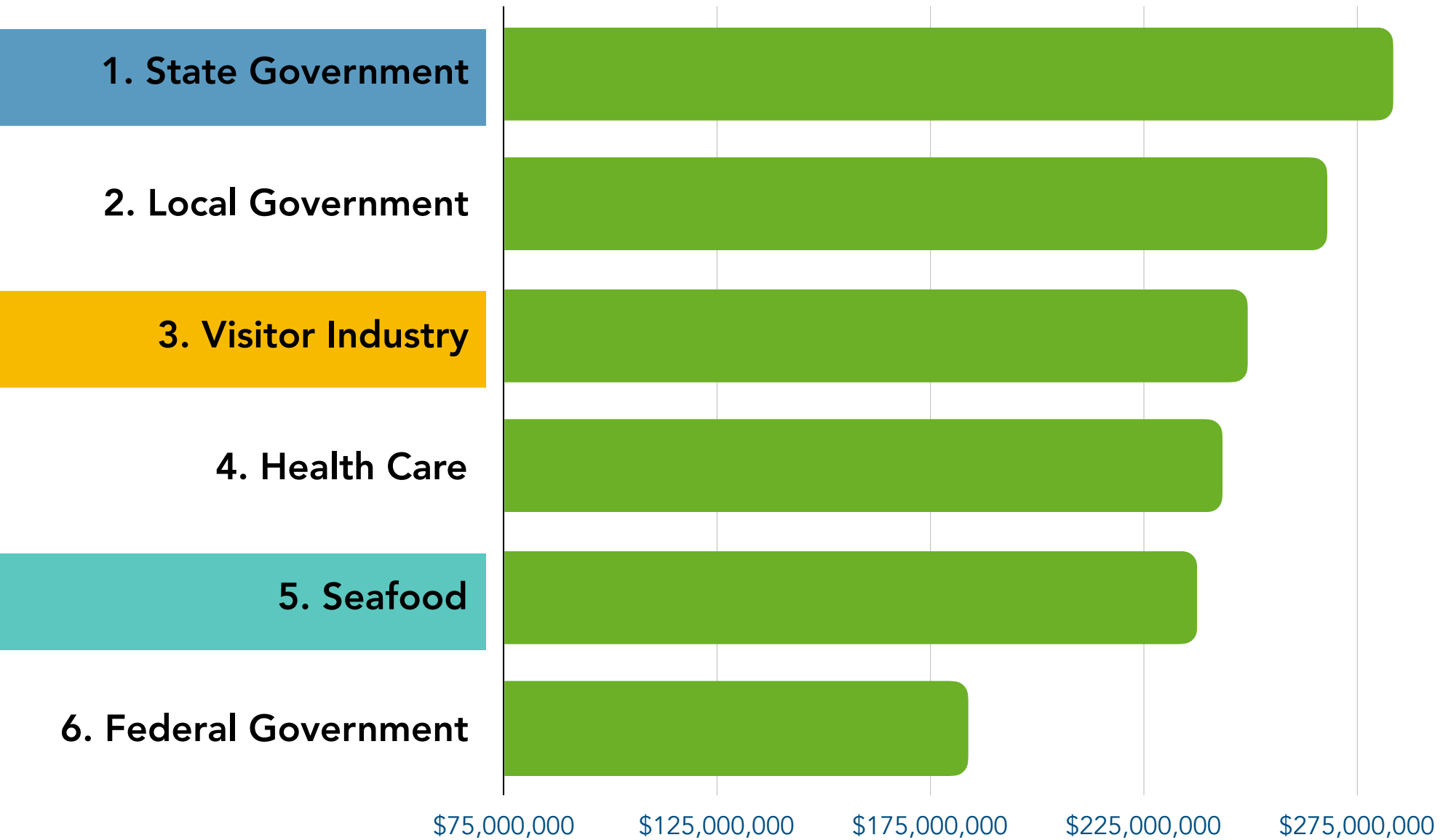
#7 Our top
economic
sectors are
shifting



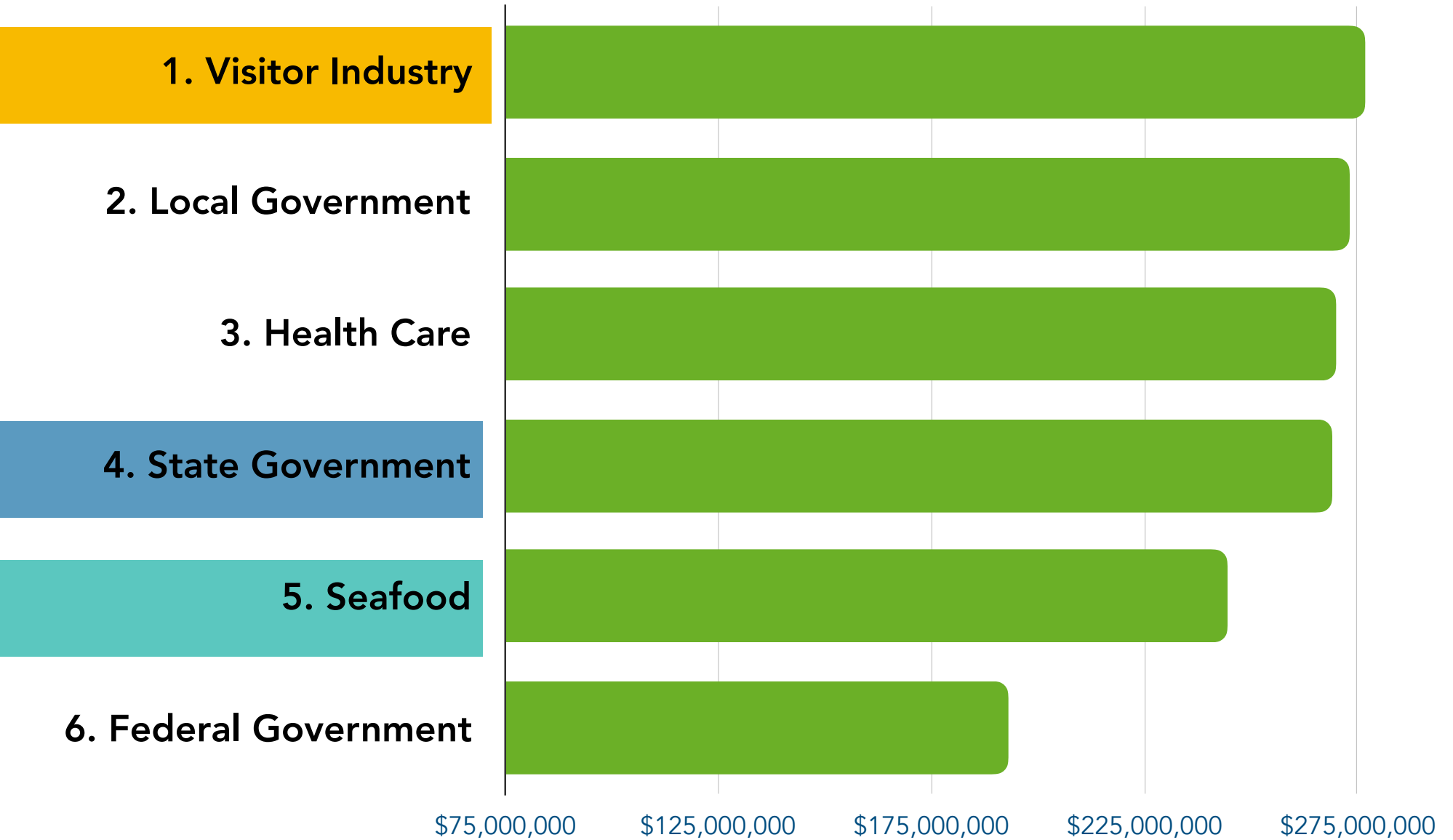
■ 2012 Wages



■ 2018 Wages



■ 2020 Outlook



Top 10 Stories About the Southeast Economy

#8 Most
industries
are flat





Fishing & Seafood Processing
Jobs: 3,711
-20%



Marine Tourism
Jobs: 1,258
+68%



US Coast Guard
Jobs: 793
+5%



Marine Transportation
Jobs: 367
-5%



Ship Building, Repair, Marinas
Jobs: 326
+73%



Marine-Related Construction
Jobs: 21
-75%

Maritime 6,273 Jobs
DOWN 2 JOBS IN 2018



Mining 889 Jobs
UP 3 JOBS IN 2018

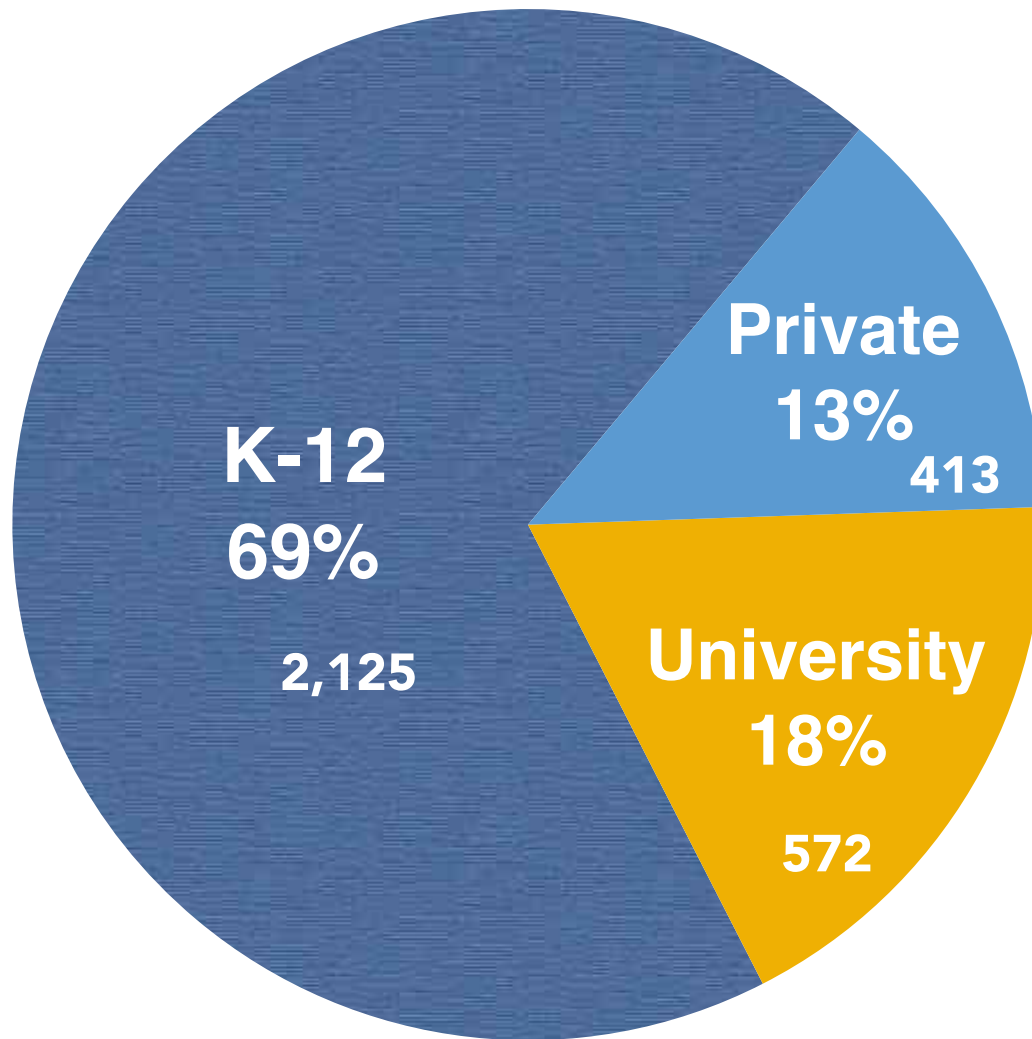


Timber 337 Jobs
DOWN 17 JOBS IN 2018

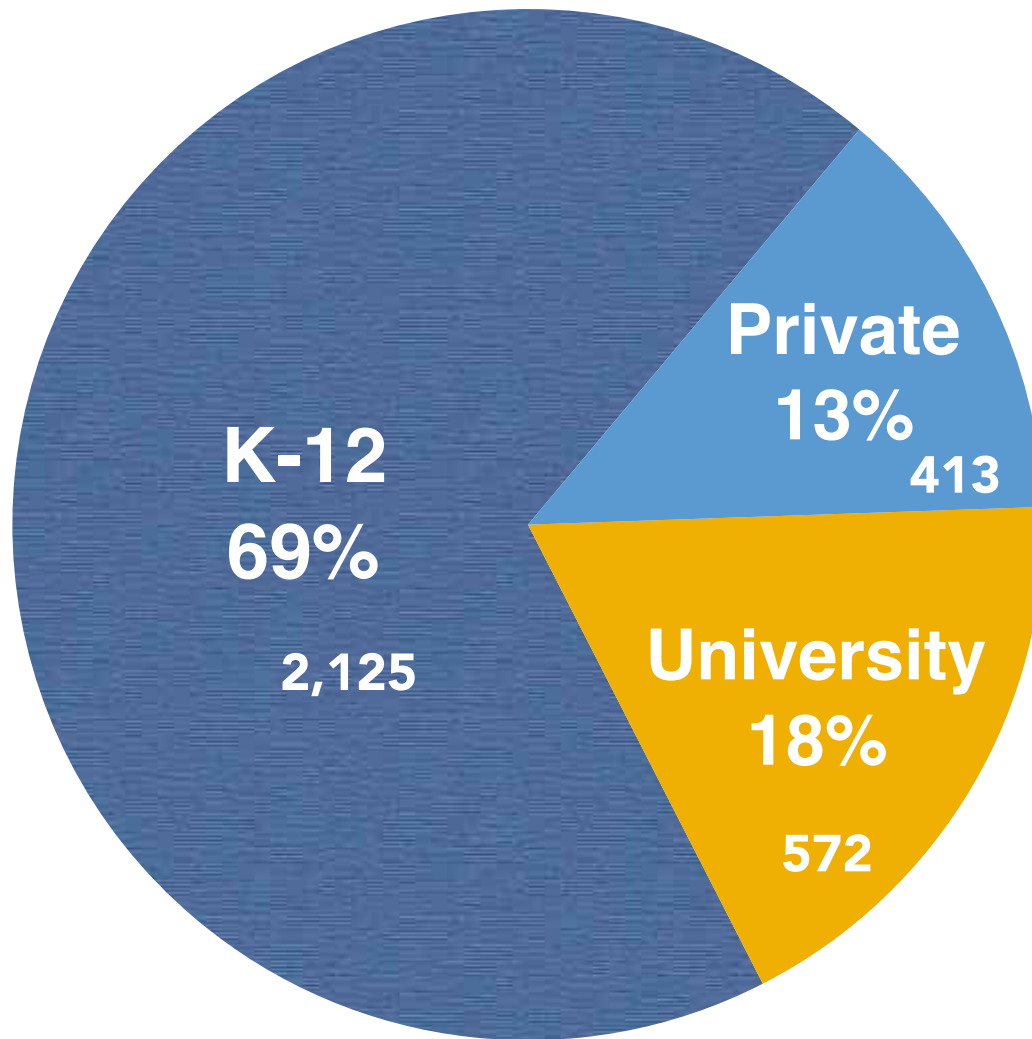


Education 3,096 Jobs
UP 14 JOBS IN 2018 +0%

Distribution of 3,096 Southeast Education Jobs



Distribution of 3,096 Southeast Education Jobs



Education jobs are primarily in the public sector, and 20% of all government jobs are in education

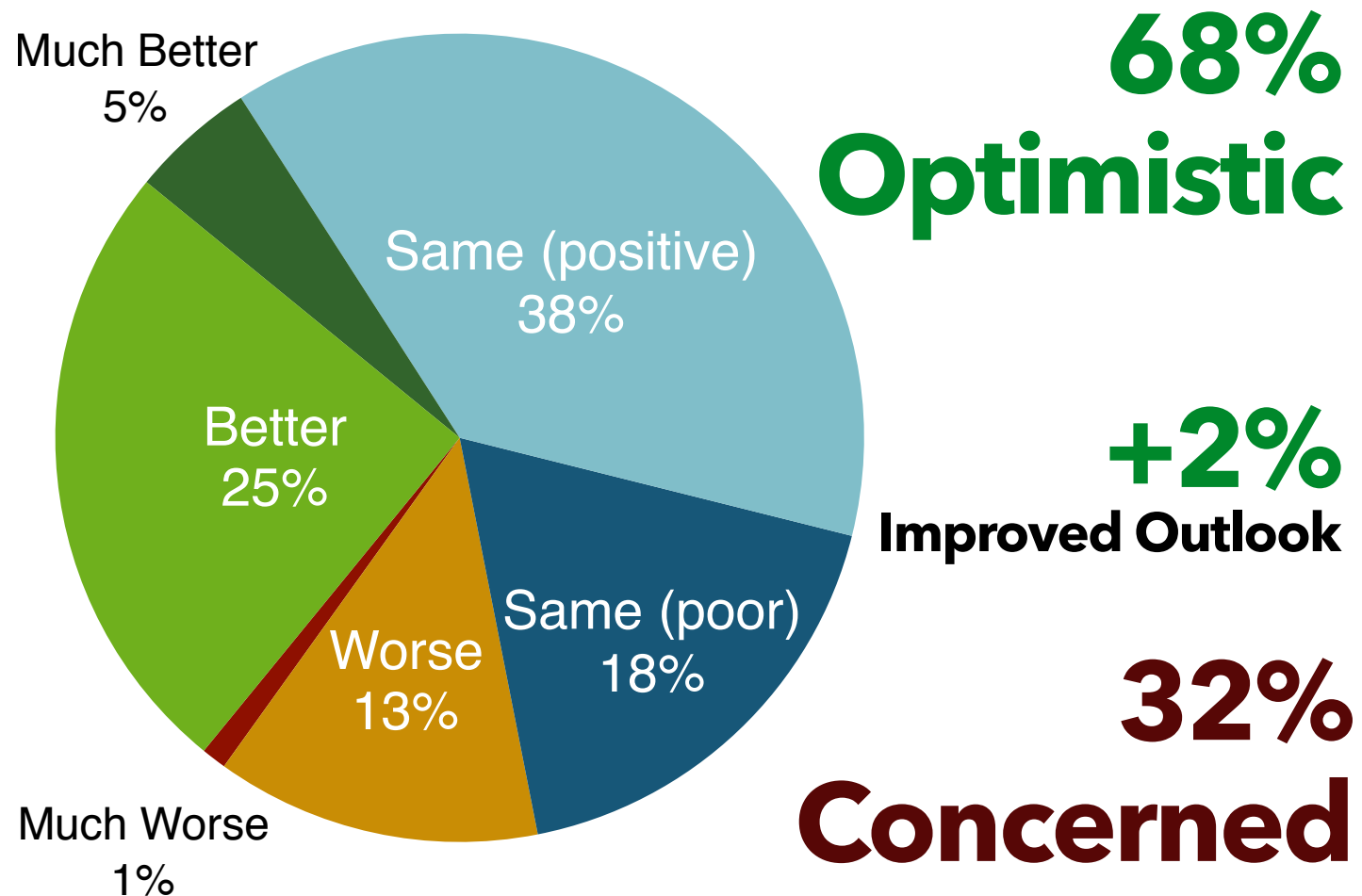
Top 10 Stories About the Southeast Economy

#9 Business
leaders are
slightly more
optimistic



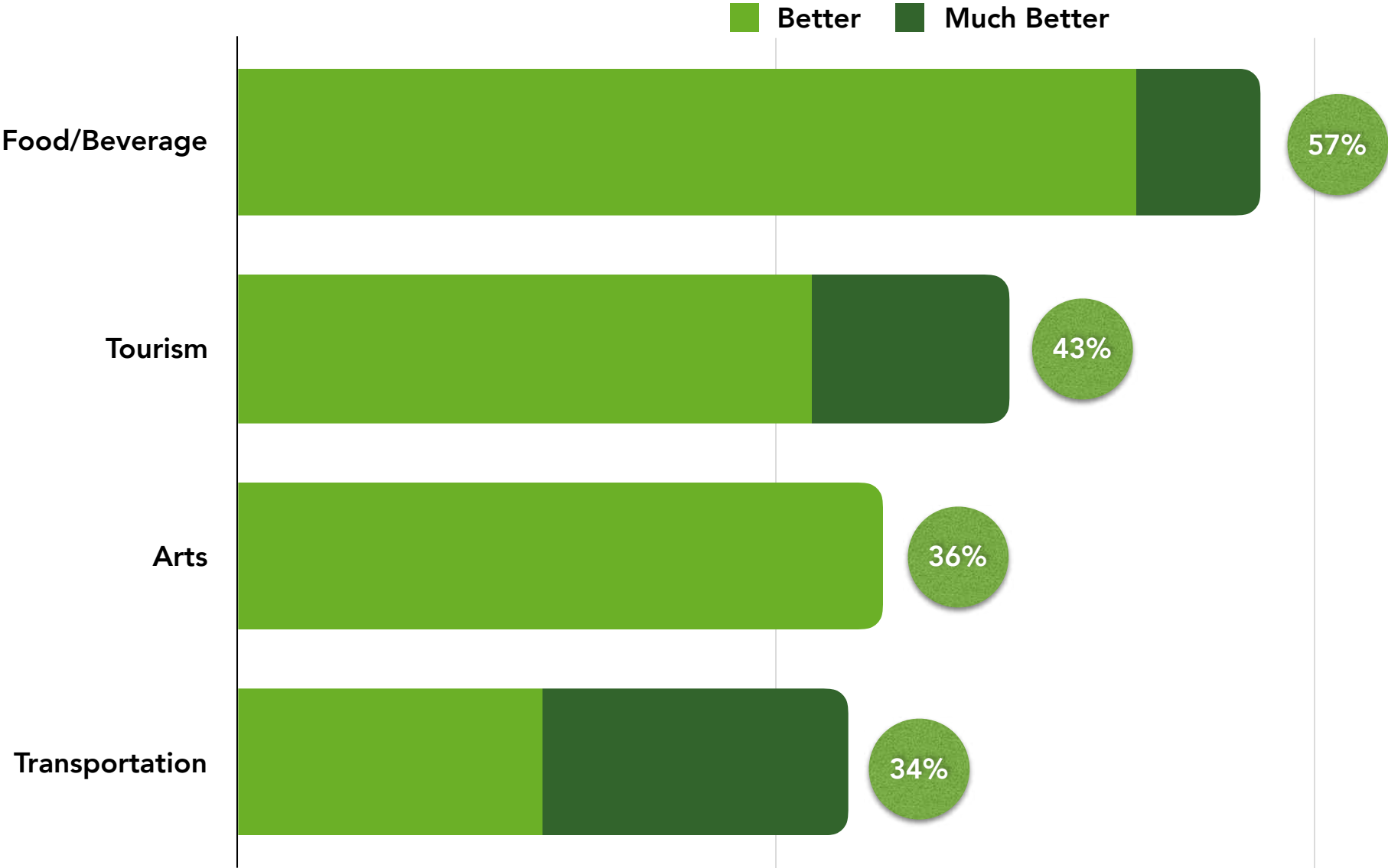
SOUTHEAST **ECONOMIC OUTLOOK** SURVEY

“What is the economic outlook for your business or industry over the next year (compared to the previous year)?”



What is the economic outlook for your business or industry compared to last year?

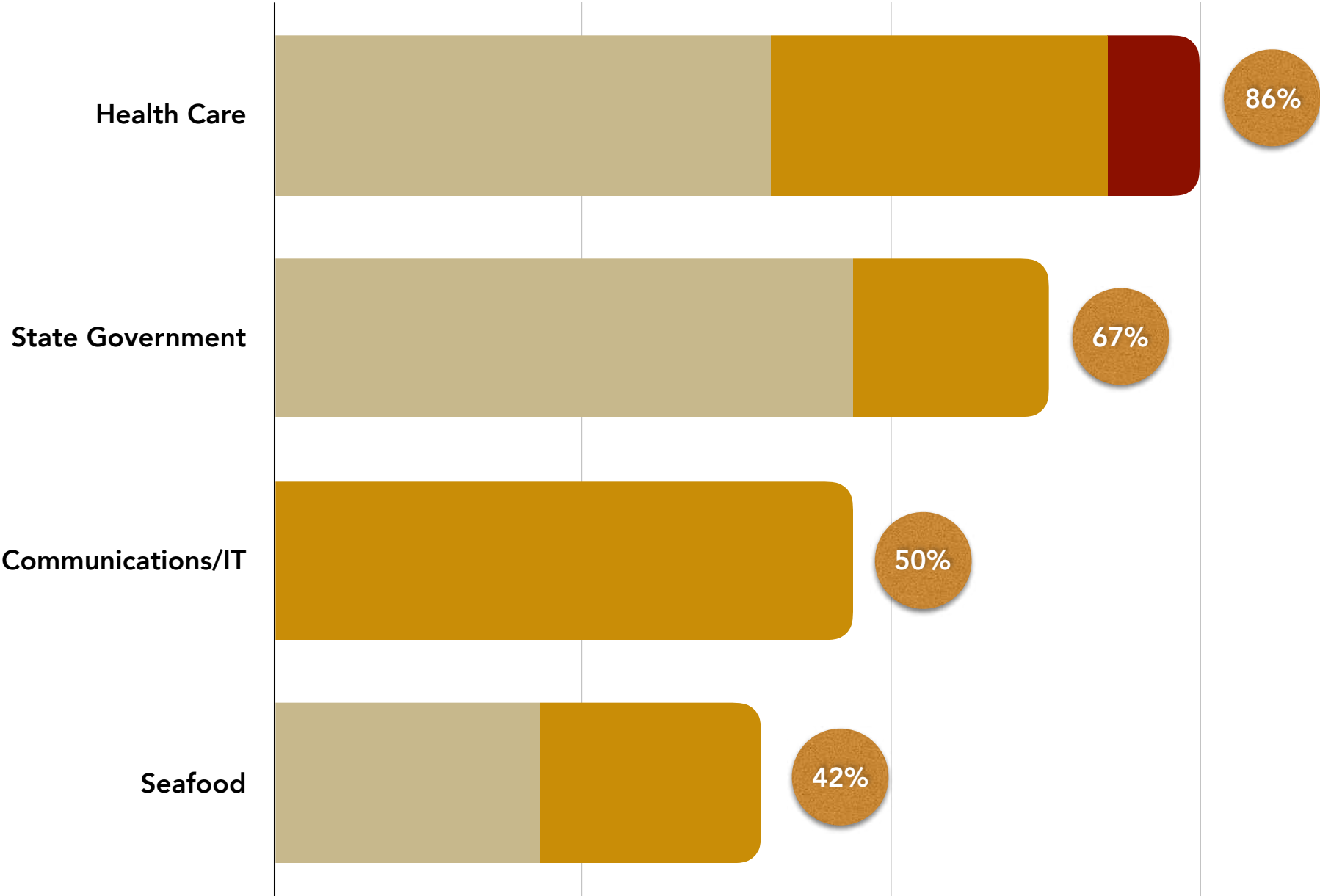
By Industry



What is the economic outlook for your business or industry compared to last year?

By Industry

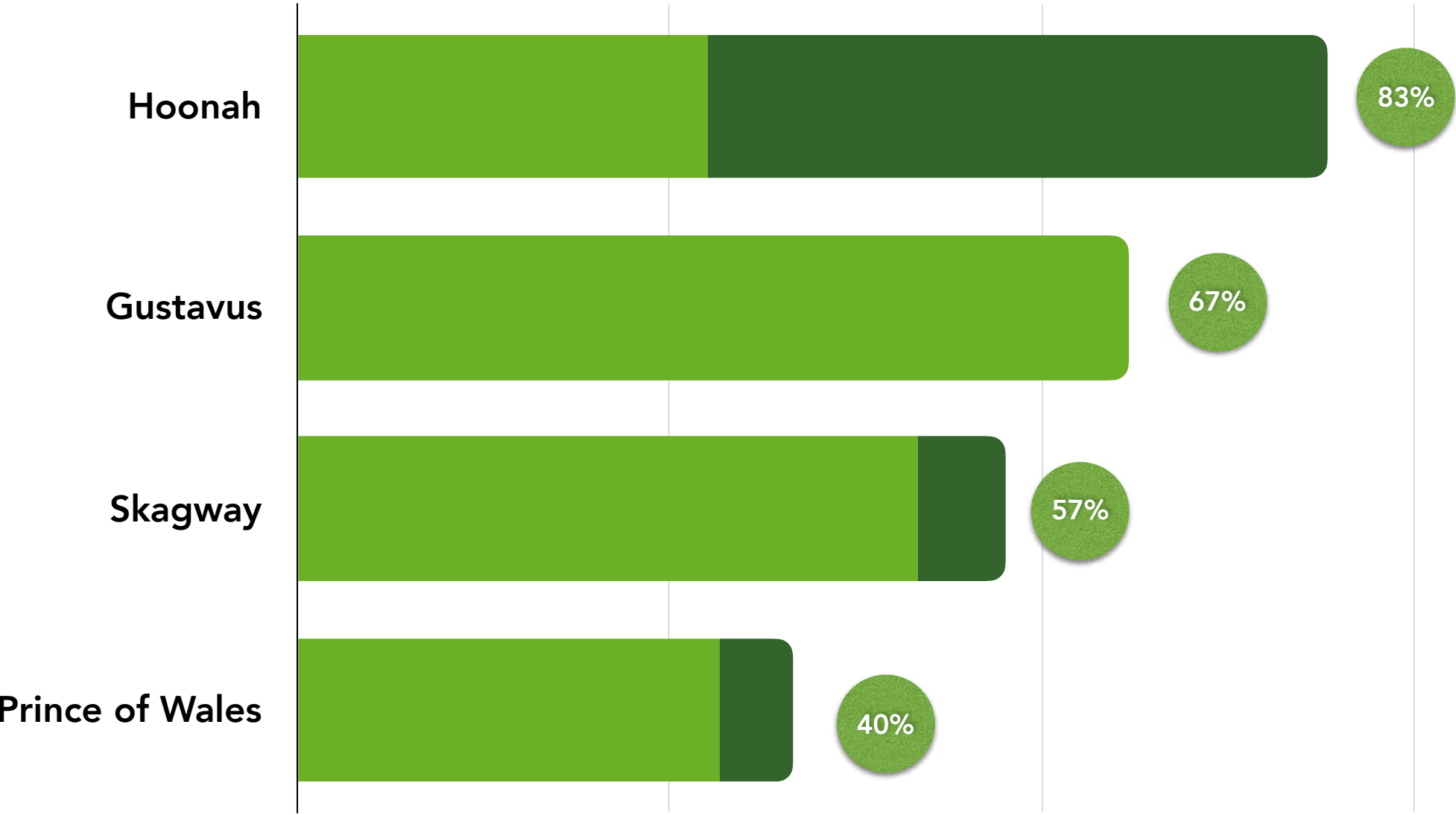
Same (poor) Worse Much Worse



What is the economic outlook for your business or industry compared to last year?

By Community

Better Much Better



What is the economic outlook for your business or industry compared to last year?

By Community

Same (poor) Worse Much Worse

Petersburg



Wrangell



Ketchikan

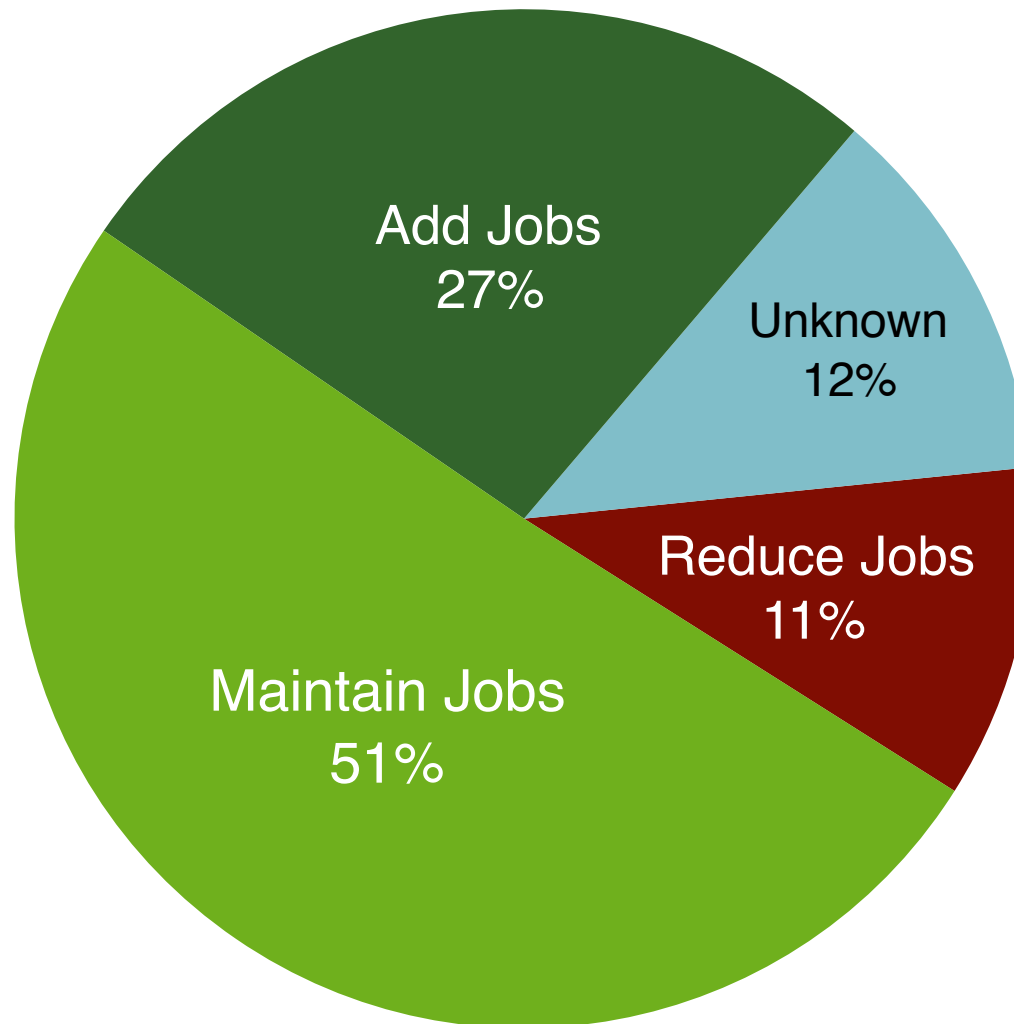


Juneau



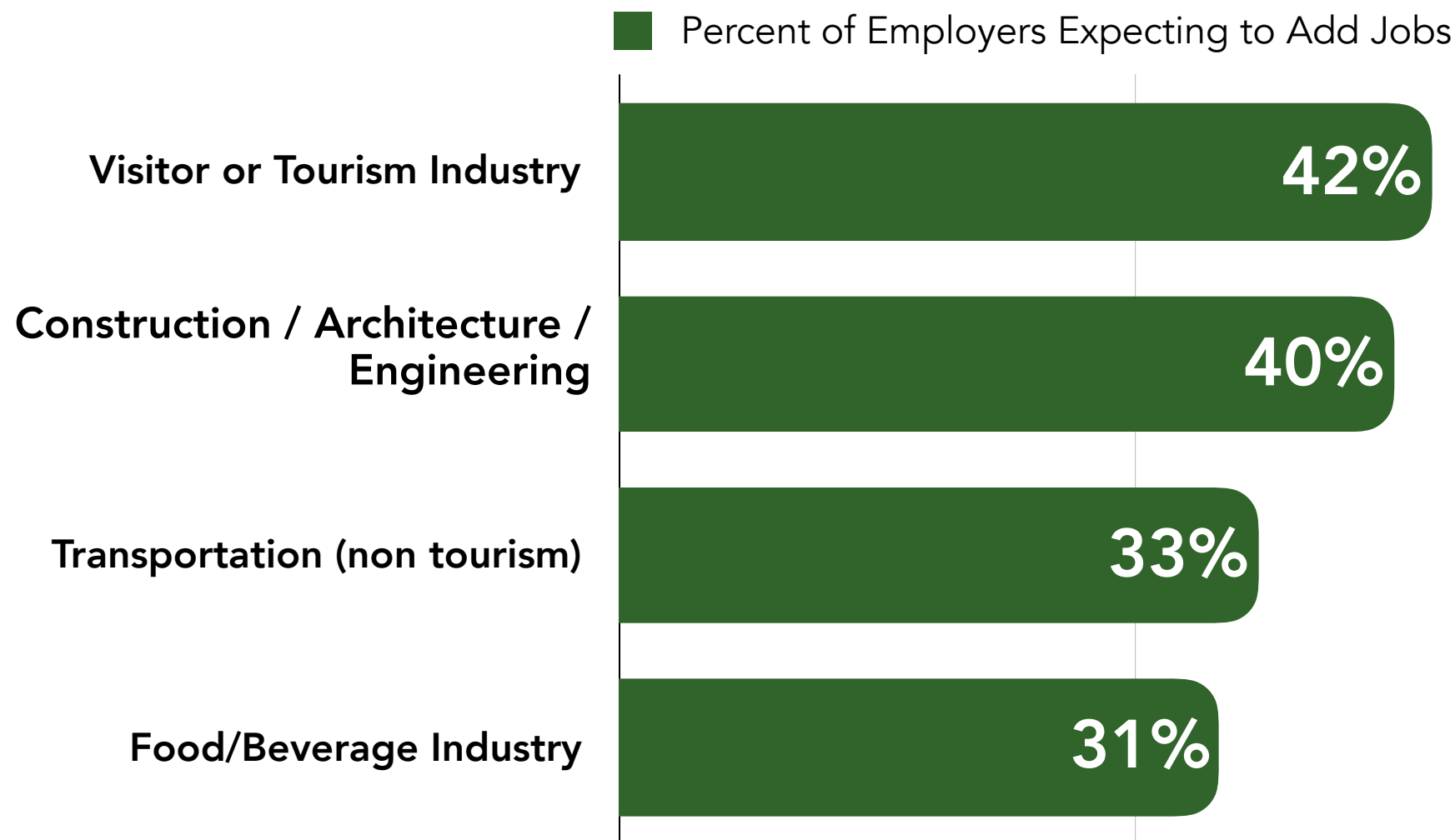
Adding Jobs in 2019 and 2020

Over the next year, do you expect your organization to add jobs, maintain jobs, reduce jobs, or are you unsure?



Adding Jobs in 2019 and 2020

Over the next year, do you expect your organization to add jobs, maintain jobs, reduce jobs, or are you unsure?



Top 10 Stories About the Southeast Economy

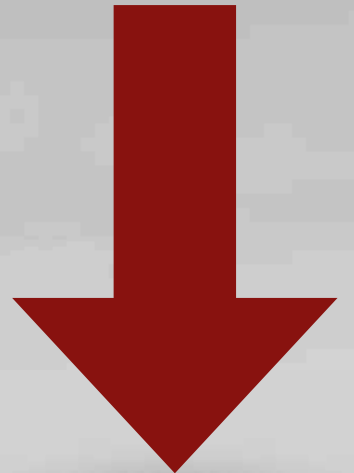
10 Deep Economic and **Political** Uncertainty



Tariffs



Trade War With China



Alaska Drought

Southeast



DRY



MODERATE



SEVERE



EXTREME



EXCEPTIONAL

Drought

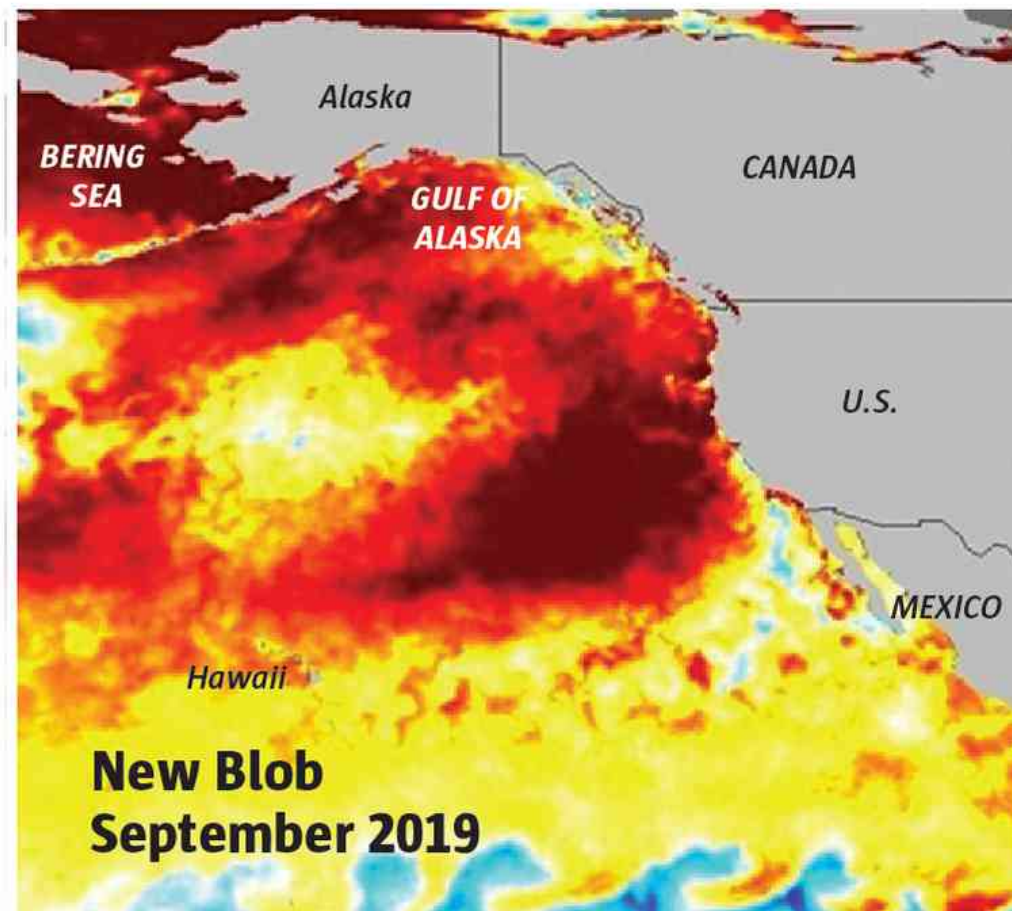
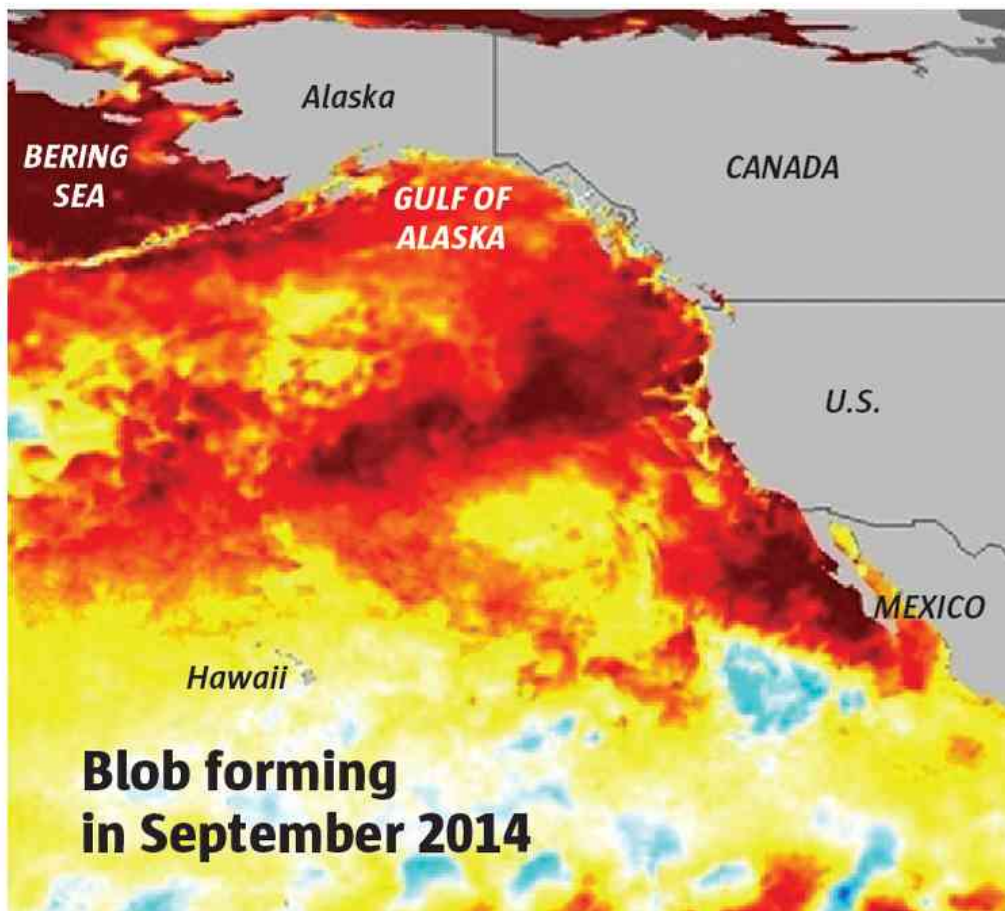
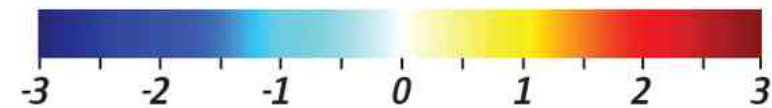


The Blob

New marine heat wave forms off West Coast

A similar event began to take shape in 2014, resulting in dire conditions for sea life including salmon. It's not yet known whether the warm conditions this year will continue or dissipate.

Sea surface temperature anomaly
(in degrees Celsius)



-\$1.6 Billion

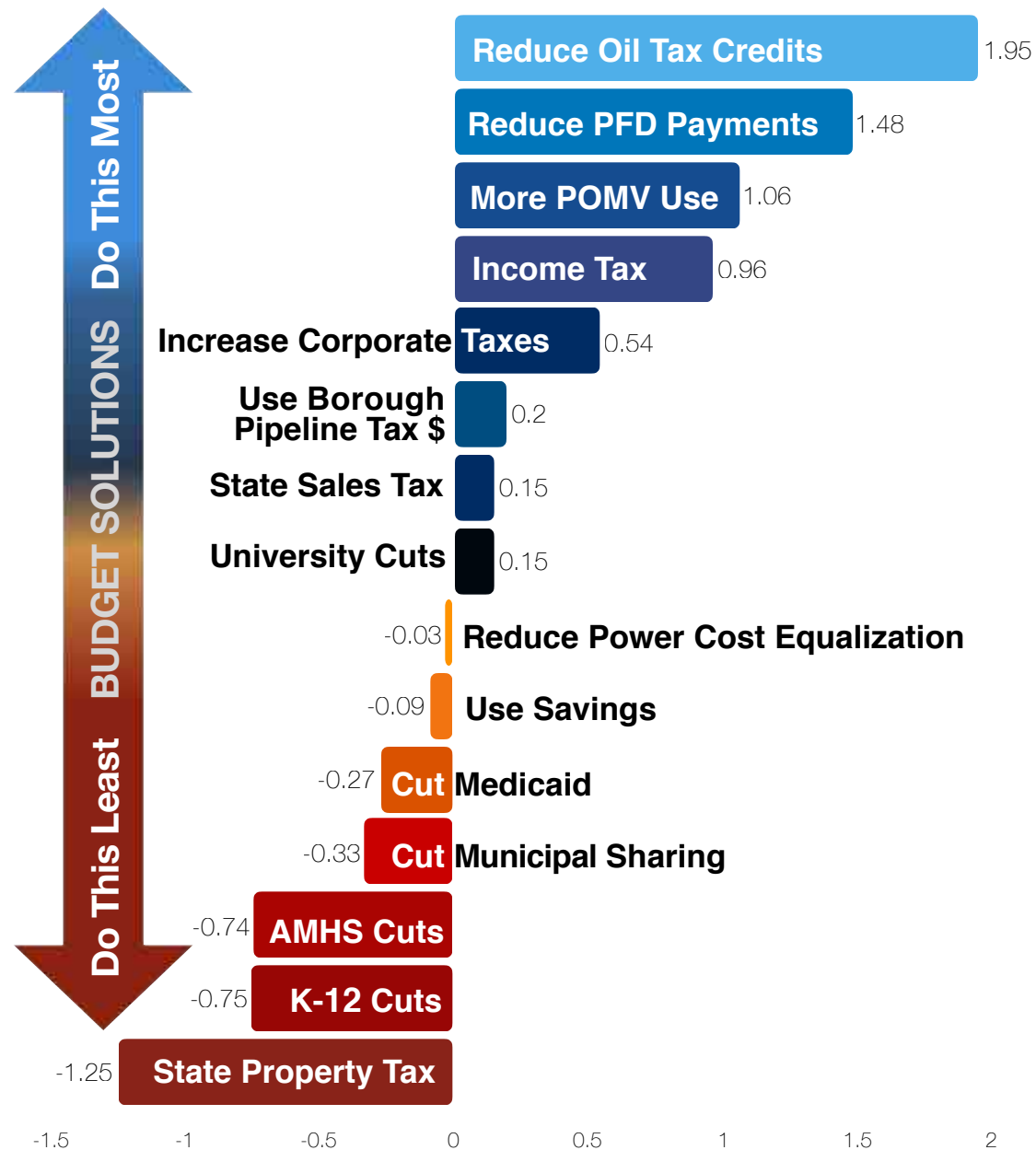


Budget Cuts and Vetoes



Southeast Businesses Budget Findings

Southeast Conference asked **320** Southeast business owners and top managers in **25** regional communities how they would like to see the state achieve a balanced budget. This is an overall ranking of their responses.



Southeast Businesses **Budget Input**

320 Southeast
business owners
and top managers
in **25** regional
communities

#1 Reduce Oil Tax Credits

#2 Reduce PFD Payments

#3 More POMV Use

#4 Income Tax

#12 Cut Municipal Sharing

#13 AMHS Cuts

#14 K-12 Cuts

#15 State Property Tax

Do This Least BUDGET SOLUTIONS Do This Most

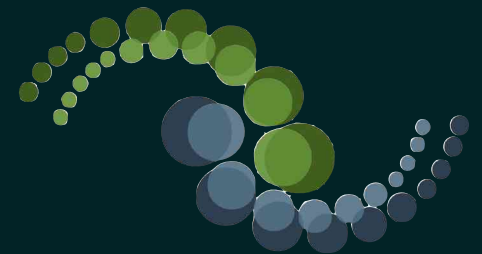
SOUTHEAST ALASKA

By the Numbers 2019

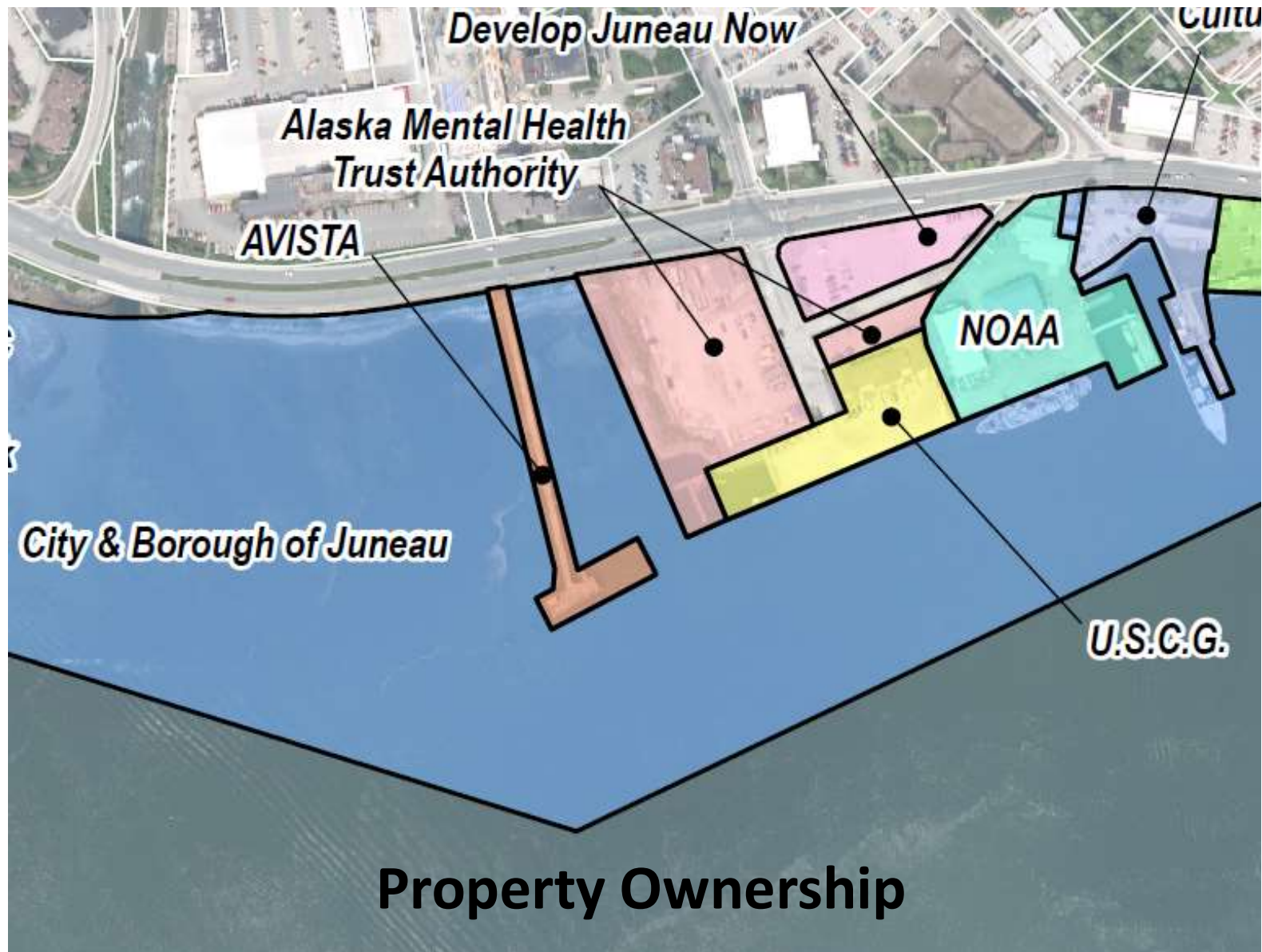


Meilani Schijvens
Rain Coast Data

Thank You

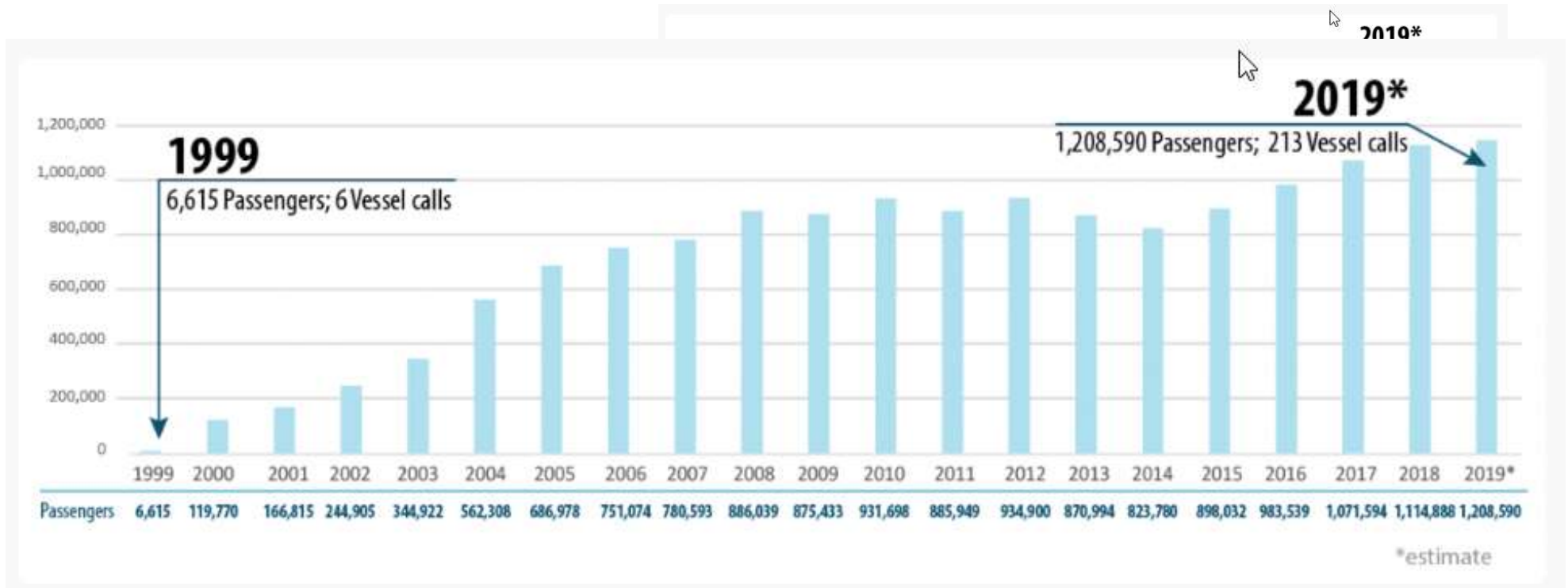




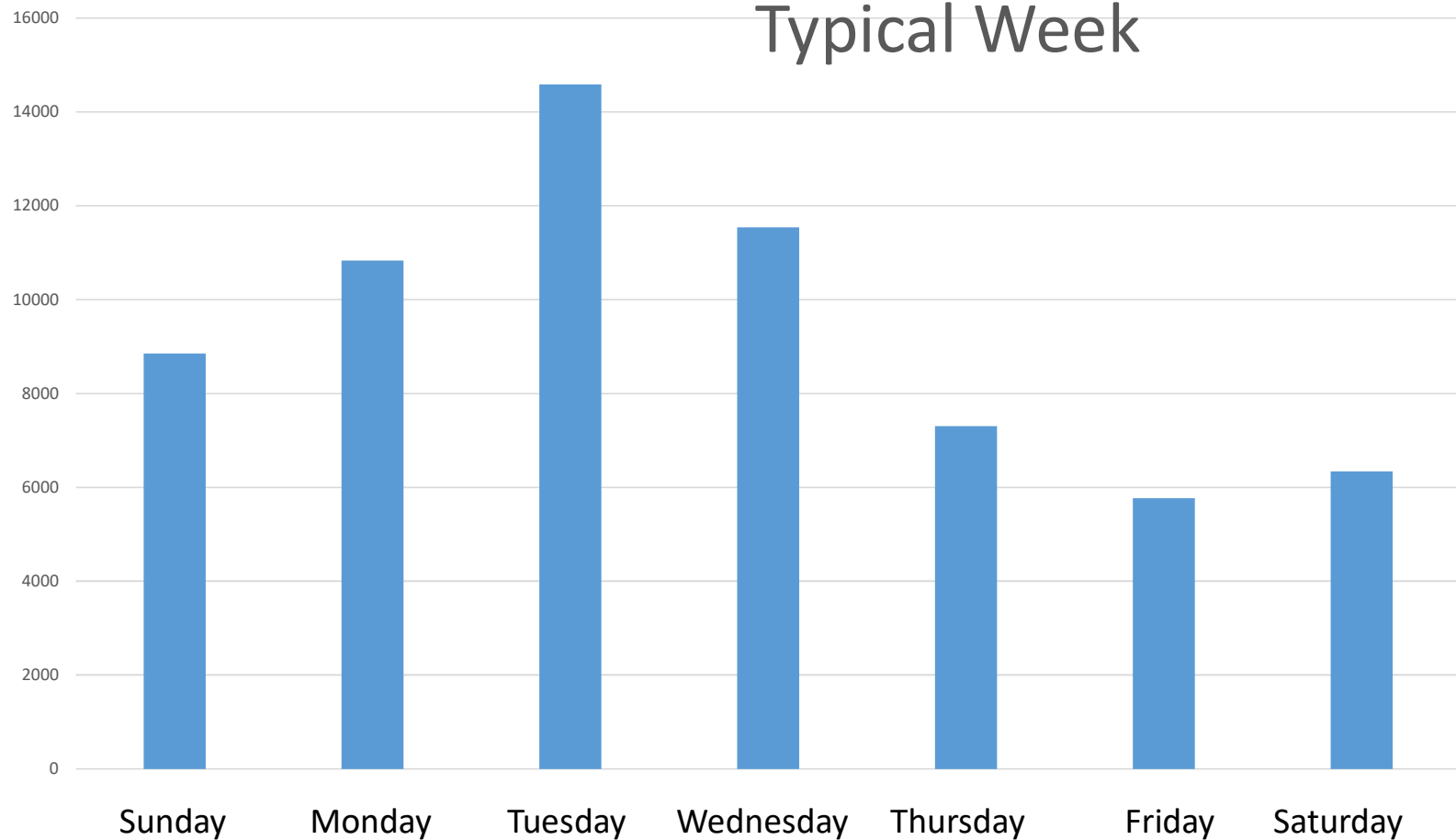




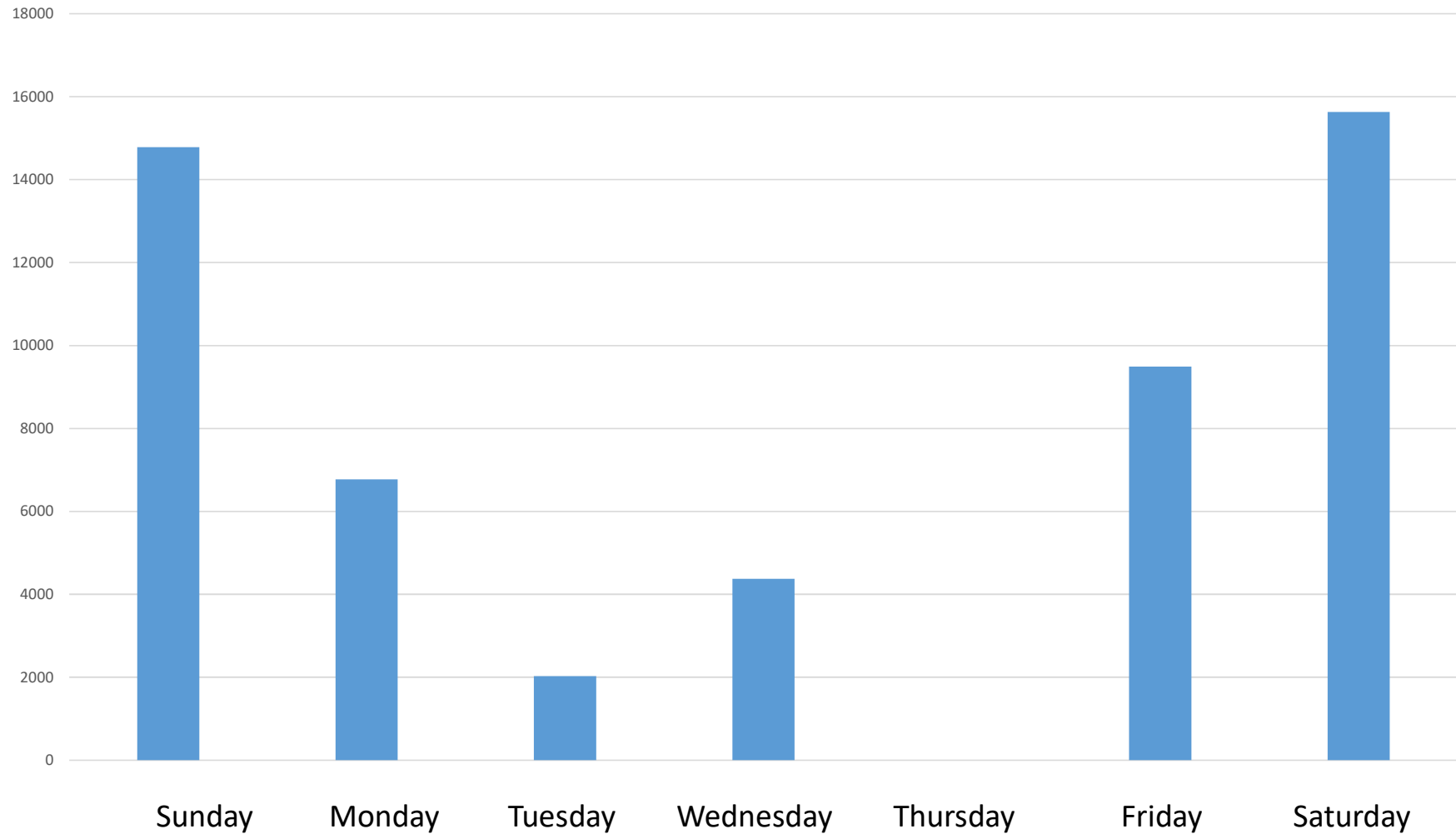
Port of Seattle Cruise Ship Passenger Growth



Juneau Cruise Passenger Visitation - Typical Week



Vancouver + Seattle Typical Week



Alaska Challenge

ALASKA CRUISE SHIP BERTH AVAILABILITY 2019 Average Week

	SUNDAY	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY
Skagway							
Juneau							
Icy Strait							
Sitka							
Ketchikan							
Vancouver							
Seattle							

Skagway (4)

Juneau (4)

Ketchikan (4)

Vancouver

Seattle

Skagway (4)

Hoonah – ISP (2)

Juneau (4 + ??)

Ketchikan (4 + 2?)

Vancouver

Seattle

Skagway (4)

Glacier Bay (2)

Haines

Hoonah – ISP (2)

Juneau (4 + ??)

Tracy Arm (2-3)

Endicott Arm (2-3)

Ketchikan (4 + 2?)

Day at Sea

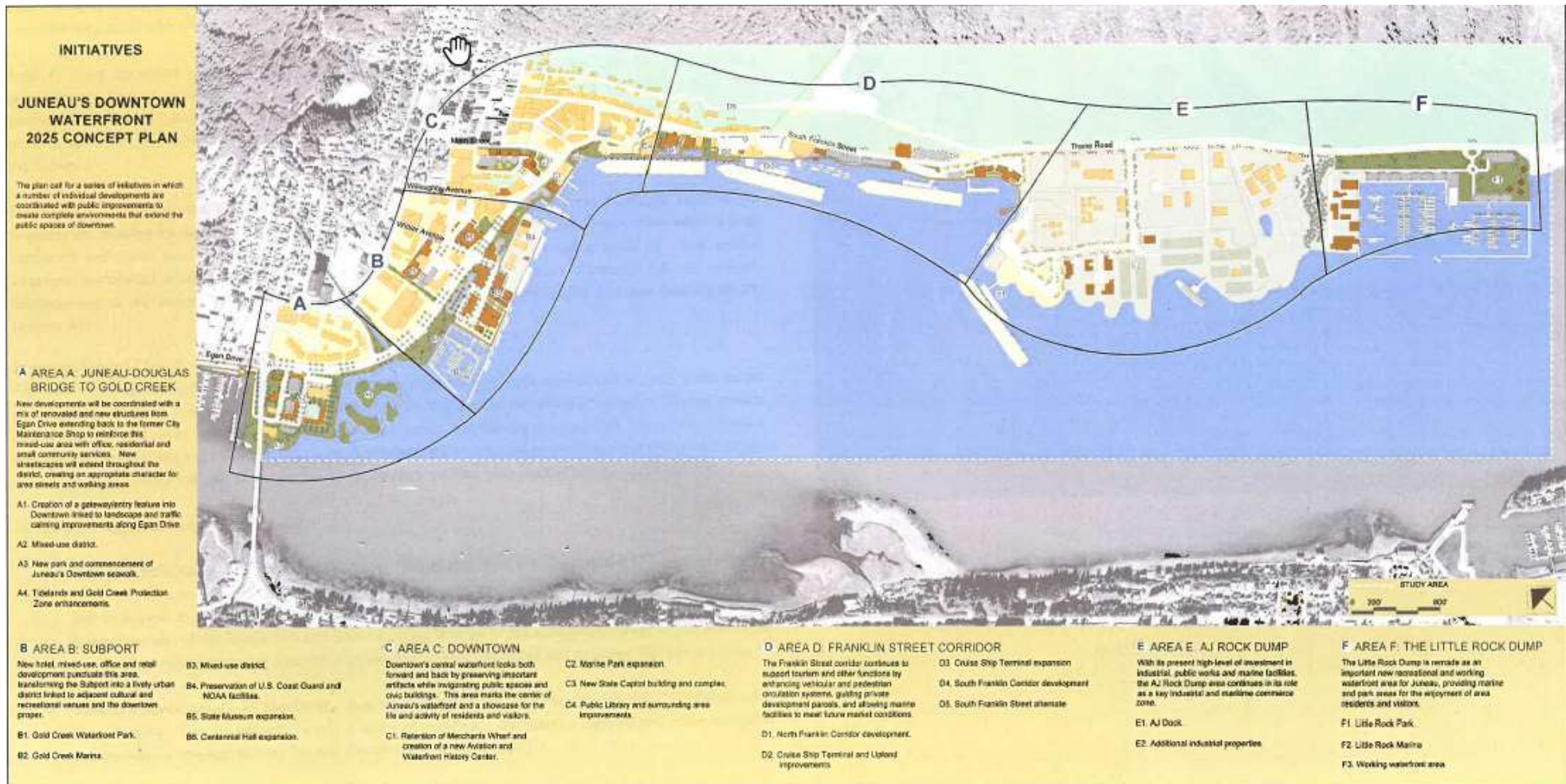
Sitka (1)

Victoria

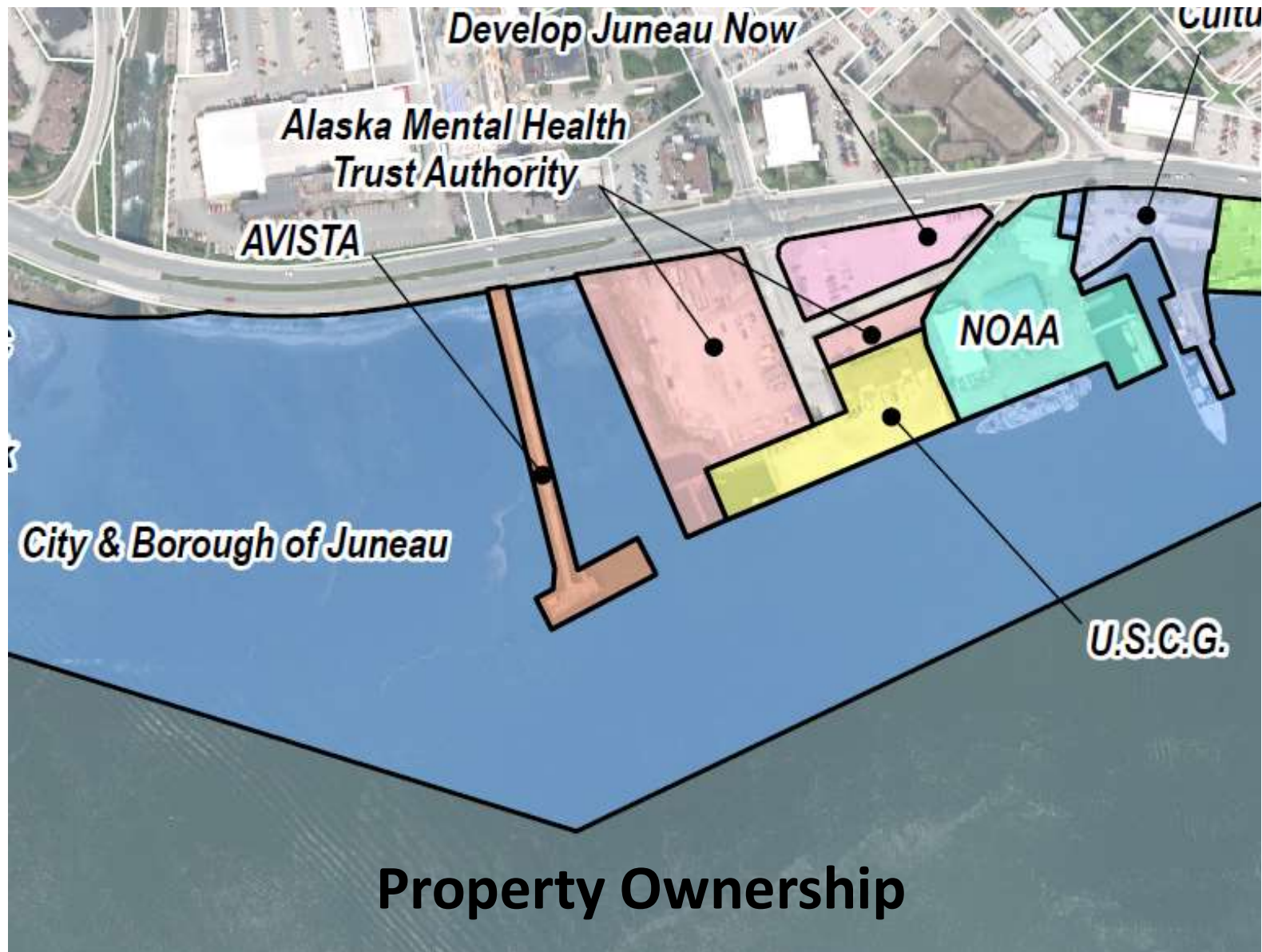
Vancouver

Seattle

LONG RANGE WATERFRONT PLAN



- Unsupported initiatives included:



City and Borough of Juneau Tourism Management Plan - Scope of Work and Project Tasks

BACKGROUND

- (a) **Geography.** The City and Borough of Juneau is Alaska's capital city and is located along the Inside Passage within the Alexander Archipelago. Part of the mainland, Juneau consists of 3,250 square miles, including 928 square miles of ice cap and 704 square miles of water. This rugged terrain rises from ocean to a mountainous ice field in only a few miles. Juneau is accessible only by air or sea. Seattle is located approximately 970 air miles to the south and Anchorage approximately 570 air miles to the north.
- (b) **Community Development Patterns.** Due to steep terrain, community development has generally occurred in a linear pattern following the coastline. Residential and commercial development has spread from the downtown area at the base of Mount Juneau northward into Lemon Creek, the Mendenhall Valley and Auke Bay. Significant residential development may also be found on Douglas Island and Thane. In addition, individual homes may be found throughout the City along the limited road system.
- (c) **Population.** Juneau's population was estimated at 26,750 in 1990. In following years, population numbers have increased at a rate of 0.5 percent to 3 percent per year. Juneau's current population is estimated to be 31,200 residents.
- (d) **Climate.** Juneau is a coastal community influenced by a mild maritime climate. The Juneau International Airport (JIA) lies in an area influenced by the Japanese current, which creates significant precipitation and overcast conditions. Average summer temperatures range from 44 degrees to 65 degrees and winter temperatures range from 25 degrees to 35 degrees. Average rainfall is 56 inches in the airport area and 80 inches downtown.
- (e) **Economy.** The discovery of gold in the 1880s brought people, mining and milling industries to the Juneau/Douglas area. By the mid-1940s, most mining operations shut down with seafood harvesting/processing and government jobs becoming the new growth segments for the local economy. The Greens Creek Mine, which began operating in 1989, suspended production in 1993 and reopened in 1996, is currently Juneau's largest private sector employer, and provides 266 jobs.

During the late 1980s and early 1990s, the community debated reopening the Alaska Juneau Mine. Opponents to reopening the mine recommended city leaders look to opportunities to develop tourism as a "clean" alternative industry. However, some of tourism's early proponents are among the most vocal advocates of decreasing the impacts from tourism today.

The current economic environment in Juneau reflects a mixture of public and private employment with private sector employment exceeding public sector employment

for the first time in 1992. Throughout the region, high-paying, year-round positions in the timber and manufacturing industries are being replaced by lower-paying retail and service sector jobs. In Juneau, state employees have declined by 228 since the beginning of the decade with Juneau now third behind Anchorage and Fairbanks in the number of state employees. Federal employment also continues to decline. By the year 2000, private sector employment represented 58 percent of total employment. The top five private sector employers include Greens Creek Mining Company, Fred Meyer, Alaska Airlines, Central Council Tlingit & Haida, and REACH. The top five public sector employers include the Juneau School District, Alaska Department of Transportation, City and Borough of Juneau, Alaska Department of Health and Social Services, and the Alaska Department of Administration. The average private sector wage was \$26,000 (1999 estimate) as opposed to the average public sector wage of \$38,000. While jobs in the tourism sector have been on the increase, economists anticipate increased seasonality and declining wages to characterize the future job market in Southeast Alaska.¹

- (f) **Tourism.** Like many other communities looking for ways to revitalize their declining resource based economies, Juneau residents embraced tourism opportunities as a means to generate new economic activity. The CBJ has historically been supportive of any industry that contributed to a stronger economy, including tourism. In the mid-1960s, South Franklin Street in the downtown area was neglected and already in decline. Many downtown businesses followed as residents and housing opportunities relocated to the Mendenhall Valley. Initially, cruise ship based tourism was limited to small ships with visitor numbers in the tens of thousands. Although large cruise ships moved into the Juneau market slowly, the City welcomed their arrival. As cruise ship traffic increased, local property owners reinvested in South Franklin Street, Front Street and Marine Way, refurbishing properties and giving new life to the area.

The cruise industry has changed tremendously in recent years. Most notably, ship size and passenger capacity has grown while fares have dropped considerably, making an Alaskan cruise an affordable vacation option for many people. Southeast Alaska as a destination receives considerable marketing and visitor numbers continue to grow. As both ship size and passenger capacity grew, expanded facilities were required to meet industry needs. The City responded by renovating wharves, docks and related facilities. Improvements were funded by general obligation bonds, with debt service paid by port fees.

In 1990, the City hosted 234,000 cruise ship visitors. Throughout the decade, annual growth rates ranged from a low of 2 percent in 1995 to a high of 22 percent in 1994 and 1996. Growth remained steady at 11 percent in 1997 and 1998. In 1999, Juneau hosted 596,000 cruise ship passengers, an increase of nearly 6 percent (1998 visitors numbered 568,000). Approximately 640,000 cruiseship visitors came to Juneau in 2000 with the first large ship (passenger capacity over 1000) arriving on May 6, 2000 and the last ship of the season arriving on September 27, 2000.

¹ McDowell, Eric.

Tourism growth continues to pose positive and negative impacts to Juneau. On the upside, the tourism industry provides investment and business opportunities for local entrepreneurs. Tourism is credited with encouraging Juneau merchants to renovate the downtown area and provide amenities and services not otherwise supported by a community of Juneau's size. Annual visitation encouraged the CBJ to install decorative street lamps, plant flower boxes and barrels and beautify the area for residents and visitors alike. Visitors support CBJ services and infrastructure through payments of sales tax and a hotel tax. Tourism provides a variety of summer jobs for high school and college students who may not otherwise be able to return to or stay in Juneau. Downtown services and amenities, including restaurants and coffee shops, bookstores, drug stores and an outdoor retailer, are able stay open year-round in part because of income generated during the five month tourism season. In addition, revenues generated from summer flightseeing tours allow Wings of Alaska to provide year round freight and passenger service at a more affordable rate. In 1999, voters approved a citizen initiative to charge a \$5 per person passenger fee to help address visitor impacts. This fee is currently generating approximately \$3,000,000 per year.

On the other hand, citizen letters to CBJ leaders, citizen testimony at public and other city meetings, and letters to the editor of the local newspaper (*Juneau Empire*) demonstrate the level of frustration, and in some cases anger generated in some Juneau residents. Major concerns include a deteriorating quality of life, increased noise, pollution, congestion and conflicts with visitors over use of popular trails and other recreational facilities. And although many of these individuals are not anti-tourism, they do believe visitors numbers have grown too quickly and overwhelm community services and infrastructure.

(g) **Economic Impacts of Tourism.** The City commissioned an economic impact study of the 1994 tour season. Key findings included the following:

- Visitors spent an estimated \$97 million while in Juneau.
- Independent visitors, cruise ship passengers and cruise ship crew spent just over \$50 million, \$37 million and \$3 million respectively.
- The convention market generated approximately \$6 million in visitor spending, created 100 jobs and \$1.6 million in payroll.
- The visitor industry generated the annual equivalent of 1,460 private sector jobs (peak season employment was estimated at about 1800 jobs) with an average annual salary of \$16,600. The visitor industry is Juneau's second largest basic industry with 18 percent of all basic industry jobs. A basic industry is one that generates new money for the local economy from non-local sources.
- An additional 728 jobs and \$10.5 million in payroll was generated by the independent visitor (vacation/pleasure and business) industry.

Additional economic studies have been commissioned by private sector interests, including the Alaska Visitors Association and Southeast Conference (an organization of southeast Alaskan communities). The most recent study commissioned by the Southeast Conference is the October 2000, *Economic Impacts of the Cruise Industry in Southeast Alaska* (McDowell Group).

(h) **Public Process Considerations.** Residents have participated in numerous public meetings related to tourism planning. These include public work sessions, public testimony opportunities, focus groups, and break out groups. Meetings were most often organized by City Assembly committees including the Tourism Working Group, the Tourism Advisory Committee and the Planning and Policy Committee. The City has faced a number of obstacles when convening public meetings. The issues listed below should be considered when developing a public process for the Tourism Management Plan.

- It is difficult for the City to generate public participation that is representative of the broad community. Tourism issues are highly controversial and public meetings to date draw out the same participants with highly polarized viewpoints. Consequently, public input is discounted by those who view the process as being dominated by a small and unrepresentative group rather than reflecting the entire community.
- Some people attend public meetings but do not believe their input is meaningful given the timing of their comments. Specifically, rather than commenting on a “draft report”, they would like an opportunity to provide input at the earliest stages of the planning process with additional opportunities through the remainder of the process.
- Many people feel that prior public participation opportunities have not resulted in decisive actions to address concerns raised, and are therefore skeptical of yet another effort.

PROJECT TASKS

(a) **Public Participation:** The selected proposer will develop a citizen participation process that considers input provided at earlier stages in the City and Borough (CBJ) planning process, includes currently engaged participants and actively recruits all citizens of the CBJ as stakeholders in the tourism planning process. The process will:

1. Mobilize participation efforts early and incorporate inclusive citizen involvement throughout the planning process.
2. As an initial step in the public participation process, identify with citizens the enduring tenets the community holds as its core values.
3. Respond to polarization associated with earlier planning efforts by building upon agreement and utilizing alternative dispute resolution models as appropriate.
4. Anticipate and accommodate varying levels of citizen interest/involvement by developing an array of participation venues.
5. Identify clearly how citizen input will apply meaningfully to plan objectives.
6. Provide for periodic updates to keep the community at large informed of planning progress.
7. Develop methods to gauge and assess the effectiveness of citizen participation at pre-determined project milestones.

(b) **Plan Coordination:** The selected proposer will review, evaluate and incorporate as appropriate, the results of previous tourism planning efforts and coordinate planning activities with existing

and developing plans, including those referenced under Attachments C and D. Plan coordination will:

1. Evaluate and assess the applicability of previous planning efforts and plans to the development of the tourism plan.
2. Eliminate from the planning process elements of previous efforts which inhibit or are superceded by the current planning effort.
3. Identify and build upon functional links with prior planning efforts, active processes and adopted plans.
4. Coordinate with CBJ project manager through regularly scheduled communications and detailed progress reports at designated project milestones.

(c) **Research and Preparatory Work:** The selected proposer will utilize the review conducted under (b) to identify and fill critical omissions in the body of existing information compiled by CBJ to date. The firm will prepare (at a minimum) a tourism industry trend analysis and may submit detailed recommendations to the CBJ project manager providing the rationale and scope for any additional research/preparatory work. Research and preparatory work will:

1. Evaluate state, national and global industry trends that relate to developing conditions within CBJ. Utilize existing information sources including reports prepared by private firms, Alaska Division of Tourism and Alaska Visitors Association as a starting point in analyzing developing trends relative to CBJ tourist industry.
2. Consider tourist numbers, types, travel mode, current capacity of and associated impacts to public services and infrastructure, including transportation.
3. Consider and incorporate as appropriate, published economic data compiled by public and private sources.
4. Identify planning responses that may be utilized as a strategy in the management of local tourism on a sustainable basis.

(d) **Jurisdiction and Authority:** CBJ has preferred, where possible, to work cooperatively with the tourism industry through voluntary agreements designed to mitigate impacts. However, it is important to understand the extent and limitations of the City's authority and the ways in which that authority may be used to promote the City's objectives. The selected proposer will analyze the level of CBJ jurisdiction and authority for managing and regulating tourism activities and impacts.

Local, state and federal jurisdictions must be assessed to determine areas of potential conflict and cooperation. Applicability of CBJ authority to regulate tourism activities and impacts must be clearly described in the final planning document. Specific recommendations will be provided for plan or code amendments that will enable CBJ to manage the tourism industry most effectively and on a sustainable basis. The analysis will address the following issues.

1. Air and water quality impacts associated with cruise ship emissions and wastewater disposal (Authority currently lies with the U.S. Environmental Protection Agency, U.S. Coast Guard, and the Alaska Department of Environmental Conservation. CBJ is working cooperatively with these agencies to address public concerns, but has no specific authority);
2. Noise emanating from helicopters and fixed wing aircraft associated with flightseeing

enterprises (Federal Aviation Administration, U.S Forest Service, and CBJ. CBJ has contracted with a legal specialist to advise the city on its authority with regard to flightseeing. See Attachment C for scope of work)

3. Vehicular congestion on streets related to tour bus, van and cab modes of transportation. (CBJ, Alaska Department of Transportation);
4. Impacts to public lands associated with hiking, walking, bicycling, boating and charter fishing activities (Public lands are in local, state and federal ownership. Commercial permits are granted by each authority. Fishing is regulated by the Alaska Department of Fish and Game and area waters by the U.S. Coast Guard); and
5. Other issues identified as a result of the legal analysis, planning or citizen participation process.

- (e) **Policy and Plan Development:** The selected proposer will incorporate the process and products developed under (a) through (d) in a tourism plan which sets forth goals and objectives for the long-term management of tourism on a sustainable basis. A sustainable tourism industry is defined as one that will support and promote a high quality of life for Juneau residents, provide a high quality experience for visitors and recognize the significant contribution tourism makes to the local economy.

The final planning document will provide for the active management of tourism activities and development including mitigation measures addressing areas of known impacts. The plan will set forth an implementation schedule and provide for ongoing measurement and monitoring to assist CBJ in determining the degree of success associated with its implementation. The final planning document will include but not be limited to the following elements:

1. A summary of citizen participation and its establishment as the foundation of the plan;
2. Identification of the geographic planning area and the effective useful life of the plan;
3. Development of prioritized management objectives, which emphasize sustainability and the following concepts:
 - equity, which requires management methods be perceived as fair by most potential participants;
 - efficiency, which requires that methods provide adequate value for the effort(s) expended and result in considerable benefit for the community; and
 - resiliency, which requires that methods are adaptable to changing industry conditions and local economic forces;
4. Infrastructure development required to address plan objectives;
5. Economic health of the community as it relates to plan objectives;
6. Identification of informal local standards and official regulations which provide incentives and penalties as well as a dispute resolution process;
7. Identification of an implementation schedule for planning objectives and mitigation measures based on priorities established through planning process;
8. Establishment of a reliable method of measuring and monitoring the successful implementation of the plan, including the ongoing evaluation of mitigation measures;
9. A listing of coordinated plans and processes which are incorporated by reference in the tourism plan; and
10. Appendices consisting of the industry trend analysis prepared under (b) and the legal

analysis prepared under (d).

CITY AND BOROUGH OF JUNEAU TOURISM MANAGEMENT

History and Review

The character of our community will be measured by the quality of our human interactions in addition to the physical look of our man-made artifacts and the magnificent beauty of our natural surroundings. The growth of the Juneau tourism industry brings substantial employment and investment opportunities to the community, but also impacts the day-to-day living conditions of many residents as we accommodate and entertain hundreds of thousands of visitors each year. Perhaps the most serious impact of the growth in visitation is the erosion of good will towards visitors and the fraying of the social fabric that holds the town together. The warm, supportive and creative spirit we have enjoyed as part of the character of Juneau has been damaged. It is time to work toward a better balance between the broader public good and the development of the tourism industry and restore our ability to demonstrate good will toward each other and to welcome newcomers with genuine interest and enthusiasm.²

INTRODUCTION

The City and Borough of Juneau (CBJ) is dealing with tourism management and growth issues which have generated controversy in the last decade, and continue to do so today. Much of this controversy stems from the fact that the CBJ is working with an already well-established industry, which may limit the City's ability to make initial choices on a number of important issues:

- Does Juneau want to focus on tourism as an economic development tool?
- What kinds of tourism does Juneau want to encourage?
- Where does Juneau want tourism activity to occur?
- Should infrastructure accommodate growth or should infrastructure decisions direct and manage growth?

Juneau is already home to a flourishing tourism industry. A substantial contributor to the local economy, tourism generates jobs, income, sales tax, hotel tax, port fees, passenger fees, visitor spending, etc. Economists identify increases in tourism jobs as being one of the few growth areas in the regional economy.

However, some residents question whether the benefits of tourism outweigh its costs and criticize CBJ leaders for not doing enough to address tourism growth. Others maintain that a minority of residents are truly bothered by tourism impacts, and do not believe those who complain are representative of the entire community. And yet, those residents do have valid concerns related to tourism growth and its impacts on the community. Unfortunately, in today's contentious climate even the most valid issues are lost in disagreements fueled by emotion and controversy. The end result is one of little progress in a divided and polarized community which reacts based on opinion rather than facts.

From an outside perspective, the CBJ may appear to be progressive because of the actions it has already taken. For example, the CBJ has already established a tourism policy, funded a substantial amount of tourism research and related studies, established a Voluntary Compliance Program and Tourism Hotline, and created working groups and committees to address tourism issues. Most

² Members of the Planning and Policy Committee describe the conflict surrounding tourism activity, May 2000.

recently, the CBJ dedicated additional resources to fund two full-time and one part time staff positions to work solely on tourism issues. Despite this apparent commitment and nearly an entire decade of work, tourism issues continue to be contentious and divisive, with the community revisiting similar concerns year after year.

This document is intended to provide a chronology of previous work related to CBJ tourism planning and management efforts which includes the work of various workgroups, committees and Assembly members. Consultants who submit proposals for a CBJ Tourism Management Plan will require a firm understanding of previous efforts and all associated public process components. This information will be critical in developing a Tourism Management Plan which fulfills the unmet needs of the CBJ and its citizens.

Chronology of Tourism Studies and Tourism Committees

1988

Ad Hoc Floatplane and Tour Ship Noise Study Committee

Some of the first committees that the Assembly directed to address tourism-related issues focused on flightseeing noise. In 1988, the CBJ Assembly created an Ad Hoc Floatplane and Tour Ship Noise Study Committee to collect data, conduct hearings, and issue a report on downtown waterfront float plane and tour ship noise. This committee was comprised of residents, aircraft operators, and representatives from the CBJ, Juneau Convention and Visitors Bureau, CBJ Docks and Harbors, Federal Aviation Administration, U.S. Coast Guard, and the cruise ship industry.

After nine months of work, the committee delivered a list of options, along with the pros and cons of each option to the Assembly. The options were categorized in three ways: (1) adhere to voluntary compliance measures, (2) decrease and regulate floatplane operators by ordinance, (3) discontinue use of harbor for floatplane operations. The City Manager recommended that flightseeing operators be given an opportunity to voluntarily comply with regulations, but the Assembly be prepared to take regulatory action if operators did not strictly comply with voluntary compliance measures or if those measures were not effective. In May of 1990, the flightseeing operators on the downtown waterfront entered

into an agreement with the CBJ to adhere to specific noise abatement operations and to phase out use of (or update with quiet technology) all C-206 and/or C-185 and replace the aircraft with less noisy aircraft.

January, 1990

An Evaluation of the Juneau Tourism Industry

By the end of the 1980s, visitors to Juneau (by a variety of modes of travel) had grown to over 200,000. The McDowell group prepared an evaluation of the tourism industry to identify next steps in tourism development.³ The study included an asset evaluation, market evaluation, program evaluation, and development strategy. Development strategies focused on improving visitor infrastructure and maintaining Juneau's position as a top visitor destination in Alaska.

November, 1992

Ad Hoc Noise Abatement Study Committee

The Assembly created the Ad Hoc Noise Abatement Study Committee in November 1992. The scope of work for the second noise committee was similar to that of the first, but the study area was extended to include the entire City and Borough of Juneau. The committee was comprised of five public representatives and

³ Prepared for Juneau Economic Development Council, January 1990.

one representative each from Alaska Airlines, helicopter operators, small aircraft operators, and airport staff.

In February of 1993, 123 citizens signed a petition and submitted it to Mayor Jamie Parsons, requesting that helicopter operations near or adjacent to occupied areas be stopped. Citizens cited the lack of a complete and accurate planning process undertaken by the city, the U.S. Forest Service or flightseeing operators to determine the optimal location for conducting glacier flight tours in large numbers.

The Noise Abatement Study Committee continued its work throughout 1993. One citizen letter on file during that period suggested to the mayor that addressing noise issues alone was insufficient when the real issue was tourism growth. In January of 1994, the committee submitted recommendations that included adopting a Juneau Fly Neighborly Program and conducting a noise study. Other committee recommendations related to noise from city street operations, street sweeper and snow removal equipment, cruise ship engines, horns and public address systems, and vehicular traffic including city bus idling and commercial truck traffic.

September, 1994 Downtown Tour Season Traffic Study

Juneau received over 480,000 visitors during the 1994 summer tour season, approximately twice as many as visited Juneau in 1990. The CBJ Community Development Department commissioned a study of traffic during the tour season to address traffic and congestion concerns. The scope of the *Downtown Tour Season Traffic Study* included the following:

- Review and update traffic studies;
- Interview tour operators, businesses and people who use transportation facilities in the area;
- Analyze alternatives for reducing congestion;

- Provide recommendations to be implemented in the 1995 tour season; and
- Recommend long-range solutions.

The following areas of concern were also identified:

- Pedestrian crossings;
- Marine Park curb-side loading areas;
- Congestion on South Franklin Street;
- Delineation of circulation and loading areas in the Columbia Lot; and
- Bus staging areas near the waterfront, and a lack of tourist amenities which impedes movement to loading zones at curbside.

December, 1994 Tourism Working Group (TWG)

The mayor appointed a nine-member task force to identify tourism-related issues and possible mitigation solutions and develop a long-range plan for Juneau's visitor industry. The task force consisted of five public representatives, three industry representatives and an Assembly liaison/facilitator. The CBJ deputy city manager, Juneau Convention and Visitors Bureau executive director, and a representative from the Alaska Division of Tourism provided additional support and expertise. The working group addressed the following issues:

- Which downtown areas are most affected by congestion and noise?
- Should tourism activities be restricted to specific areas or be spread out?
- How much does tourism contribute to the local economy?
- Does the tourism industry employ local residents?
- Should the CBJ regulate commercial tourism activities on private and public lands?
- Which tourism activities does the public believe can be expanded, reduced or maintained at current levels?

The TWG went on to do the following:

- Community visioning session to identify tourism issues that were of concern to the community (May 1995);
- Community Survey to measure the depth and extent of concerns identified in the vision session;
- Economic Impact Analysis of the visitor industry;
- Assessment of the visitor industry on community infrastructure;
- Fact finding effort on infrastructure and new visitor attractions being planned by both public and private agencies;
- Public open house encouraging citizens comments on recommendations developed by project consultants and the TWG (March 31, 1996); and
- Public work session (April 16, 1996).

1995 Tourism Policy

At the recommendation of the TWG, the CBJ Assembly adopted a tourism policy that encourages economic growth through tourism and protects those elements of the community which make it a desirable place to live. The policy statement below was incorporated into the CBJ's Comprehensive Plan:

It is the policy of the CBJ to encourage tourism, convention and other visitor-related activities through the development of appropriate facilities and services, while protecting Juneau's natural and cultural attractions for local citizens and visitors alike, and to participate in the accommodation of the future growth of tourism in a manner that addresses both community and industry concerns.

The policy indicates the CBJ Assembly's desire to balance goals that are often at odds with one another. For example, is it possible to accommodate tourism growth and balance the needs and concerns of the industry and the broad community at the same time? The Tourism Management Plan should articulate a policy statement consistent with plan objectives.

1995 Comprehensive Plan of the City and Borough of Juneau⁴

Citing tourism as Juneau's largest private industry, the *Comprehensive Plan* acknowledges the industry's contributions to economic diversity and to vitalizing the downtown area. The plan also points out that expansion of tourism has the potential to impact citizens' quality of life. In a 1995 League of Women Voters resident survey, 87 percent believed the CBJ should take a more active role in addressing tourism impacts.

In order to provide quality visitor experiences without increasing impacts to residents, the *Comprehensive Plan* recommends the following actions:

- Initiate a long-term tourism planning effort;
- Develop a process to identify, evaluate and mitigate impacts;
- Encourage recognition of historic resources;
- Identify areas with unique or locally important values and develop a system to regulate use in these areas;
- Work with cruise line and other representatives to develop or improve moorage and berthing facilities;
- Develop new convention and tourist facilities to benefit residents and visitors;
- Focus marketing on overnight visitors;
- Support development of RV parks and campgrounds;
- Support Eaglecrest as a regional recreation and tourism facility;
- Work with the tourism industry to encourage shoulder season visitation; and
- Appraise transportation facilities to insure they meet local and visitor use demands.

⁴ Tourism Section pp. 30-33, prepared by the CBJ Community Development Department, 1995 update.

December, 1995
Community Survey and Analysis of Effects of Tourism⁵

By the 1995 tour season, Juneau hosted nearly one half million visitors. The *Tourism Community Opinion Survey* was conducted to assess the positive and negative impacts of tourism, and to measure community tolerance for tourism-related congestion and pressure on local infrastructure. Telephone surveys of 513 households were carried out and the information gathered provides local government a better understanding of the common ground existing between industry and community needs. Areas of consensus included the following:

- Tourism is important to the community.
- The CBJ should encourage independent travelers to visit Juneau.
- Overcrowding in the downtown area is the most significant negative impact.
- Commercial tourism use of CBJ land should be regulated and fees assessed.
- The CBJ should support construction of campgrounds and RV parks.

Other topics, such as whether the CBJ should regulate tour operators conducting business on private land and regulation of cruise ship passenger numbers, proved to be more divisive.

April, 1996
Juneau Visitor Industry, Infrastructure Assessment⁶

This document identifies visitor impacts to public services and local infrastructure. CBJ officials and tourism-related businesses were interviewed to gain their perspective on industry

⁵ Prepared for the CBJ Tourism Working Group by the McDowell Group in association with Sheinberg Associates.

⁶ Prepared for the CBJ Tourism Working Group by Sheinberg Associates in association with the McDowell Group (April 1996).

impacts. The following related studies were also reviewed:

- 1995 draft CBJ Juneau Trails Study
- Basin Road Traffic Study
- Downtown Traffic Study
- 1995 public work session on tourism

This report concludes by summarizing the most frequently noted infrastructure and service-related concerns. Remedies and solutions are discussed in Volume IV of the Juneau Visitor Industry Series: *Tourism Planning Analysis and Recommendations*.

May, 1996
Juneau Visitor Industry, Tourism Planning Analysis and Recommendations⁷

The final document of the Juneau Visitor Industry Report synthesizes information presented in previous reports (*Community Opinion Survey, Economic Impact Assessment, and Infrastructure Analysis*), provides background information on the relationship between government and the tourism industry, and includes tourism industry trends and growth data. Community concerns related to tourism are also presented.

The report contains this important statement: “Although it can be argued ... this has already happened, the CBJ should articulate a basic policy decision that it plans to assume a more active, rather than passive role in the development and management of tourism.” Active involvement is defined as when government adopts a general policy for “developing and managing” tourism, accompanied by the following actions:

- Developing a tourism plan setting forth the objectives, specific policies and structure for tourism development and management;

⁷ Prepared for the CBJ Tourism Working Group by Sheinberg Associates in association with the McDowell Group

- Providing an adequate budget for tourism marketing, management and regulation and for maintaining visitor facilities;
- Offering tourism-related training programs;
- Adopting tourism-related legislation and regulations;
- Improving or encouraging the improvement of airports, harbors and ports; and
- Encouraging air and water traffic agreements aimed at increasing or managing tourist flows.

Finally, this document outlines a tourism plan process and contains draft goals and action steps to reduce impacts identified through both public and private actions. The tourism strategic planning process includes the following steps and evaluates progress made by the Tourism Working Group in working with community interests to meet mutual goals:

- Identify Issues (completed)
- Assess Community Attitudes and Concerns (completed)
- Develop and Analyze Community Goals (partly completed)
- Develop and Analyze Action Steps for Each Goal (partly completed)
- Select Goals and Action Steps (needs to be completed)
- Adopt Plan and Priority List of Steps to be Accomplished this Year (needs to be completed)
- Evaluate Plan Effectiveness (to be completed after every tour season after the plan is adopted).

June, 1996

Goals and Actions Steps for Tourism

In June 1996, the Tourism Working Group presented the CBJ Assembly with Goals and Actions Steps for Tourism. These were based on the CBJ Tourism Policy adopted in 1995 and included eight categories of concern:

- Quality of Life
- Tourism Planning, Management and Communication
- Infrastructure, Services and Facilities
- Activities, Attractions and Education
- Accommodations
- Environmental Concerns
- Business
- Marketing and Promotion

The TWG recommended the following short and long term priorities to the Assembly:

Short Term

- Identify and address impacts of tourism business activities in residential and other areas by proposing amendments to the land use code (Title 49), or some alternative that after study is recommended as being more effective.
- Review and update baseline data as necessary; conduct another attitude survey in the fall of 1996.
- Dedicate at least one half time position in the Manager's office to provide staff support and coordination for tourism issues.
- Provide for more coordinated, less fragmented planning and management of tourism issues by continuing the role of the TWG as a planning and coordinating committee.
- Provide improved signage, preferably multi-lingual.
- Implement "Quick Fixes" before the next tourism season.

Long Term

- Increase downtown parking by constructing an additional parking facility and other improvements as needed.
- Work with the private sector to construct R/V parks and campgrounds to be managed by a private concession.
- Build a visitor center.
- Improve infrastructure and services.

Although action items were delegated to a variety of committees and working groups,

efforts were fragmented, resulting in little real progress.

September, 1996
Juneau Visitor Industry, An Economic Impact Study⁸

This study measures the visitors' economic impacts to Juneau, which include visitor spending, employment, payroll, wage rates, non-resident ownership and employment, and CBJ revenue and expenditures related to visitors. Key findings for 1994 included the following:

- Visitors spent an estimated \$97 million while in Juneau.
- Independent visitors, cruise ship passengers, and cruise ship crew spent just over \$50 million, \$37 million and \$3 million respectively.
- The convention market generated approximately \$6 million in visitor spending, created 100 jobs and \$1.6 million in payroll.
- The visitor industry generated the annual equivalent of 1,460 private sector jobs (peak season employment was estimated at about 1800 jobs) with an average annual salary of \$16,600. The visitor industry is Juneau's second largest basic industry with 18 percent of all basic industry jobs.
- The independent visitor industry (vacation/pleasure and business) created 728 jobs and generated \$10.5 million in payroll.

1996
Cruise Ship Passenger Fee Initiative

In 1996, a group called Juneau Values Responsible Tourism gathered signatures to place a \$7 per cruise ship passenger fee on the October ballot. The initiative was defeated by a margin of 9 percent. While passenger fee

⁸ Prepared for the CBJ Tourism Working Group by the McDowell Group in association with Sheinberg Associates, September 1996.

opponents argued that "tourism pays its way" in part though cruise ship docking and tonnage fees, proponents sought an additional source of funding for tourism-related services including maintenance of Marine Park and city trails, operation of the library and city museum, and other public services including trash collection, police, emergency services, public restrooms, etc. At the same time, the Assembly was reviewing recommendations made by the Tourism Working Group (which had been at work for 18 months) and one Assembly member believed voters defeated the head tax initiative as a means of expressing their faith in the CBJ's tourism planning process.⁹

February, 1997
Tourism/Title 49

The TWG began reviewing the CBJ's land use code (Title 49) in May of 1996 with the intent to propose amendments addressing the impacts of tourism activities on residential and other areas. In lieu of proposing an amendment, the TWG could recommend an alternative action if the committee determined it to be more effective.

Subsequently, CBJ staff drafted an ordinance to amend the code as follows: smaller (tour) activities would require registration, mid-size uses/activities would require staff review and large uses would require CBJ Planning Commission review through its "conditional use" process. In addition, amendments would require tour activities to be in harmony with the peace or livability of impacted neighborhoods. Under the amendments, tour activities would also be consistent with the comprehensive plan, would not endanger public health, safety or welfare, and would not exceed the carrying capacity of the area.

A TWG visitor industry member memo cites the following as significant concerns related to Title 49 amendments: (1) the process that produced the draft ordinance and (2) the failure of the

⁹ *Juneau Empire*, "Voters Sink Passenger Fee", Mark Sabbatini, October 2, 1996.

ordinance to fit into any overall tourism management plan. Additional concerns related to the subcommittee's failure to define "neighborhood", "carrying capacity" or "peace and livability" and its failure to consider other alternatives.

Instead of regulation, industry members recommended the TWG reach out to tour operators, ask them to operate in a courteous and responsible manner in full compliance with the law, and describe (by letter) proposed changes to Title 49 to be considered by the Assembly should the next tourist season prove disruptive to residents. The TWG then developed 18 voluntary guidelines with which the industry was asked to comply during the 1997 tour season. A Tourism Hotline was also established to register resident complaints.

April, 1997 Community Survey on the Effects of Tourism¹⁰

This survey documents citizen opinions on downtown congestion issues and on their impacts to the community. Respondents also evaluated various policy options designed to deal with impacts. Survey results indicate four major messages:

- The community supports the City and Borough of Juneau taking action on problems associated with resident access to the downtown area.
- The public strongly favors the CBJ use a combination of user fees and general tax monies to improve and expand community recreational resources.
- When queried about the tourism industry, respondents generally believed that benefits associated with the industry outweigh the costs and were selective in supporting industry limitations.

¹⁰ Prepared Tourism Working Group by Attitude 58, Survey Research for Alaska, Yukon and the Russian Far East.

- For the most part, respondents expressed support for the tourism industry, with support rooted in the respondent's assessment that benefits of tourism outweigh its costs. However, should that ratio change, one could reasonably predict a change in community support.

September, 1997 Tourism Advisory Committee (TAC)

In September 1997, the Assembly made the Tourism Working Group into a permanent board known as the Tourism Advisory Committee. The TAC would support Assembly policy as stated in the CBJ Comprehensive Plan and be responsible for the following tasks:

- Recommend a borough-wide, annual action plan for tourism in Juneau;
- Conduct primary research and discussion prior to making recommendations to the Manager and Assembly;
- Monitor and document tourism activity, especially as it affects quality of life in the community;
- Conduct regular research to measure community sentiment on tourism issues and identify remedies to address impacts;
- Solicit citizen and business comments related to tourism; mediate and attempt to resolve concerns and complaints;
- Recommend infrastructure improvements to the Assembly, identify and recommend improvements to community recreational resources to benefit both residents and visitors;
- Comment on proposed ordinances or other matters relating to tourism under consideration by the Assembly;
- Solicit new ideas from the industry and general public on ways to more effectively enhance the benefits of tourism and reduce its impacts throughout the borough; and
- Provide information to the Assembly and the general public regarding tourism issues and development.

In its first year, the TAC focused on identifying problem areas and encouraged tour operators to adhere to voluntary guidelines to minimize tourism impacts. The TAC also monitored community opinions on tourism.

The efforts of the Tourism Working Group (spanning two and one half years) established a framework for subsequent work of the TAC. In its first year, the TAC continued to identify major issues and possible solutions. Three major issues identified by both the TWG and TAC included downtown pedestrian and vehicular traffic, noise impacts from flightseeing and cruise ship emissions. The TAC continued to monitor community opinion and encouraged tour operators adhere to voluntary guidelines designed to minimize the industry's negative impacts.

In its *Annual Report and Action Plan* (April 1999), the TAC expressed its interest in moving beyond the negative aspects of tourism and its perceived role of "tourism cop" in favor of working to enhance the positive benefits of the industry. In 1998, the TAC convened an interagency coordinating meeting and invited representatives from a wide variety of public and private sector organizations to provide an update on current visitor industry-related projects. The TAC identified resource management as a committee goal and established active ongoing links with the range of organizations involved in or impacted by the tourism industry.

1997 Voluntary Compliance Program Tourism Hotline

The TAC developed a three-part process to minimize the negative impacts of tourism. This included a Voluntary Compliance Program (or series of voluntary guidelines operators would follow to minimize impacts), a Tourism Hotline to capture residents' concerns and an ongoing survey of community opinion.

A series of voluntary guidelines were established by the TWG in 1997 and by the TAC in 1998, 1999 and 2000. Guidelines were developed in

response to community concerns as raised in a series of public meetings and through the Tourism Hotline. Guidelines were grouped by activity type and included the following sections: commercial passenger vehicles, flightseeing operations, walking, hiking and bicycle tours, cruise ships, and impacts to docks, harbors, and the airport. At the end of each tour season, the TAC evaluated Hotline calls and other information, using it to refine the program for the following year.

February, 1998 Cruise Industry Impacts on Local Governments in Southeast Alaska¹¹

This study focused on local government (Southeast Alaska) expenditures and revenues related to the cruise ship industry during the 1997 cruise season. Some of the findings are summarized below:

- Cruise visitors spent approximately \$160 million in Southeast Alaska, \$120 million of which was taxable spending.
- Sales tax revenues resulting from passenger, crew member and cruise line spending totaled \$7 million.
- Port fees contributed an additional \$3.2 million to local government revenues.
- Cruise ship passengers impact a range of local government services including police departments, emergency services, public utilities and libraries.
- Throughout the region, local government revenues generated by the cruise industry totaled \$10.2 million while local government expenditures totaled \$3.3 million.

Measured costs included marginal costs, defined as those additional or new costs incurred by a local government above those that would be incurred without the cruise industry present. If no additional employees were hired, no marginal costs were incurred, even though existing

¹¹ Prepared for Southeast Conference by the McDowell Group.

personnel spent some portion of their time serving cruise visitors.

November, 1998
Juneau Tourism: Community Opinion Survey¹²

According to revised Convention and Visitor's Bureau statistics, Juneau hosted 672,000 visitors in 1998, compared to 493,000 in 1995. This survey was designed to measure household attitude and perception changes toward benefits and costs, economic importance to the community, over-crowding, noise, commercial vehicle traffic and increased use of community facilities, streets and recreation areas. A summary of survey results follows:

- Community perception of positive tourism impacts declined from 35 percent in 1995 to 29 percent in 1998, and the perception of negative impacts increased from 8 percent in 1995 to 10 percent in 1998.
- Forty-five percent of the households interviewed view tourism benefits as greater than costs; 32 percent view costs greater than benefits.
- Households who believe the tourism industry pays its fair share or more than its fair share for services received increased from 45 percent in 1995 to 49 percent in 1998.
- Households who believe the tourism industry pays less than its fair share increased from 28 percent in 1995 to 33 percent in 1998.
- The community's perception that tourism is important to the economy was high. Ninety-four percent of the households interviewed believe tourism was either important or very important to the economy.

¹² Prepared for the CBJ Tourism Advisory Committee by the McDowell Group.

August, 1999
Cruise Ship Waste Discharge Issues

Juneau residents expressed extreme concern over a 1996 Royal Caribbean Cruise Line official admission to dumping untreated wastewater in Alaskan waters in 1996. The Company CEO visited Juneau in August of 1999 to offer a personal apology to the mayor and citizens of the City. The public meeting was well attended, with numerous residents expressing anger and frustration over dumping violations. Company officials presented information on changes to company policy and ongoing efforts to improve wastewater disposal technology.

Despite the apology and reassurances, the incident was close enough to an October vote on the cruise ship passenger fee initiative that it may have affected how some citizens voted. At the same time, the repercussions of this incident effected residents' perceptions of Royal Caribbean Cruise Lines and the cruise ship industry, in addition to adversely affecting community views of the tourism industry as a whole.

October, 1999
Cruise Ship Passenger Fee Initiative

In 1999, a citizen group made a second effort to charge a \$5 per passenger fee to ships carrying more than 40 passengers. Under this initiative, the fee would be used to address costs incurred by the CBJ for services and infrastructure used by cruise ship passengers. Nearly 70 percent of all voters approved the measure (voter turnout was about 30 percent). This second initiative was not unexpected; however, the vote was viewed as reflecting a pro- or anti-tourism community. Given the City's efforts address tourism growth through various committees (whose work spanned several years), it would not be unreasonable to infer from this vote that one segment of the population was in fact voting for the City to assume a more aggressive role in managing tourism growth. This second initiative may have passed for many reasons: lowering the fee from \$7 to \$5 per passenger

may have been the deciding factor; anger and frustration over the Royal Caribbean dumping incident may have been fresh enough in residents' minds to influence the vote; or, residents may simply have been asking visitors to pay for the municipal services they use and enjoy while in Juneau.

November, 1999

Assembly Planning and Policy Committee

Mayor Dennis Egan created the Planning and Policy Committee (PPC) to address tourism management issues. The committee would also coordinate activity among Assembly committees that relate to tourism. Initially, the PPC focused primarily on flightseeing noise issues and initiated an intensive information gathering effort on mitigation options. In addition to its work on flightseeing noise, the PPC also prioritized and initiated work on the City's long-range tourism plan.

March, 2000

Flightseeing Noise Mediation

This collaborative effort was designed to find negotiated solutions to flightseeing noise. Nine caucus groups were established to represent the following interests: the CBJ, U.S. Forest Service, fixed wing operators, helicopter operators, cruise lines, local businesses, conservation interests, Peace and Quiet Coalition and Cruise Control, Inc. The mediation team was able to complete the design phase but, unable to reach agreement on next steps, dissolved in December, 2000. However, the Mediation Design Team does contain much useful information and a summary of issues.

July, 2000

Tourism Staff and Program

The CBJ officially created a tourism planning program staffed by a tourism planning manager, tourism specialist, and half-time clerk. The Tourism Advisory Committee was officially

dissolved by the PPC as it formally assumed the duties of the committee.

July-September, 2000

Flightseeing Noise Study (Phase 1)

The CBJ contracted with Michael Baker, Inc., and BridgeNet International to measure and document noise generated by flightseeing operations throughout the City and Borough. The study also identifies "mitigation options." Phase 2 of the study, which is currently under consideration by the PPC, proposes to examine the feasibility of alternative heliport sites to reduce routes over residential areas. Most flightseeing routes are between the Juneau International Airport or the ERA heliport on North Douglas and glacier landing sites permitted by the U.S. Forest Service. The number of permitted landings is the subject of a draft EIS by the U.S. Forest Service due out in late March, 2000.

October, 2000

Flightseeing Noise Initiative

This initiative proposed a City ordinance to regulate noise from flightseeing tours. If passed, the ordinance would require the City to request the federal government reduce Juneau Icefield helicopter landings, enact municipal regulation of tourist flight schedules, restrict the construction of new heliports and prohibit municipal research related to new heliports. 3,562 votes were cast in favor of this initiative; 8,030 votes were cast against it. Disagreements about the CBJ' authority with regard to flightseeing are not yet resolved.

October, 2000

Assembly Goals

In an October 2000 goal setting exercise, the CBJ Assembly discussed goals for tourism planning and management. Member comments included the following:

- The need for both planning for and management of tourism is a high priority.

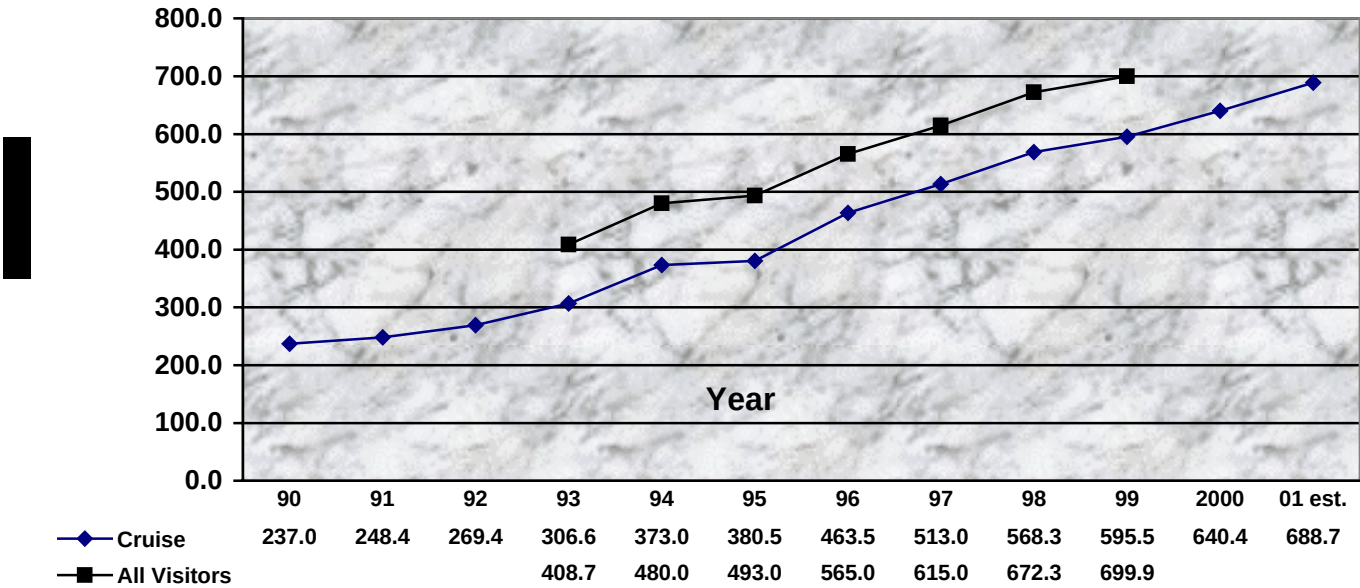
- We should investigate why people like living here to help identify what needs to be preserved as Juneau grows and addresses tourism impacts.
- We need to heal rifts within the community over tourism.
- We need to actively manage tourism.
- There must be a public component to all tourism plans and planning efforts.
- We need to look to other communities that have found innovative and creative solutions to keep residents involved in the process and prevent participation “burn-out.”

December, 2000

Tourism Specialist Position

In December 2000, the CBJ used a portion of its passenger fee monies to hire a Tourism Specialist, for whom Voluntary Compliance Program coordination will be a primary responsibility. 2001 goals include measuring progress made in meeting program goals, monitoring operator participation and increasing the program’s visibility among residents, operators and visitors.

**Non-Alaskan Visitors to Juneau, Alaska
1990 to 2000**



Source: Juneau Convention and Visitors Bureau

----- Original Message -----

From: Bremner Don <Don.Bremner@sealaska.com>

Date: Mon, 1 Apr 2002 19:03:59 -0900

Hello Maria,

In re/to the makeup of the Board I think it would be in the long term and best interest of CBJ to have designated seats for the Native community and Juneau Historical Preservation Society.

There needs to be balance. The industry is heavily weighted just by being the industry and having a role, however, Native organizations and the Historical Preservation Society and similar organizations are new to having their voices heard, but are critical to the long term tourism attraction of Juneau so should have separate seats available. There should be a Tribal seat, a Native Non-profit and one Native profit making business seat. This is a cross section of the Native community and it would be very permanent way of allowing participation.

Thank you for your consideration of our suggestions.

Don Bremner,
Sealaska Heritage Institute

Subject: FW: Dot Wilson re: Draft Tourism

-----Original Message-----

From: Dot Wilson [mailto:dotw@gci.net]

Sent: Wednesday, April 03, 2002 10:19 AM

To: Ken Koelsch; Frankie Pillifant; Jim Powell; Don Etheridge; Jeannie Johnson; Randy Wanamaker; Dale Anderdson; Mayor; Marc Wheeler

Cc: Jim M Wilson

Subject: Fw: Draft Tourism Plan

Assembly Members: I read through (admittedly quickly) the tourism draft from Harvey. I have already written him with my most burning question:

Why are they trying to add another layer of bureacracy to the tourism mix? In my opinion he describes the job the JCVB should be doing in the first place. Rather than hire someone to oversee and "contract" with JCVB to do their job, why doesn't the Assembly take action to give JCVB the direction/support they need. If additional staff is needed to do more marketing - and if there is money to pay for it - (\$320,000 salary and \$165,000 for "budget?") - why not have JCVB do it. If JCVB board doesn't want to do what the city wants - get a new board.

What Harvey told me is that they aren't doing it at this point and the "board" doesn't want to. Adding another \$110,000 position to "contract" with them doesn't seem like the solution to the problem - it seems more like perpetuating and adding layers to the problem.

I will probably have more comments as I plow through the draft - but this proposal really needs to be thought out carefully.

Dot Wilson

----- Original Message -----

From: Bob Harvey

To: 'Dot Wilson'

Sent: Tuesday, April 02, 2002 5:55 PM

Subject: RE: Draft Tourism Plan

Dot,

Would love to talk this through with you. Basically, to deal with impacts and planning, you have to have a balance between community and business JCVB isn't interested - board told me in person

We also have some strong concerns about marketing And the track record on that for both the bed tax and the convention center Need to have a level of accountability Marketing needs to work for your business, better than it has!

The whole thing lets the community get out of the battle And behind tourism, work together

-----Original Message-----

From: Dot Wilson [mailto:dotw@gci.net]

Sent: Tuesday, April 02, 2002 6:17 PM

To: Bob Harvey

4/22/2002

From: Beatrice Findlay [msbhaven@gci.net]
Sent: Monday, April 08, 2002 4:24 PM
To: talktours@cbjtourism.com; tourism@ci.juneau.ak.us
Subject: tourism draft

I have just completed reading the tourism draft and I must say I was surprised and alarmed with it. It would appear that Egret did not take the time to find out exactly what a CVB did or HOW it markets the community. The CVB is a member driven organization and although it is responsible to market the community as a whole, it is MOST beholding to the members who support it through dues (and often substancial dues at that) Bed taxes are specific to them because those folks will benefit most. It takes TIME to cultivate relationships with Cruise Lines, Convention Contacts, Trade show participants, Overseas contacts and to have a "contract" awarded on a yearly review basis would be (excuse me) STUPID. You could not plan a budget, solicit for conventions (often given as long as 5 years in advance) or know how to plan at all. This plan appears to be giving Egret a big chunk as an "advisor" and created a system that is already in existance and I may say runs well already. They have a new director (although the last two had done the job well and went on to bigger and better things)The CVB is NOT a city department (most CVB's are not) for the very reason that they DO stay clear of specific politics. They already have a capable board with a diverse members from many businesses and industry. Tell me....where is the money to come from to support a \$110,000 job (including benefits) and a second \$45,000 job. The first is more than the current director makes and the second job would be underpaid! Where (in Juneau) would they find an office to rent for \$30,000 a year including phones, office equip, etc. Not sure what community they could do that in....surely NOT in Juneau! I will be greatly disappointed if this passes. If the CBJ goes with this plan then shame on them. If they allow a parallel organization to supervise the already existing one...shame on them. If they are unhappy with the current Convention and Visitors Bureau then they need to talk to them, not cripple them, which this plan would do. Please read the plan carefully and then turn it away for the health of the community. Government involvement in State Tourism has in effect destroyed the marketing of the State. It would do the same to local marketing as well. Additionally, they have gone backwards with the duties of the Harbor Department and the others. They are suggesting they do things they are not equipped for and that would most likely result in increasing their staffs as well. Think long and hard before going ahead with this very flawed plan. Sincerely, Bea Findlay/Juneau resident and voter

Subject: FW: Draft Juneau Tourism

-----Original Message-----

From: Jon Tillinghast [mailto:Jon@STSL.com]

Sent: Tuesday, April 09, 2002 10:14 AM

To: 'borough_assembly@ci.juneau.ak.us'

Cc: 'tourism@ci.juneau.ak.us'; 'talk-tous@cbjtourism.com'

Subject: Draft Juneau Tourism Plan

Thank you, first, for the opportunity to comment on the draft Juneau tourism plan. My initial concern is that, according to the Juneau Empire, the comment period apparently runs only to April 15. This is far too short a time for such an important, lengthy and complex document to be fairly considered by Juneau residents, and the artificially-short time frame would seem to guarantee that the bulk of responses you will receive will be from well-organized interest groups.

Because of the short time period apparently allowed, let me make brief comments on two aspects of the plan that worry me the most:

1. The Role and Composition of the JTP. This group would be given a major role in both policy formulation and policy implementation. In-and-of-itself, I object to this approach. Tourism issues are fundamental, controversial issues for this community, and I really do hate to see the Assembly abdicate its responsibility to take a front line mediation and problem-solving role on these issues. I do not wish to see decisions on such politically-sensitive issues as the Marine Park staging area decided (or even significantly influenced) by unelected (and thus unaccountable) interest-group representatives, whomever they might be. Even more importantly, the proposed composition of the JTP is not balanced, and, in fact, would seem to guarantee domination by a single interest group-the commercial tourism sector. That sector is guaranteed fully half of the six board seats; and, as a result, the JTP will be viewed as an industry advocacy group and will not enjoy community credibility. If (i) such a group is to be formed (and I don't support forming any such group, for the reasons above-stated); (ii) the group is intended as something more than a promotional organization; and (iii) it is to receive any city money, then I would respectfully suggest that the city choose membership such as the following: (a) 1 representative of commercial tourism; (b) one representative of the town's conservation community; (c) one representative of the public service sector, who will provide expertise on how to provide public services to both tourists and residents (such as a Parks and Rec or Public Works employee); and (d) three members of the general public, none of whom have any demonstrable ties (direct or indirect) to either side of the tourism controversy. As an attorney, there is nothing more precious to my core values than an absolute insistence on a decision-maker, or a mediator, who has no actual or even apparent bias in the outcome of the debate. A JTP that seems (to any segment of the community) to be biased or weighted in one group's favor will only serve to more deeply divide and embitter this town.
2. Taking Sides on the Marine Park Controversy. The draft plan takes sides on the Marine Park staging area controversy. I was sorry to see this, as this one aspect of the plan badly damages its attempt to appear as an even-handed document. The plan goes to great length to sell itself as a blueprint for fairness and balance, but then it touts a proposal that is very actively opposed by many (and I suspect most) of our citizens who live in downtown Juneau. The city has not met its burden of demonstrating that idling busses will not make the Marine Park area less attractive to local residents. Until our neighbors in downtown Juneau are assured in this regard, it is highly inappropriate for an ostensibly neutral planning document to advocate one particular outcome.

I have noticed, in recent debate on this issue, a concern over attracting more Juneau residents back to downtown. I am encouraged by those expressions of concern, because downtown Juneau is dying, and I wonder whether asking summer concert-goers who now pack the Marine Park shelter to attempt to enjoy the concert within smell-shot of a bus lot is really a good way to entice a community of well-educated and sensitive people to spend their summer evenings in town. We're a long way from reaching community consensus on that point, and the draft plan is much too pushy on that count.

I really hope the community is given far more opportunity to comment on this product. As a 28-year resident of this town, I have a lot invested in assuring that downtown Juneau doesn't become simply a seasonal theme park, and I think we need a lot more than one week to comment on a blueprint for deciding those issues.

Jon Tillinghast

From: Mary Mearig [mearig@gci.net]
Sent: Tuesday, April 09, 2002 12:36 PM
To: talktous@cbjtourism.com; tourism@ci.juneau.ak.us;
Subject: Comments on the Draft Tourism Plan

I completed the final web poll, but found the questions leading. Is the formation of the JTP really a given? I am not convinced that establishing and funding this additional layer of bureaucracy is the best solution.

In my opinion, more bureaucracy leads to less representative government - aiding special interests in pushing their own agendas.

4/22/2002

12

-----Original Message-----

From: Mary Lou King [mailto:kingfarm@ptialaska.net]

Sent: Tuesday, April 09, 2002 11:15 AM

To: tourism@ci.juneau.ak.us

Subject: Comments on Draft plan and Survey

I do not have enough information on some of the questions. I am not neutral.

The Juneau Tourism Plan should include University of Alaska Southeast and Department of Transportation. UAS has the research, training, transient housing, potential work force and library facilities for consideration by JTP. DOT is not facing the reality that a million some and growing number of tourists, college students, legislative people, elderly residents, and juvenile residents do not have cars and need alternative ways to get around.

| The concept of the Juneau Tourism partnership is wonderful.

Jim King

Subject: FW: Implementing the Juneau Tourism

-----Original Message-----

From: Bremner Don [mailto:Don.Bremner@sealaska.com]

Sent: Thursday, April 11, 2002 2:56 PM

To: 'Borough_Assembly@ci.juneau.ak.us'

Subject: Implementing the Juneau Tourism Partnership

Dear Mayor Smith and Members of the Assembly:

I wanted to take a minute with you to question the April 1, 2002 letter from Bob Harvey to the Assembly regarding the make up of the JTP Board and the Tourism Marketing Advisory Committee.

1. As I stated to Maria and Bob, the Board does not have Native representation. I recommended that Sealaska have a seat, and Tribal and Native Elders have representation.
2. It appears heavily weighted to the Non-Native community and by the industry. Again, I asked..who did Bob and the Assembly talk to in the Native community about representation?
3. I'm unclear about membership, are all members year-round residents at least. This should be a key requirement, if a person or company is just seasonal and tied to the Cruise line Industry how can we say they represent the community and cultures of Juneau? These are the same people who have not given the Native community consideration in the past, aside from using our people as silent marketing hooks.
4. It seems that the land based businesses should outweigh any cruise line representation. The local hotels that cater to S.E. Alaska residents and bring in year-round taxes should have more seats on this. It makes sense, they are a large part of the CBJ Tourism tax base.
5. The same questions apply to the Tourism Advisory Committee. Are all members year-round residents, and for the same reasons.
6. From the looks of the top four listed people they are all tied to the Cruise line industry. I don't see any Native or year round cultural tourism representation here?

I think a lot of time needs to be spent on how these appointments were made. Were there public meetings on this portion and can I get copies of all notes, minutes of meetings, phone logs, e-mails regarding from Bob Harvey, and any members of the Assembly, Juneau Conventions & Visitors Bureau, Maria's office, and from exchanges with each person appointed.

This is a pretty glaring disappointment of representation if this is the final make-up and appointments.

I look forward to line item responses to my questions and concerns here.

Thanks,

Don Bremner

Subject: FW: Comments on the Draft Tourism Plan, including comments on the Marine Park

-----Original Message-----

From: Rory Darling, Jan Moyer [mailto:kayaker@alaska.net]

Sent: Friday, April 12, 2002 9:40 AM

To: borough_assembly@ci.juneau.ak.us

Cc: tourism@ci.juneau.ak.us; talktosu@cbjtourism.com

Subject: Comments on the Draft Tourism Plan, including comments on the Marine Park Deckover

In the process of completing the last tourism poll, I read the draft tourism plan. Before making my comments, I would like to thank the assembly for engaging in an open process with a published plan and polls. I think that is a good way to involve the community while avoiding the obvious problems with past public forums on the issues.

I am left with 3 general impressions regarding the Plan:

1. It did a pretty good job of acknowledging the primary points of view that need to be addressed. The city should be happy with the clear focus on organization of tourism management and emphasis on growth, the tourism industry should be delighted with the bonanza of publicly financed amenities for their customers (including marketing), and the residents finally got an acknowledgement of the obvious that noise is a problem that must be solved.

2. The Plan is heavily weighted towards industry concerns, and in that regard it is not that much of a departure from the status quo, which to my point of view (oriented towards respect for the local residents) is completely unacceptable. More on this later, but after reading the plan I remain deeply concerned that my elected local government officials do not represent the interests of the people that vote for them, but large corporations to whom Juneau is simply a product for 5 months of the year. I think this emphasis is wrong - I resent paying (high) property taxes in a company town, which is what Juneau is and will remain under this plan. The JTP removes me one more step from my elected representatives in tourism matters.

3. The mandate of the JTP is far too broad and ambitious, stretching the credibility that it can achieve the effects that it describes. It would be nice to have all of the things listed (a new performing arts center, etc.), but there has to be some sense of relative priority in view of what is sure to be limited funding. I think it is important to attach a priorities to different actions, and prescribe prerequisites that identify which items must be completed before moving on to other areas.

My fear is that the items that expand and develop the tourism market will be performed, while the mitigation issues will be ignored. There is nothing in the Plan that says that expanded marketing and product development will not occur unless mitigation measures are in place. I think this is a serious omission. More to the point, if satellite heliports do not happen, this plan is a recipe for disaster for the 6000 households identified in the Baker study that are negatively affected by noise. I strongly support the satellite heliports as identified both in the Plan and the Baker study and feel that ample groundwork is in place to move ahead, but I have yet to hear the assembly make a definitive statement that it is their policy is to move ERA to a south heliport site before the 2004 season. On the contrary, the process is being held hostage by a small interest group that is playing the time tested game of finding some fault (possible under any proposed solution), then using this fault as an excuse to do nothing or perpetuate endless study. Doing nothing is what led us to the existing problem. The Plan must overcome this by providing incentives for the mitigation provisions to be in place BEFORE any of the expansion activities take place.

I also do not see any penalties or disincentives for the operators that do not adhere to the spirit of the plan in the ongoing evaluation process. The "safety valves" mentioned in the plan will, based on my experience, simply result in affected residents being marginalized (as they are now) while the industry does whatever they please. The Plan should specify penalties for exceeding the local tolerance for industrial tourism if it intends to affect the behavior of the industry.

Restating my general concern, I feel that the tourism process should be responsive primarily to the taxpaying residents. Unless the plan prevents further expansion of the industry before mitigation is a reality and builds

4/22/2002

22

disincentives for exceeding reasonable carrying capacity, I think it will be a continuation of the existing policy of the industry doing whatever it pleases in spite of residential impacts.

I like the emphasis on waterfront planning, repeating the caveat that local considerations should predominate the direction of that plan. With this in mind, I think it is premature to embark on the Marine Park "deckover" that is currently before the assembly. In addition to being done outside of the plan, it commits \$ 5 million dollars on DEVELOPMENT at the expense of MITIGATION. If there is that kind of money available for tourism issues under the plan, I think that the southern alternate heliport is a higher priority use of funds. Already I hear "where is the money coming from" objections to the alternate heliports; the Plan and the planning process would indeed be shallow to do the deckover and then plead poverty for the alternate heliports. I think the deckover diminishes the use of Marine Park by residents, but I could live with it if, under the direction of the Plan, it was done AFTER the alternate heliports are funded.

Finally, I think the mandate of the JTP is far too ambitious for the funding that is available. It should be satisfied with more mundane and practical achievements such as mitigation and public facility planning. I view the JTP as defined in the plan as an extension of government; it is inappropriate for government to spend taxpayer money for items such as marketing, which is well within the capabilities of the operators that provide tourism services. Avoid corporate welfare. I predict that the broad mandate of the JTP will dilute its efforts to the point where meaningful change is beyond its capabilities. Better to do fewer key things well. Also, the board of the JTP is once again dominated by tourism development interests. The events of the past years clearly indicates to me that assembly seat is pro development, and recent permitting actions by the USFS also puts them in that camp. And who are the public representatives? Please consider a different mix of representation on the board. The JTP and the tourism industry should respond to the residents, not the other way around as my past experience with joint "working groups" leads me to believe.

I support the use of a Plan to dictate actions. I support efforts to improve Juneau's economy with tourism, and would like to see individual businesses prosper. If growth can occur without grinding down the residents, that would be great. The current draft has promise, particularly in regard to the specifics of the alternate heliport move. But will mitigation happen? Unless the Plan converts the talk into prioritized actions with incentives / disincentives for achieving mitigation, I think we are in for more of the same industry oppression which is way too far out of balance at present.

Thanks for considering these Plan improvements.

Rory Darling
6732 Gray St.
463.4861

Subject: FW: Tourism Plan

----- Original Message -----
From: "Douglas K. Mertz" <dkmertz@ak.net>
Reply-To: dkmertz@ak.net
Date: Sun, 14 Apr 2002 16:58:59 -0800

It seems to me that the Plan is flawed in two main ways. First, it creates a cooperative process that is supposed to mirror community sentiment, but there is no guarantee that the full spectrum of opinion will be represented on the JTP or other groups. The likelihood is that commercial tourism interests will continue to be overrepresented since they view participation as a money-making activity and hence are willing to send paid personnel or unpaid people who expect an economic payoff. That is not true of the other wing of the dispute. The JTP will, over time, become simple another voice for commercial interests.

Second, the plan relies overwhelmingly on cooperative non-mandatory efforts. There is no room in the plan for mandated minimum protections on the local level. This is a major error -- industry historically does the minimum required or the minimum it believes will avoid real regulation. My belief is that the Assembly must have the courage to declare that some minimums -- in air, water, noise, and open space requirements -- must be adhered to even when the industry believes it would cost it money.

D.K. Mertz

Subject:

FW: Tourism Plan Comments

-----Original Message-----

From: Douglas Mertz [mailto:margowaring@ak.net]
Sent: Sunday, April 14, 2002 3:54 PM
To: tourism@ci.juneau.ak.us
Subject: Tourism Plan Comments

I read the draft plan with increasing concern. The plan is structured around the development of the Juneau Tourism Partnership. I will not comment extensively on my impression that the JTP heavily favors the tourism industry, especially the cruise industry. My main concern is that the JTP appears to be the old Tourism Advisory Board dusted off and given a great deal of power.

The old committee proved itself to be an ineffective means for dealing with tourism issues, largely because it was several removes from decision making authority and from elected officials. This is why it was "returned" to the Assembly.

The proposed JTP is given too many municipal powers and authority, without a context that requires the protections that go with municipal government. Many responsibilities are taken away from tasks which should be done by city government--and others which should remain in the private sector because that is where all their cost and benefit should be.

I also think that the proposed JTP is a solution to a non-problem: I have attended many meetings and did not hear that the city needed closer working relationships with the industry. Rather, much concern was expressed that the industry has too much influence, along with the DBA and the CVB. The JTP will increase that influence.

The proposed JTP, as an appointed body, has many of the flaws of other appointed groups, notably that there is no guarantee that appointments will be representative of the real diversity of views in the community. I suspect that it will be another pro-industry set of appointments, called "representative" by the Assembly, but actually picked to represent the views of the majority of Assembly members. Without true representation of all the community's views, it will not solve the divisiveness within the community on the subject of tourism.

Lastly, the "plan" is very short on actual plans. Rather, it sets up the JTP as the way to plan, thereby creating a relatively closed process that will not assure common agreement about objectives.

Margo Waring

Subject: FW: Juneau Draft tourism management Plan

-----Original Message-----

From: Bremner Don [mailto:Don.Bremner@sealaska.com]
Sent: Sunday, April 14, 2002 3:50 PM
To: 'borough_assembly@ci.juneau.ak.us'
Cc: 'bobharvey@egretcommunications.com'
Subject: Juneau Draft tourism management Plan Comment

Dear Mayor Smith and Members of the Assembly;

This is follow up comment regarding the new Tourism Management Plan proposed by Egret Communications;

1. In previous comment I stated my opposition to the make-up of the JTP Board and Marketing committee. Those comments stand for the same reasons.

2. In addition to that I object to prearranged contracts and references to the JCVB being the marketing arm of this plan. Again, they have no track record of marketing the independent market and they had an obligation to do so in the current system. They have no experience or track record of success in

marketing historical or Native cultural tourism. The JTP should go out on bid with this to recruit a company that is plugged into these various markets. We are sure to get more for our money this way, and accountability.

3. I believe it is not true (pg.9) that Juneau has great air service. I know most of you realize the rates we pay out of here. It's not great and part of the plan should be to attract competitive air carriers so we can improve the independent market. We have to begin again somewhere, and it might as well be in this plan.

4. It seems like by now people in the industry should realize that where there are Native and minority cultures the best way to describe an invitation to visit our community is to get away from the "heads in beds" destination mindset, and re-educate themselves to marketing and terminology that will attract visitors to a "sense of place", this is our home. We live here, let's invite them like they are visiting our home. Add all the necessary ingredients and they will be educated that this is our home, the land, water, air, community, cultures and it is worth respecting and caring for. "Heads in beds" destination is and will be just that. More of the same, note all areas where "destination tourism" is used extensively throughout the plan.

5. Page 27 is clearly a reflection of how this is so much a Cruise ship driven plan. The community of Juneau and our life here should be at the top of the thinking and implementation pyramid. In this plan the Cruise ship market is driving the community. Flop this chart over and give it meaning locally and we might have the beginning of a community driven document!

6. Pg 30, it appears that since Alaska didn't come up with Tourism industry recovery plans and cash, we in Juneau are going to rush forward with an incomplete plan to try & save the summer Cruise ship industry? It doesn't make sense to lock into the cruise line mindset when our past working relationship with them has been and appears to be adhesive in their favor?

7. pg. 31, Of course you know there is still incomplete participation by all people of Juneau, so the team didn't have a pulse on the community of Juneau.

8. pg. 37, In re/ to operating in a sustainable manner it would seem like this plan would have at least an addendum that not only spells out the number of cruise ship passengers and their impacts on all of our land and resources, and not just percentages, but real numbers in each area of Juneau, or product capacity. This includes independent traveler capacity. For example we know the numbers and percent increases for the next few years, but nowhere in this plan does it say, by the way... the maximum capacity for this trail, this street, this culture, etc, that if and when the tourist number reaches this level it is the "drop dead" number where the area, culture will experience negative irreversible impacts that we cannot ever get back. So ends the product and culture so the

----- Original Message -----

From: TerryAToon@aol.com

Date: Mon, 15 Apr 2002 09:27:36 EDT

- 1- Plan doesn't seem to address issues destination travelers I've met on trails, etc. the last few summers have had-regarding how to enjoy Juneau without tripping over cruise tourists at every turn...
- 2- Is the idea for restricting deliveries in downtown when ships are in for real?
- 3- Businesses would have to maintain extraordinary hours to beat that time frame... I am glad to see some plans to reduce float plane noise- the long hours of listening to multiple planes take off down the channel past my home has driven me away from home on days off the last few years.
- 4- I am hoping part of working with Alaska Marine Highways mentioned includes developing off season time schedules that allow our Southeast neighbors to come visit /shop/etc. at people friendly hours. I hope someday someone takes a real look at developing efficient and cost conscious transit for ferry travelers into town. (If Sitka can do it - why can't Juneau?) If the tourism industry really wants to mend some fences with the community it is time to pay attention to the grudges held about these issues.
- 5- It bothers me that the figure of 750 jobs related to cruise industry keeps popping up without info regarding how many are full-time, seasonal, rates of pay, etc. SOME jobs are poorly paid, go to folks who just come to work for the summer, etc. It would be nice to have a better idea of what those jobs are in relation to overall community financial gain.
- 6- I think Juneau would be healthier if it started talking about a more diverse economic base. The too-many-eggs-in-one-basket aspect of committing so many resources and energy to one activity-tourism- bothers me.
- 7- I am concerned that working trails group, that by and large has done so well, will lose some of its steam under the new proposal. It is a unique to have a group which manages to co-ordinate across so many lines...
- 8- There are a lot of good ideas in the draft and is obvious that much work and thought went into the project. I am glad to see the collaborative concept have such a prominent place in language guiding proposed JTB. I have reservations about how it will work out in real life given the usual cast of "stakeholders" locally but is one of the better ideas to pop up...

Thank you,
T. Toon

Sally Wilson
Box 211235
Auke Bay, AK 99821-1235
April 16, 2002

Comments on
Juneau Draft Tourism
Management Plan
March 29, 2002

I think the Juneau Draft Tourism Management Plan ("D-TMP") addresses many of the concerns and offers ideas for reconciling the diversity of opinions that exists in our community. I like the plan and hope that we are able to "succeed at both cruise tourism and destination travel – with success being defined on Juneau's terms." (Page1).

My comments relate to four broad areas:

- ☐ **Poll Participation**
- ☐ **Juneau Tourism Partnership ("JTP")**
- ☐ **Juneau Convention and Visitors Bureau ("JCVB")**
- ☐ **Cruise Ship Safety Valve Strategy**

Poll Participation

The number of respondents has decreased each time. I realize that the time to respond to Poll 4 was much great since one needed to read the D-TMP but this is a huge decrease!

Poll 1 – 1511 respondents

Poll 2 – 1089 respondents

Poll 3 – 977 respondents

Poll 4 – 171 respondents (as of 10am, April 16, 2002)

Juneau Tourism Partnership

The JTP is a good idea. A specific requirement that the public stakeholders group be limited to those Juneau residents who are **not** involved with cruise-related, destination-related or downtown retail sectors would ensure participation from these residents.

Juneau Convention and Visitors Bureau ("JCVB")

The idea of requiring the JCVB to demonstrate the effectiveness of their marketing activities would provide accountability for the city funds paid to that group. I like this idea.

April 19, 2002

Mayor Sally Smith
 CBJ Assembly Members
 155 S. Seward Street
 Juneau, AK 99801



Dear Mayor and Assembly Members:

Thank you for the opportunity to submit our comments on the tourism plan. After reviewing the plan the JCVB board met with Bob Harvey via teleconference to discuss the areas of agreement on the plan and our concerns. We asked for some specific corrections regarding JCVB activities and responsibilities listed on pages 50-54 and page 95, which Mr. Harvey agreed to correct in the revised plan. Those corrections are noted at the end of this report.

The JCVB board of directors and CEO support the following tourism plan recommendations for marketing:

- JCVB will establish a marketing committee consisting of JCVB board members and non-board individuals, with recognized marketing expertise, to guide the board in the development of it's annual marketing plan
 The marketing committee will include representatives from
 - Alaska Airlines
 - Alaska Marine Highway
 - JPT Director
 - Tourism Marketing experts – as recognized within the Juneau tourism community
- JCVB will present quarterly results statements to JTP and the Assembly
- JCVB will present marketing activities and results at the fall tourism forum
- JCVB will move toward more targeted marketing (both regions and niches)
- JCVB will continue to track performance of its marketing activities and include tracking information in the quarterly statements. Additional funding is required to conduct visitor satisfaction, economic impact studies and independent traveler profile and arrival statistics.
- JCVB board, marketing committee and JTP Director will meet after the fall forum to make sure that marketing directions and adopted changes to the tourism plan are synchronized
- During biennial CBJ budget development, the Assembly will review marketing results provided by the JCVB. The JTP will provide input to the Assembly.
- JCVB agrees that lengthening the average destination traveler's time spent in Juneau and raising spending per arrival is an important marketing objective.

Convention Marketing

- JCVB will develop a more targeted approach to marketing to new convention customers, focusing on niches and regions that match the targets for destination travel marketing and seeking groups that are likely to patronize Juneau's experiences.

- JCVB will improve its efforts to secure repeat business from existing convention customers
- JCVB will track marketing performance, with separate categories for repeat conventions, conventions that JCVB found and brought in, and conventions that JCVB serviced, but which were introduced to Juneau by other means
- JCVB's performance tracking will look at both revenues passing through the convention center and expenditures in Juneau resulting from conventions and related activities
- JCVB will present quarterly performance data to the Assembly (through Parks and Recreation) and JTP
- JCVB will present performance data during each fall tourism forum
- The Assembly will formally review marketing activities and results during each biennium budget session. JCVB will make a formal presentation of performance. Parks and Recreation will present data on revenue breakdown; make comparisons between revenues, costs, and marketing budgets; and recommend adjustments. JTP will present feedback based on input from the fall tourism forum and other perspectives.

The JCVB board and CEO recommend the following changes to the draft plan:

- Bed tax money should continue to be distributed through the established channels at CBJ, not funneled or distributed through the JTP.
- The JCVB continues as the marketing organization for Juneau, not a subcontractor on an annual contract to the JTP. We support a full partnership with JTP and will work collaboratively with the JTP to achieve the objectives of the long range tourism plan.
- The JCVB, the marketing committee and JTP director will craft the marketing plan for Juneau. It is an unreasonable expectation to hire an outside contractor to craft a marketing plan for which the JCVB is liable for the results.
- The JCVB recommends the JTP director job qualifications be redirected to strong skills in conflict resolution, mediation, and consensus building, along with experience in community planning and development.

Please do not hesitate to contact Rick Kasnick or myself if you have questions about any of the information we have provided in the report above. Thank you for your attention.

Lorene Kappler
President and CEO
Juneau Convention and Visitors Bureau

For your additional information I've included the specific corrections to elements presented in the draft plan:

Pages 50, 51 and 54.

A. Marketing: Marketing (destination), current line of communications/approvals...no clear lines...should be corrected to indicate that both Parks and Recreation and CBJ Assembly hold designated seats on the JCVB board, thereby providing two direct lines of communication to the city. In addition, the JCVB has made quarterly or annual reports before the assembly describing the marketing activities of JCVB and use of the bed tax money.

B. Marketing: Meetings and Conventions. Both the Centennial Hall manager and Parks and Recreation director have direct access to JCVB either through the board seat or in meetings with Convention Sales staff.

C. Marketing (community cooperative programs). Previous administrations and the current are involved with the Southeast Alaska Tourism Council in officer positions. SATC has a regional website and is developing a cooperative public relations program for the Inside Passage communities.

D. Monitoring (trends, marketing performance, visitor satisfaction) JCVB has performed in all three activities. The board and CEO would like to see more research done as funding is available.

E. Statement on page 95..."Juneau has a surprising lack of data demonstrating tourism performance." Significant data was provided to Egret Communications in the course of developing the long range plan. Specific research called for in the plan was traditionally provided by the Alaska Division of Tourism (\$500,000 research project – Alaska Visitor Statistics Program) until funding was cut and the program diminished. McDowell Group is now collecting that data again and JCVB is able to request visitor profile information, provided funding allows.

From: Bob Engelbrecht [engelbrecht@alaska.com]
Sent: Friday, April 19, 2002 5:33 PM
To: Tourism Coordinator; Bob Harvey
Subject: Juneau Tourism Plan Comments

Thanks for the opportunity to comment on the Draft Juneau Tourism Plan. The comment period for such a lengthy document is very short and thus my comments will be brief compared to the full review that the document deserves.

First let me say that I support the tourism planning effort in general and that overall the draft tourism plan is a good one. The vision for Juneau succeeding at tourism on its own terms and positioning itself for both cruise and destination markets are well thought out and appropriate.

I also agree with the need to reorganize and orchestrate a more effective tourism effort to reach the goals outlined. I do not agree with the specifics of how the JTP is set-up however. Rather than supervise the JCVB and the Harbor Board, the key person from each of these organizations should be a member of the JTP. One of the things that the Tourism Advisory Committee had tried to do was foster coordination among the various agencies, departments, etc. that dealt with tourism. It would foster coordination to add the Harbor Master and the President of JCVB and it would also bring some additional talent to the group. There may be others that should be on the JTP but these two are obvious to me.

It also seems that the list of items the JTP will be responsible for is unrealistically long and complex. It appears that those on the JTP would have more than full time jobs. The list of responsibilities should be reviewed for their appropriateness and the ability of the group and staff to handle. The expectation for the JTP is very high based on the list.

I concur with the general need to upgrade both the facilities and the experiences offered in Juneau for the destination market but it is also important to point out that there are some excellent resources and examples in the community. There are a number of world class experiences offered in Juneau and some highly skilled guides that should be utilized in addition to the outside help purposed.

It should also be made clear that while government can foster a supportive environment for development of the sort discussed in the draft plan (often it does not) it is almost always the entrepreneurial and creative individuals that are crucial to figuring out what people are looking for and how to do it. I would not place too great a burden on the JTP or the government to develop those ideas.

The idea of a Floatplane Museum is a good one except that the concept is too narrow and should be expanded to encompass the full aviation history of the area including helicopters.

There are some basic facts that should be checked in the Tourism Resources section. The Juneau Icefield is 1,500 sq. miles, the Mendenhall Glacier is 12 miles long and I would question whether Glacier Bay is 3 million sq. miles.

There are many other details and assumptions that I would be happy to discuss with more time but overall the plan lays out a bright future for Juneau in tourism. While we might argue about the details and how we carry this plan out the broad concepts are good and should serve as a

From: Becky Carls, Fritz Cove Rd., Juneau
To: Appropriate folks
Re: Juneau Draft Tourism Management Plan
April 19, 2002

[Just a note to start...I appreciate the amount of work which has gone into this document, however, I would have appreciated reading this entire document a lot more if it had been run past an editor or at least a proofreader before it was sent out to the community. There are many, many errors which were very distracting. Please review the document more carefully before submitting it in its final form. I made notes in my copy if you need some help.]

The Tourism Management Plan (TMP) is a very ambitious. It will be wonderful if mitigations to current problems can be accomplished in the time-frame as listed. I agree "that the challenge was (is) to manage it (tourism) to enhance their (our) quality of life, not compromise it." (Pg 32). But the statement on page 43 was great: "Clearly, Juneau is in the tourism business and must organize itself to respond to the opportunities, challenges and issues it faces in ensuring that tourism sector activities enhances (sic), rather than comprises (sic), the community's quality of life." Did you mean 'compromise' in place of 'comprise?' But the TMP moves in a direction in which our quality of life will be comprised of the tourism sector and little else. If the efforts being required by the plan were put into keeping the capital and improving the lives of the most needy among us, we would indeed be a capital city the whole state could be proud of.

Conclusions are drawn about how the community feels about various issues, but this was not determined by a vote. The polls used were not random, scientifically conducted polls, but were instead responded to by those individuals who cared to respond and in the 4th poll, by those who read this long document (at least in theory they read it). This should be stated early in the TMP.

Throughout the document numbers of tourists are mostly from 1999 and 2000. It would be nice to update the document with figures from 2001, even if only for the cruise ship tourists. Repeatedly the number for 2001 is an expected figure, when it should be known by now. The numbers should also be consistent throughout the document.

I object to your stating on page 7 that the differences in outlook between public employees and folks employed in mining, timber, and fishing is what "generate(s) some misunderstanding and community discourse." It is wrong to lump folks into these categories, a gross oversimplification of the cause of our problems, and incorrect to draw this conclusion.

There is a strong segment of the population (41% in the poll) who want to see cruise-ship numbers decrease. That is a large number and does not seem reflected, nor spoken to much, in this document. 62% of Poll 1 respondents want to maintain or decrease the number of cruise-ship tourists but this plan seeks to increase their numbers. On pg. 42 the plan seeks to "maintain and strengthen" Juneau's cruise tourism market.

I was pleased to see that the JTP will work cooperatively with other places in SEAK in promoting tourism. We need to be sensitive to the other communities in Southeast.

Pg. 42 "Industry cannot make Juneau a successful destination by itself - it needs a partnership with government..." It seems that once the TMP is adopted, very few actions will be taken in CBJ unless the effects on the tourism industry are taken into account. To the best of my knowledge, no other industry or employment sector has this kind of power over the rest of the town and it is wrong! Even if JTP is created as a non-profit agency, it seems to be set up more for the profit of the tourism industry than the citizens. There is so much money and effort that will be directed to tourism once the TMP is adopted that I wonder if much will be left for the ordinary citizens of Juneau.

Pg. 37 "This team reads flightseeing as an issue that must be addressed, however, if tourism is to continue in Juneau." I would prefer to see that read "flightseeing noise is a problem that must be solved." This has been a sore spot in many polls, meetings, and studies concerning tourism problems in Juneau. If this could be resolved in a manner which greatly reduces noise at residents' residences, I believe there would be far more support for the tourism industry in Juneau than there is at present, and the TMP claims to want broad support from the community. I am not sure that new heliports are "the" solution, but until one is found, the TMP should have other solutions which could be more quickly implemented. Routing all copters around the backside of Douglas Island and up/down the Taku River, returning the helicopter route over Mendenhall Peninsula to the same route the jets use, and voluntarily lowering the number of landings until a more permanent solution is found are examples which might help this year!

At some point the plight of many residents who are forced to live with the continual noise all "summer" must take precedence over the convenience of the tourists and the length of time a tour takes. We have been asked to be patient for at least 6 summers and you are asking for us to be patient for at least 3 more! I strongly doubt that the new heliports can be ready in 2 and 3 years, if they are ever built. There should be short-term alternative solutions presented in the TMP and alternative long-term ones as well. Many proposals have been made at numerous public meetings if you need suggestions. Folks have suffered for YEARS with the flightseeing noise in their HOMES. We need relief soon! 100% of the "summers" since we have occupied our home and 1/3 of the "summers" since we moved to Juneau have been spoiled by the blight of helicopter noise.

If the community decides after more study and consideration of the neighborhoods involved to create new heliports, Phase 2 should follow right behind the footsteps of Phase 1 and not wait until Phase 1 is done, or Phase 2 will be far behind the target date of April '05. Ideally this should begin with narrowing the possible sites for Phase 2 by the end of the tourism season in '02, so that noise demonstration studies can be done this summer for both Phase 1 and Phase 2.

I thought it was interesting that in a footnote on page 41 you stated "Tourism can be managed to reinforce those values - or, as in such places as Disneyland or Las Vegas, tourism can proceed at its own course...." One of my very best friends lives in Las Vegas. Helicopters were flying over her neighborhood on their way to the Grand Canyon. This did not last more than a few weeks. One call from the mayor to the helo companies and they were told to fly a different route that did not go over homes. Wouldn't it be nice to get such a supportive response from our Manager or the Mayor and Assembly!

The updates to the Comprehensive Plan do not indicate any management of tourism. Policy 2.12 should be amended to read "...natural resources, making a positive contribution to the community's quality of life and protecting that quality of life." And Policy 2.12.1 should read "The CBJ shall promote and manage tourism in accordance...." Also, where are the new bed and breakfasts and "small hotels" expected to be located? I hope they will be far from residential areas. Some new hotels in the airport area have greatly encroached upon long established residential neighborhoods. "Small hotels" and larger (more than 3 rooms) bed and breakfasts are not appropriate in residential neighborhoods.

It seems beyond the scope of the TMP to be asking the Forest Service to speed up its permit process. It could suggest that the JTP consider doing so, but to have dedicated funds in the budget to do this seems out of line. It could also lead to development moving too quickly once again as well as causing problems instead of preventing them in the first place, which is one of the reasons for a slower permitting process. Also, why should the USFS donate to the JTP budget?

Which brings up...On pages 109 and 111, why is the budget for the JTP being established before the Tourism Management Plan is ever adopted?

Regarding impact management: What if the response to a complaint by the business involved is inadequate, inappropriate, or does not happen at all? What if solutions/mitigations to tourism impacts are ignored or not implemented? The public needs more assurance written into the TMP that action will be taken on our behalf. You acknowledge that the current impacts are real and significant, but the plan's response is weak. The TMP is biased toward tourism promotion and needs more emphasis on managing tourism impacts.

Regarding the seats on the board of directors: I would like to see the three "Public" representatives written into the plan as being folks who are neither a business owner or a family member of a business owner, nor a person who works in the tourism industry. Otherwise it seems that the representation could appear to be less than equally balanced between business and non-business interests.

Regarding the JTP Executive Director: Much emphasis is put on how this person will be working hard for the tourism industry, but almost nothing is said of this person's role in managing tourism impacts. This person needs to be sensitive to the needs/desires/wishes of the community at large not just tourism and related businesses. They should be seen as working for the best interests of the community as a whole and not just the industry. Otherwise the tourism industry should be paying for this whole JTP thing out of pocket since it would seem to be strictly promotional.

I thought it was interesting to find the convertible plaza between Marine Park and the library proposed in the Tourism Management Plan before the Assembly had acted on it during an Assembly meeting.

Section 7.2.1 The waterfront vision should support the "proposed" tourism future for the City (instead of "accepted" as you have written). Nothing has been accepted yet. Regarding the

**Barbara Sheinberg
739 5th Street
Juneau, Alaska 99801**

April 19, 2002

City and Borough of Juneau
ATTN: Maria Gladziszewski
155 S. Seward Street
Juneau, AK 99801

Dear Ms. Gladziszewski,

Please accept this brief comment on the draft Tourism Management Plan. I believe that the process has been good, and that generally the Plan's tourism-related "Intentions," "Vision," "Policy," "Strategic Tourism Positioning statements", "Strategic Growth Directions for Juneau Tourism", and "Tourism Product Development Themes" are very good. I suspect people will agree, and this brings us as a community very, very far along to embracing a direction for both positive tourism growth and management. The City's actions now to address and mitigate flight seeing noise and downtown congestion are positive steps that implement the path set out in the plan.

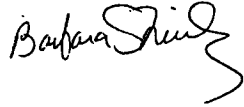
However, I am not sure the Juneau Tourism Partnership (JTP) superstructure/agency is the right vehicle to implement the Plan and manage Juneau's tourism. I was quite surprised to see the level of effort that went into fleshing out this management structure. While I agree that there is a fundamental problem with many different arms of the City all having roles in tourism --- which is based in part on institutional construct --- I am not at all convinced that the JTP is the mechanism that will be successful in Juneau to address this real concern.

I don't want to lose the good work in the Plan simply because it is premature (in my view) to adopt the recommended JTP implementation mechanism. Thus, I would recommend the City consider adopting chapters 1; 2; 3; 6 with the proviso that it is important to manage the impacts as laid out in chapter 6, but *who* manages the impacts has not been adopted yet; chapter 7 with the proviso that it is important to conduct product development as laid out in chapter 7, but *who* conducts this work has not been adopted yet; and so on for chapters 8 and 9. I think more consideration is needed before the City adopts the JTP. It may be the best solution, but alternatives have not been explored - at all. Alternatively, the contractor could be asked to final the Plan but move all the JTP language to an appendix. All the direction they have developed in chapters 6-9 is important embrace and get moving on - it represents significant progress to get Juneau's citizenry onboard with these actions - but one could lay this all out without

putting the onus on the JTP to be the body to accomplish it. Let the City figure out the best mechanism, with the JTP as one option to consider.

Thank you for your consideration and all your very hard work, on what is generally a good Plan that was prepared with a good process.

Very truly yours,

A handwritten signature in cursive script, appearing to read "Barbara Sheinberg". The signature is fluid and includes a long, sweeping tail that extends to the right.

Barbara Sheinberg

Alice J. Rarig
4425 Taku Blvd.
Juneau, Alaska 99801

May 29, 2002

City and Borough of Juneau Assembly and Mayor Sally Smith
City Hall
Juneau, AK 99801
Re: Juneau Tourism Management Plan Final Draft

Dear Assembly Members and Mayor Smith:

I am writing to comment on the Juneau Tourism Management Plan Final Draft. I am currently serving my third year as President of the Board of Trail Mix, Inc. and I have co-chaired the Trails Working Group with Cathy Munoz. The comments I consider most important to give you have to do with the differences between Trail Mix and the Trails Working Group, on the one hand, and the entity the consultants are proposing for implementing the draft plan which appears to be modeled on Trail Mix and the Trails Working Group.

Please recall that the Trails Working Group was established by the Board of Trail Mix in response to then-Mayor Egan's letter to Trail Mix asking for assistance with a set of issues of rather limited scope. I mention that this has been an *ad hoc* group with specific focus, continuing its existence voluntarily in order to complete its original charge, based on the Mayor's request and Trail Mix Board's response. We in Trail Mix saw this activity as a service we could provide related to our mission, and the "partnership" between the voluntary non-profit organization and the community government was the key.

CBJ Parks and Recreation Department provided support in the form of distributing minutes and assembling materials, which was important since Trail Mix did not have the staff or equipment capacity for those aspects of the activity. We carefully selected business representatives who had specific knowledge of the trails and areas under consideration as well as familiarity with the "industry" perspective, who had demonstrated willingness to work constructively in the "voluntary compliance" realm, and who were long-time local residents.

The Trails Working Group has thus been a very different arrangement from the so-called "Juneau Tourism Partnership" (JTP) that the consultant report proposes.

Trail Mix may have been erroneously seen by the consultants as a model for the "partnership" idea. I see Trail Mix conceptually as a voluntary not-for-profit organization established by community residents with energy and concern for trails stewardship. Their interest and eagerness to bring together the trail "owners" (Federal, State and City) to solve problems related to this joint property for the public good, which is presumably the purpose of all the public owners, has worked well, and might be considered a partnership among existing entities. These public partners with community volunteers are a very different mix from the entities expected to be partners in the so-called "Juneau Tourism Partnership."

The proposed JTP is not a partnership with the community – in part because the community does not have a way to decide who speaks for it in such a forum. In contrast to the lack of any defined champion of Juneau residents to "partner" with others, the business interests are groups of "for profit" firms, large and small businesses referred to in the Draft Plan as (1) the "local tourism businesses" and (2) the "international cruise tourism industry." It is not clear who should/would speak for them as a group, either, but they do have existing associations. Even the staffing suggested for the proposed JTP is to provide for a tourism consultant, not consultants on environmental assessment or livable communities or other kinds of expertise that might be

relevant. What is needed in this domain is active government leadership, fact-finding, and problem solving. Responsible planning needs to be an on-going public process.

We appreciate acknowledgement of Trail Mix and the Trails Working Group as groups that have made a constructive difference in Juneau in recent years. But I, for one, object to having our successes in one realm transferred without clear thinking to a very different realm, especially one like "tourism" where profit motives are present.

The community side of the supposed "partnership" is not clearly defined in the plan. If there were an existing alliance of community-based problem-solvers with respect to tourism issues (Cruise Control and the group concerned about flightseeing noise are the existing interest groups I am aware of), independent of city government, the city might ask them to work with the industry interest groups on some specific issues. I do not see that in the proposal for the JTP. This is a very lop-sided "partnership." As I recall, the Tourism Advisory Board had similar problems. Public representatives "at large," without an organizational base of their own, do not have similarly focused or congruent interests or motivations, and may be unable to "represent" the public, because the public's interest has not been ascertained.

City government has roles and responsibilities for protecting the public good that cannot so readily be given over to a private not-for profit entity. The laundry list of assignments to the proposed JTP reveals this dumping of responsibilities on a group that has not been elected, has no clear legal accountability to the public, and in fact obscures the public and private roles that should be dealt with through more routine public processes.

I would suggest looking closely at the list of assignments, roles, functions, etc. and considering with a fresh look which activities/functions are most appropriate for various entities:

1. City staff in a department that can manage reporting requirements, regulations, etc. with the support of city legal department, city manager, grants and contracts administration, etc.;
2. Existing city committees and agencies that already have responsibilities for planning, zoning, managing city facilities, etc.;
3. Ad hoc committees or potentially new standing committee(s) of citizens only might be given a charge to examine specific issues and report back to the Assembly for action on such questions as congestion, air and water pollution, noise abatement, etc. – committees that might have some staff support for specific periods, on a *specific* charge; they should invite input from outside interests as well as local in order to find proposals for solutions;
4. If negotiations with the two named industry groups are needed, and perhaps even joint planning efforts in which they can participate as "partners," then these specific activities need to be selected. One topic that seems appropriate here is to work toward a *planned tourism growth rate* that the community can deal with more successfully than in the past. Perhaps this is the appropriate assignment for the proposed committee, provided the accountability issues are clarified, and the public/citizen representatives can articulate the concerns reflected in all the polling efforts this time around and prior opinion polls showing overwhelming support for no more growth or slower growth of cruise passenger volume.

Although there is some acknowledgement of "heritage and cultural values," the message of the Draft Plan focuses on their value as assets to be marketed, rather than as values essential to community well-being.

On cruise ship passenger volume, the web polling (which reflects the thoughts of people who were willing to answer the kinds of questions asked -- these created a barrier for some potential

participants) strongly indicates support or tolerance for more independent tourists but much anxiety about continuing rapid growth in numbers of cruise ship passengers. Keep in mind the number has increased by 50% since the 1999 McDowell survey that already found one third of respondents wanting a *decrease*, and nearly half of residents wanting *no additional number* of cruise ship passengers per year. In an earlier survey, back in 1995 when volume was about 400,000 per year, the responses were more evenly split between those who could accept more passengers a year and those who wanted no increase, so it would seem that somewhere between the recent 500,000 to 700,000 jump we have reached a limit in the eyes of a large majority of the population. The draft plan does not point out this apparent change in attitude.

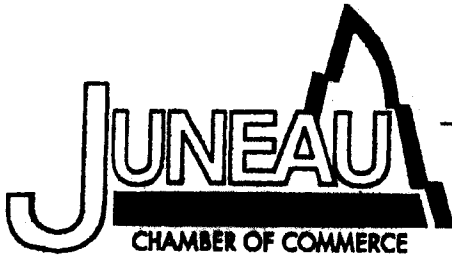
It is impossible to address all the questions raised by this lengthy draft plan. I trust that the comments of others and your own assessment will identify other issues and help you consider next steps. I will comment on just a few other specific concerns of mine:

- a. "Fast track" permitting processes should NOT be done. It is hard as it is for the public to get information and make comments without time periods and processes being cut short.
- b. Marketing is not an appropriate task for the same group that is trying to manage a resource.
- c. Values other than recreation and catering to tourists who bring in money ("high end" tourists) must be kept in mind: Juneau is
 - home to about 30,000 of us – not a destination, but where we live and work,
 - the capital,
 - an important regional center, transportation and economic hub,
 - an educational center,
 - caretaker of key elements of Alaskan history, and
 - protector of environmental balance for a large piece of the marine and mountain ecosystems.
- d. Trails are an asset that need investment if they are going to continue to be attractive to local residents and visitors; they need a *regular* source of funding to be attractive and more safe, and only major *new* investment can provide new trail resources to meet potential demand from tourism of the destination or cruise ship variety. Juneau has benefited for decades from the effort of volunteers who love trails.
- e. State Transportation Improvement Plan and State Parks should both be contributing more than they are to improvement of the Juneau public trails, parks, visitor center, and outdoor activity infrastructure. The City Assembly can influence the priority list for the STIP and has done so; coordinating the STIP priorities with Docks and Harbors improvements and various park and recreational developments is a good idea.
- f. For State Parks improvement, the Assembly might address the State Legislature to allow state park receipts to be used to improve state park infrastructure that benefits communities.

In conclusion, I hope the City Assembly will provide a mechanism for culling the good ideas from the draft plan, and making appropriate assignments, without adopting the overly ambitious proposal for a one-committee-can-do-all effort. Remember that there is no "partnership" if you can't articulate clearly who the "partners" are, and whom they really represent.

Respectfully yours,

Alice J. Rarig



3100 Channel Drive, Suite 300 • Juneau AK 99801
(907) 463-3488 • Fax (907) 463-3489

June 3, 2002

Dear Mayor Smith and Assembly Members:

The Juneau Chamber of Commerce's Tourism Committee met this past week for purposes of reviewing the final draft of the Tourism Management Plan.

The Committee acknowledges the proposed Tourism Plan contains a number of good suggestions, makes some viable recommendations and compiles the issues in one document. The Committee, however, has serious concerns with the proposed governing structure, the Juneau Tourism Partnership. Our concerns are based largely on the failure of the CBJ's two previous attempts to create a "balanced" citizen/industry forum. Because of the significant financial investment required by Egret's plan, it is critical that this third attempt be successful. The Chamber and its members are concerned that the proposed JTP creates additional, duplicative bureaucracy with corresponding costs and puts a substantial burden on the shoulders of the individuals asked to serve on the board.

In 1995 the Assembly established the first "collaborative" body to deal with CBJ tourism issues – the Tourism Working Group. This committee evolved into the Tourism Advisory Committee, but both nine-member groups were essentially comprised of the same general make-up in membership. Each had no more than three tourism industry representatives and the remaining members were basically "public" members assisted by professionals from the Forest Service and CBJ staff. The Assembly appointed committee members who represented balanced but broad-based community perspectives.

The JTP is not configured differently from the TWG and the TAC and we believe it is appropriate to question why the JTP will succeed when its previous iterations did not.

In our view, what has been missing all along is significantly increased coordination among CBJ agencies and boards charged with developing, funding and implementing public planning and economic and infrastructure development, especially in regard to tourism. With that mission in mind, the Chamber and members of other economic development organizations have brainstormed a potential alternative to the JTP.

The idea, in general, is to create a second deputy manager position with the specific charge of coordinating among the key economic planning and development agencies, boards and departments (creating a Juneau Planning Network, for example). Many of the boards and agencies listed are comprised of Juneau citizens who are appointed or elected to their seats and professional staff members trained in their field of expertise.

The public would have a minimum of three opportunities to provide input, guidance and constructive criticism. 1) Citizens can apply to serve on these boards; 2) they can attend board/agency meetings; 3) they would be invited to attend meetings of the JPN and the required public hearings for CBJ plans and projects.

Other benefits of a cross agency network are:

- a. It provides for the coordination called for in the Tourism Plan.
- b. It is a long term solution that will gradually implement components of our tourism plan, without the risk of being an "experiment" that may or may not be successful.
- c. It not only eliminates another layer of bureaucracy, it utilizes organizations already in operation.
- d. By establishing another assistant city manager position whose primary task is to oversee the implementation of the Tourism plan, the stature of tourism issues is elevated.
- e. This proposed governing structure offers a wide range of opportunities for both public and industry input.

It should be understood the JTP Network can still include an end of the year tourism public forum, and it does not diminish or alter the roles of the CBJ boards and commissions.

Implementing any tourism management plan is likely to be an expensive proposition but our proposal significantly reduces the ongoing expense of supporting another organization.

The individual hired for the new assistant manager position must have a solid background in tourism, preferably in planning and development, as well as strong organizational and people skills. Under any tourism structural arrangement, all issues would ultimately be determined by the Assembly.

We thank you for the opportunity to provide this alternative approach and look forward to continuing to work with the Assembly on tourism and other economic development issues.

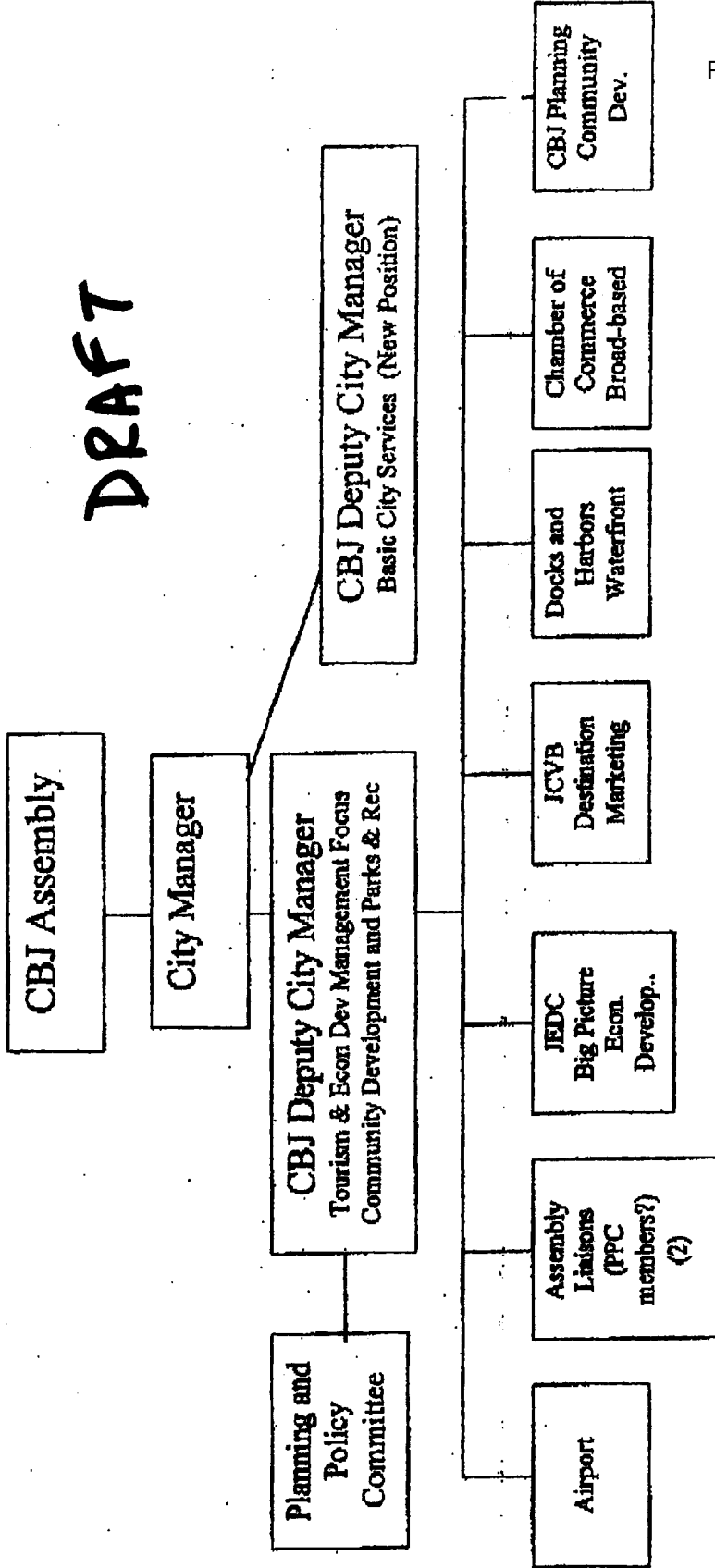
Sincerely,

A handwritten signature in black ink, appearing to read "Jamie Parsons", with a large, stylized loop at the beginning and a long, sweeping horizontal stroke extending to the right.

Jamie Parsons
Executive Director

Enclosures: Suggested Organizational Chart
Tourism Committee Roster

DRAFT



Tasks:

- 1 Review Tourism Plan -- identify actionable items, evaluate budget, timeline, in coordination with Comprehensive Plan.
2. Conduct statistical survey to validate long range tourism plan assumptions.
3. Coordinate efforts of standing CBJ boards and other economic development organizations.
4. Provide collaborative public process through established public hearing requirements.
5. Assist with product development through zoning, market research and trend analysis, etc.
6. Evaluate, coordinate & implement past and current studies.

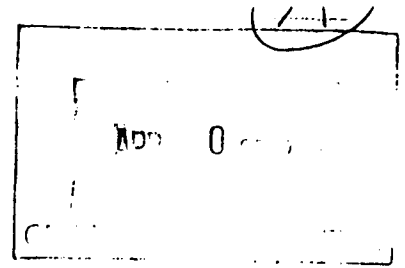
Big Picture Issues to address:

- Identify areas of commonality and conflict between Comprehensive Plan and Tourism Plan.
- Compile and coordinate waterfront revitalization and development plans.
- Congestion -- Comprehensive Parking Plan, vehicular (private and commercial) and pedestrian flows.
- Management of impacts: Identify and develop management tools to address volume, infrastructure and flightseeing issues.



COASTAL HELICOPTERS, INC.

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e-mail: coastal@gci.net



April 29, 2002

Mayor Sally Smith
Juneau Assembly Members
155 South Seward Street
Juneau AK 99801

Dear Mayor Smith and Assembly Members:

Thank you for taking the time to review comments on the tourism plan. After having spent many hours reading and trying to think logically (rather than emotionally) about the Juneau Tourism Draft, I wish to make the following comments.

First let me say that I think the idea of a Juneau Tourism Partnership is excellent. After having said that, I wish to remind the Assembly that while I like the overall concept the "Devil can be, and often is, in the Details." I appreciate that Mr. Harvey and his team made an extraordinary effort to get members of all areas with interests in tourism (both those for and those negative towards tourism) to buy into his recommendations.

I apologize to Mr. Harvey if my silence when he asked me for approval prior to having read the draft, indicated acquiescence. I seldom buy from a catalog and try NEVER to buy a "pig in a poke."

Understanding that I may be considered by some to be an "obstructionist" or "negative" toward improvements, let me say that is not my intent; however, I feel compelled to make what I hope will be constructive comments. There are areas that I think need to be called to your attention.

Postives:

- 1) As I understand the JTP's proposal for helicopters, at this time I see no problem with the proposed helicopter plan.
- 2) I understand there have been changes in the original draft that will allay many concerns about the JCVB marketing function. Assuming those changes have been made, that is positive.
- 3) The idea of making training available to tour operators is good. JCVB at one time had a tour operator training program that was very good. Concerns related to this area are listed below.
- 4) Performing Arts Center – I truly love the PAC in Anchorage and would love it if Juneau had one equally as outstanding. In the long term, if we keep the capital, continue to grow tourism, and develop other local income to pay for it so we can

afford such a project, I will be passing out petitions and will be first in line to vote for it.

- 5) Like the idea (page 82) of drawing additional residents and visitors from neighboring communities into downtown Juneau to boost Juneau's economy.
- 6) The fall tourism forum is a good idea. We seem to spend most of our fall and winter in some kind of meeting and an organized, informative forum can be productive for all of us.

Concerns:

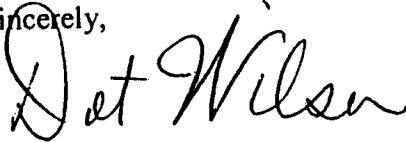
- 1) The JTP BUDGET (pages 60 & 61). I am sure you are onto that – but wish to reiterate that \$500,000 to start a new city department, especially in our current financial situation, does not seem to be the best expenditure of funds. I won't go into detail about my objections to this budget, but will be happy to discuss them with you if you wish.
- 2) The "Special Projects Officer" in the new organization chart (page 49) does not seem to have responsibility detailed in the "New Responsible Party" charts on page 50 through 54. It may be there, but I checked each page several times and didn't find it. If there is no real necessity for this "officer," I suggest it be deleted.
- 3) Training – (page 77) I think it is wonderful to have tour operator and guide training available. JCVB used to have tour training programs that were very good (maybe they still do). I would like more definition on intent. Would not want to be required to send my employees for CBJ "certification" before they can come face to face with a tourist. Voluntary training is one thing – required by the city is yet another.
- 4) Destination Lodges (pages 77 and 78) "amending the plan to designate areas for small scale lodging (bed and breakfasts, small hotels of up to 25 rooms) ..." I think B & B's are wonderful and think they should be encouraged. My confusion comes from the language. There are several B&B's in Juneau who have struggled in the last couple of years from lack of clientele. Am not quite sure what the intent of this part of the plan is. Would like to have more explanation. If we improve the numbers of destination travelers, I bet there will be enough local entrepreneurs who will locate places to put them. Why do we have to "designate areas?"
- 5) Page 100 speaks to building a new community away from Juneau so visitors will not be shuttled into downtown. Where would that "new cruise destination off Juneau's road grid" be? Is he talking about building a cruise community such as the ships have developed in the Pacific Islands that belongs to the cruise ship companies? Would that be a Juneau development or a cruise line development? What happens to Juneau's current downtown tour shops? Also, I remember Goldbelt indicated they have plans to build a tour community on their own property. I don't think the City should supercede their efforts.
- 6) Am concerned that after only a few months in Juneau Mr. Harvey feels he is the correct person to designate (by name) those to be appointed to a Board of Directors for a new city Department. I have no problem, personally, with any of those named, but the city has a standard procedure for appointing boards and commissions and that procedure should be followed.

- 7) The Poll - I wrote Bob Harvey about my concerns on the validity of the JPT Draft Poll. The choices were: 1) I like it 2) I don't like it because it is pro/anti tourism 3) I don't like it because it is pro/anti community. There was no option for: "I think it is a bad solution."

Even though I have reviewed the entire document, there are probably areas I missed or did not understand on the first reading. I will continue to review during the hearing phase, and you will probably hear from me again (surprise). I understand there have been some changes to the first draft so many of my concerns may have been answered already.

With a concerted effort among all of us, maybe we can get a viable, acceptable tourism plan without our elected officials abdicating their responsibility or without a lot of trauma to the community.

Sincerely,

A handwritten signature in cursive script, appearing to read "Dot Wilson". The signature is written in black ink and is positioned below the word "Sincerely,".

Dorothy S. Wilson

-----Original Message-----

From: Bremner Don [mailto:Don.Bremner@sealaska.com]
Sent: Sunday, May 05, 2002 10:26 AM
To: Borough Assembly
Cc: 'bobharvey@egretcommunications.com'
Subject: CBJ Tourism Plan Comment

Dear Mayor Smith and Members of the Assembly;

Thank you for the opportunity to comment on the Tourism Plan. I will be out of town on a family emergency when the public meeting takes place to adopt the plan so wanted to take a minute to share a couple of points:

1. In regard to having either Goldbelt, Sealaska, or T&HCC having a seat on the JTP Board should be a hands down yes! We are the representatives of Native culture in the community which is a fast growing product, and marketed as such. This is no different than arbitrarily having seats for individuals, or industry seats for members who represent the cruise boats, or transportation or land based attractions. It's the same thing, except we represent the voices of Native cultural products.
2. I know it is a difficult decision but at least in my mind in regard to the marketing contract I can see how important it is for the JCVB to continue with this role, but they have not shown what they will do to increase the value of year round tourism, or even to increase the value of staying in Juneau during the fall, winter, spring months. As I see it there is still space even during the summer months that can be filled.

Before moving forward with this it would seem like the JCVB would at least speak out publicly and be required to at least present an outline of a plan that will be pursued and not sit back and let the Assembly speak for them. Most interested citizens can go to the library and track the many Tourism plans done by CBJ, via the McDowell Group or Barb Sheinberg & Associates. Even looking at these many plans an average citizen can see that there is still room to improve marketing in the summer months, and most especially in the fall, winter, spring. It would not take people of their experience to at least speak out in public meetings and represent themselves with even an outlined plan. Otherwise, I would seriously look at contracting with a firm that is already plugged into markets that promote these seasons, and our type community.

3. If I recall there was some question about raising the bed tax to increase revenues, etc. I don't see this as a solution to the lack of proper marketing of Juneau. All this does is place the burden on the independent traveler that we are wanting to attract so they can come and stay in our local hotels more often throughout the year, and on a longer basis. Raising the bed tax places the pressure on individual hotels to perform more with less clients. It seems like if JCVB pursued clients with a very intense quality marketing effort today we could avoid increasing bed taxes.
4. Before any final manpower decisions are made it would seem appropriate to get from each person and organization signed commitments from them that they will implement CBJ rules, policy, codes, etc. in addition to any tourism plans that come out of this master plan presented by Egret Communications; and, it would seem appropriate that CBJ Assembly adopt Resolutions committing to a Tourism Mission statement, guidelines and principles such as presented by the Native Community in the addendum. It only seems appropriate to make a strong public declaration to announce our intentions to the world! so to speak.

Of course, again, my main interest is in seeing Native Culture represented in the plan, and CBJ is taking a very futuristic step in wanting to work with the Native community so this effort is very much appreciated. However, if Juneau does not succeed in the area of tourism we all do not succeed because local stores, restaurants, and hotels would not be able to offer the services and jobs that they do for our community members of Juneau and S.E. Alaska. I think it is important to keep it in front of our eyes that "Juneau is still the Hub of S.E. Alaska." There's no denying that so we have a greater responsibility to one another for success in our community, this is why I speak out, I don't know about the rest of the folks.

Thank you,
Don Bremner

City Borough of Juneau
Division of Tourism
Municipal Building
155 Seward Street
Juneau, Alaska 99801
May 26, 2002

To the Division of Tourism:

As an active resident of Juneau, I envision many ideas that need to happen so that Juneau can be a tourist destination, yet not be overwhelming to those residents that live here who have become disgusted with the present way the City is managing tourism. The majority of the people in Juneau need to feel good about the plan you decide on as a positive step forward for our city and not be on the same present path of more and more tourists. Below are my comments on the Juneau Tourism Management Plan.

I. I truly believe that Juneau has gone over its maximum on the amount of cruise ships that are allowed into our port. One of the greatest problems our world continues to face is the reliance on petroleum. If we continue to have bigger and more cruise ships coming into Alaska, in another 8 years or so (as predicted by the conference held in Switzerland on petroleum) we will be in danger of not enough fuel to go around. It is a fact that airplanes are a much more efficient energy source than cruise ships. I think that the City of Juneau needs to set up a plan to limit the amount of cruise ships allowed into the City Borough of Juneau and insert that in the Plan. I do not think that building a second port is the answer. If instead of attracting cruise ship traffic, we encouraged more people to visit by airplane, it would bring more tourists to stay at hotels, go to restaurants, buy at local stores, etc, than passengers who arrive on cruise ships do. I was very very disappointed to not see anywhere in the Tourism Plan any mention of limiting cruise ships. I do not want to see a second port as that would not alleviate the problem of too many cruise ship tourists into Juneau.

MAY 29 2002

CBJ Manager's Office

2. Downtown congestion has continued to grow with the cruise ship industry. It is important that our marketing is, as we talked about, geared toward higher end tourists so that we can take in the revenue for tourism with a lesser amount of tourists. It is frustrating to see Tlingit looking dolls that are marked, "Made in Japan" or other similiar products. If we are going to sell Juneau, then there needs to be more quality added than the direction we are going. It seems that many residents are starting to compare downtown Juneau with Disneyland. A hundred years ago when Juneau was a thriving mining city, many good citizens did not go to the South Franklin Street area because of all the people that were selling their souls to prostitution. Now many citizens avoid that area as it seems the City of Juneau is selling its soul to the cruise ship industry. We need to look at who we are marketing to and actively gear our marketing toward higher end tourism.

3. To help alleviate the problems associated with congestion, I think that Capital Transit service needs to be increased so that more residents are taking buses instead of cars into downtown. By setting up Park and Ride, many residents in the valley would have an alternative to driving into downtown. By setting up a Downtown Shuttle, many residents in the downtown area, would also have an alternative to driving. It is important that the City cut down on the congestion in downtown and a good way to do that would be to increase Capital Transit service. By doing so you would not only alleviate some of the problems of downtown congestion, but you would also be giving the residents a way to be more fuel efficient, a way to not have the hassles of parking, and give a much needed service to our residents as a benefit to our community.

4. I have serious concerns as to whether the idea for the Juneau Tourism Partnership could work. I presently see how the cruise ship industry manipulates the City of Juneau. In light of all the residents comments over the years regarding noise, air pollution, water pollution, helicopters, and congestion, I have not seen the cruise ship industry actively working

toward positive problem solving solutions. It seems that Juneau is bending over to accomodate the cruise ship industry. The cruise ship industry gives minimal assistance toward problem solving. It seems the City is in fear of the possibility of the cruise ship industry threatening not to come to Juneau. Presently it seems as though any money the cruise ship industry pays in fees to Juneau, the cruise ship industry wants that money only going toward cruise ship services, repairs, and construction. As a city, we do not cater to any other resource or industry the way we are catering to the cruise ship industry. We need to put what is best for our residents first before cruise ship tourists when it comes to decisions in regards to tourism. The cruise ship industry needs to pay for the impacts that they cause.

5. I would like to see the City of Juneau work together with residents of the community to find solutions to problems. Presently it seems that by putting the plan for a heliport in Thane at Dupont, we are taking a problem from one neighborhood and giving it to another. That is not a solution. It is bad planning to put one neighborhood against another when we are saying that we are trying to work together. If helicopter noise is a problem where it exists, then other solutions need to be looked at and not move the problem to another neighborhood. Quieter helicopters are a solution, but we are not demanding that from the businesses which create the problem. If the helicopter companies charged more for their flights and had less flights, they could make the same amount of profit, and have less noise. The City is setting up a plan to put the problem on the back of the residents of Thane and that is not problem solving.

I encourage the City of Juneau to understand that it is not enough to make a plan for tourism that the cruise ship industry will agree to. We need to come up with a plan that the majority of the community will trust is in the best interest as far as welcoming tourists to Juneau, yet not giving up our souls to do it. If we are truly going to work toward creating a

Joyce Levine

p. 4 of 4

positive atmosphere for our community and make visitors feel warmly welcomed, we need to decide on ideas that do not continue to cause more and more negative impacts on our community life or that put one neighborhood against another. Please fully consider my suggestions and keep me informed as to any further meetings regarding impacts on Juneau of the cruise ship industry. Thank you.

Sincerely yours,

A handwritten signature in cursive script that reads "Joyce Levine".

Joyce Levine
P.O. Box 21705
Juneau, Alaska 99802

-----Original Message-----

From: Anne Fuller [mailto:fernleafgt@yahoo.com]

Sent: Saturday, June 01, 2002 5:30 PM

To: Tourism Coordinator

Subject: comments on Tourism Plan

May 27, 2002

Comments on Tourism Plan

We read that the Comprehensive Plan will say tourism sector is Oprotecting Juneau's heritage and cultural values and its natural resources and making a positive contribution to the community's quality of life. This strikes us as a wonderful goal that will take hard work to achieve.

We hope that the Juneau Tourism Partnership will be an open institution of our local government. Frankly, we've had to yell to get the cruise industry to admit that the number of people disembarking here may affect our town, to explain how the ships handle human waste and trash, to confess that the air pollution from the smokestacks could be limited, etc.

We wonder how we can be sure the JTP will work to achieve consensus, produce annual reports, and properly discuss impacts every November.

In Chapter 7, the JTP is described as assisting local entrepreneurs. We like this and hope that the cruise industry will be open about the way they book passengers onto shore tours. We don't think the JTP should let the cruise ship companies determine what's offered.

Now for a few specific suggestions:

In the descriptions of nature-based destination experiences in page 90 of the March 2002 report (in the library's copy), we were confused by the word "ecology". For instance, in "Bear-related activities such as photography, ecology, participatory research", we see that a visitor might photograph a bear or participate in research on bears, but we don't see a visitor doing ecology. We think vendors might want to offer work opportunities (to build bear-proof containers), creative opportunities (to write about or paint bear habitat and bears), and learning

opportunities (which should, in fact, include specific scientific knowledge regarding the ecology of the area).

We think the JTP should work with the University (especially in training guides and offering Earthwatch or Elderhostel opportunities). We think the JTP needs to work with USFWS scientists, Discovery Southeast naturalists, and Alaska Discovery wilderness trip leaders (as well as other locals) to develop the training of guides.

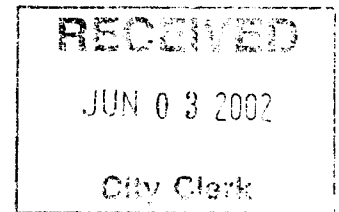
Why on earth would we want to contract the convention center operation out of city government? We need to see some facts and figures about this action.

Yes, please use revenue from the visitors to fund Park and Ride shuttles so that residents and employees can easily use buses and will drive fewer cars to and through the downtown waterfront area. We need to reduce the number of vehicles from the Yacht Club to the Rock Dump.

The list of events and activities was interesting, but it's not finished yet. No, we don't need to provide visitors with an IMAX theater. Yes, seaplanes are okay. Yes, fishing can be emphasized. Yes, walking through the forest is an important part of what makes Juneau special. Yes, Alaskan artists and craft workers (working and instructing) would be a draw for visitors.

Thank you.

Anne Fuller
Michael Sakarias
7943 N Douglas Hwy
Juneau AK 99801



Cruise Control, Inc.

114 South Franklin, Suite 204
Juneau, Alaska 99801

VOICE: (907)-586-4958 / FAX: (907)-586-4959 / E-Mail: mreges@aol.com

May 31, 2002

Assembly Members
Policy & Planning Committee
City and Borough of Juneau
155 S. Seward Street
Juneau, Alaska 99801

RE: Juneau Draft Tourism Management Plan

Ladies and Gentlemen:

We appreciate the Assembly's continued work with Egret Communications/ARA Consulting ("Egret/ARA") on the Juneau Draft Tourism Management Plan and this opportunity to comment on the plan.

In its November 2001 Technical Review, Egret/ARA discussed five alternative tourism futures for Juneau. The Technical Review identified Juneau's past and current tourism path as the least desirable because it is reactive and "... compromises the social and economic future of Juneau ..." by fostering continued social, and likely legal, battles. Egret/ARA, Technical Review, Pages 14-15. The Technical Review posits that Juneau's current path will eventually lead to a downturn in tourism for Juneau since "... [t]ourism cannot flourish when the host community does not welcome it -- and a welcoming attitude is dependent upon the successful management of economic, social and environmental impacts." Egret/ARA, Technical Review, Pages 14-15 and 31. Cruise Control agrees with the Egret/ARA assessment of Juneau's past and current tourism management practices and the likelihood that they will engender a bleak social and economic future for Juneau because these practices exclude many who need to be in the decision-making process from the outset.

Consequently, we were pleased to find that the Juneau Draft Tourism Management Plan embodies Technical Review Alternative 3.4, which provides for collaborative, proactive tourism management focused on destination and cruise travel success. With the Juneau Tourism Partnership ("JTP") as the venue for collaborative and cooperative work between citizens, the tourism industry, and government, Juneau has a unique opportunity to effectively minimize or eliminate the negative impacts of tourism and build the infrastructure and programs necessary to make tourism successful with both visitors and residents.

May 31, 2002
CBJ Assembly & PPC
Page 2 of 2

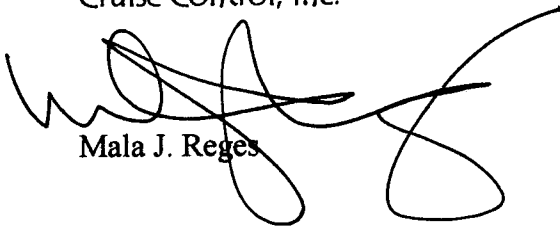
The collaborative working mandate for the JTP also provides an excellent opportunity to heal past (and some continuing)¹ harms as it works with all interested parties to select and build satellite facilities at appropriate and acceptable locations in our community for helicopter and floatplane flightseeing operations.

We recognize that the creation of the JTP is a marked departure from past and current tourism decision-making practices in our community. We believe, however, that past and present community reaction supports the Egret/ARA predicted dismal outcome for Juneau if current tourism management practices continue. We hope that this Assembly has the collective strength and perception to recognize that effective management of the many challenges and benefits that tourism brings will happen only if citizens, the tourism industry, and government collaborate to find mutually acceptable plans and solutions.

We encourage the Assembly to adopt a Tourism Management Plan that fully embodies a collaborative and proactive tourism vision and management process for Juneau.

Sincerely,

Cruise Control, Inc.



Mala J. Reges

¹ The current plan to move helicopter flightseeing to the Thane neighborhood area is an example of a continuing community harm resulting from reactive, exclusionary tourism management. The solution proposed by the Assembly leaves Thane residents feeling that a disproportionate amount of road traffic and more helicopter noise is simply being moved from the currently aggrieved neighborhood to theirs, even while it fails to address the loudest flightseeing noise in the area -- floatplanes. This "solution," once the requisite socioeconomic and environmental assessments have been completed, may or may not be a viable one for Thane and the rest of the community. However, because key stakeholders are not directly involved in the "solution" process, the process itself has, predictably, engendered resistance from the target neighborhood and unnecessarily placed them at odds with others in the community. A collaborative approach to this problem, which does not presume this specific outcome, must be taken if Juneau hopes to reach a satisfactory, long-term solution to all flightseeing noise. Consequently, Cruise Control does not support the portion of the Juneau Draft Tourism Management Plan which simply proposes to have the JTP and City Manager's office further this solution to the problem.



May 31, 2002

City & Borough of Juneau Assembly
155 South Seward Street
Juneau, Alaska 99801

Re: Juneau Tourism Management Plan

Dear Assembly Members:

On behalf of the Wings' family of companies we offer the following comments on Egret Communications' Juneau Tourism Management Plan, (JTMP). The plan contains good data and provides an acceptable inventory of the externalities associated with the visitor industry in Juneau. The plan suggests different courses of action for policy makers, in concert with the community, to promote a vibrant tourism sector, generate business opportunities and add employment for residents while protecting cultural values, natural resources and making positive contributions to the community's quality of life.

Our major concern with the JTMP is in *how* the authors propose for the community of Juneau to attain the lofty goals of prosperity and quality of life for all. From a purely self-serving perspective, we might endorse their proposed Juneau Tourism Partnership, (JTP) make-up because it will likely set a similar course, accomplish similar goals and in the end, self-destruct as the Tourism Advisory Committee structure did. If that happens, little change will occur and businesses generally enjoy less government intrusion. The author's proposed JTP structure is very similar; likely worse than the TAC/TWG as it adds another layer of bureaucracy in the decision making process, it will cost more money, it will take more meeting time, it will keep the community divide building and it will likely accomplish the same as its predecessor committees did.

The Juneau Chamber of Commerce is proposing an alternative to the author's JTP structure and makeup. We endorse the Chamber's concept of a JTP Network for and from a more community minded perspective. The 100 + million dollar visitor industry requires direction and leadership from the highest levels within city government. A deputy city manager in place of an executive director of the proposed JTP makes sense. Utilizing the existing CBJ committee structure, which is made up of citizens who are knowledgeable on and presently working numerous tourism issues makes more sense than another supposedly balanced committee which ultimately turns into a complaint department as its predecessors did. A deputy manager should be required to bring all the standing and ad hoc committees' work product together and present it to an assembly for action. Establishing a newly constituted layer of appointed bureaucracy abdicates the Assembly's responsibility and will slow the implementation process for needed solutions.

Given the fact that the authors briefly mention floatplane flightseeing operations, which is identified in the JTMP in 6.3.3, we offer the following perspective. In the draft tourism plan issued in March, the authors of the JTMP proposed that Wings convert all floatplanes to turbine

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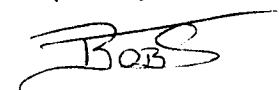
technology by 2004 and then, if those affected by floatplane noise were still bothered, we should move. The cost to convert one aircraft is in excess of a half million dollars – roughly twice the value of each aircraft and we operate 10 floatplanes. In the final draft the author states, *"The draft of this plan included a proposed course of action. That path was clearly not proactive enough for some of the community and was, in the end, rejected by the operator as too costly."* No path will be proactive enough for some in this community. I hope you can appreciate our lack of enthusiasm towards such a lop-sided proposal, as some in this community will not be satisfied until floatplanes cease to operate. Given that fact, an historical perspective on cruise related floatplane operations is appropriate seeing how floatplanes have been departing the Capital City's waterfront, with visitors, since 1923.

In 1989 Juneau received 194,000 cruise ship visitors. This year Juneau is expecting close to 718,000 cruise ship visitors; an approximate 370% increase over 13 years. During that same period of time, passenger boardings onto floatplanes from Juneau's downtown waterfront have experienced **no growth**. Basically, the same numbers of cruise visitors are flying on floatplanes in 2002 as there were in 1989 and throughout the 1990s. Can anyone name one segment of the visitor industry in Juneau that has limited its growth like the floatplanes? Furthermore, dating back to the late 1980s and early 1990s, the actual number of floatplane departures from Juneau's waterfront has declined significantly -- more than a 20% reduction, as a result of larger, quieter aircraft. Is there another segment of the industry that can boast such a reduction? It is possible to continue that trend -- quieter skies and fewer operations -- with the introduction of quieter turbine technology.

Turbine conversions could substantially reduce noise and further reduce the number of departures from Juneau's waterfront. In August 2001 when the noise consultants were evaluating alternative heliport sites, they set up one monitor at Sandy Beach, specifically to evaluate the take-offs, climb-outs and over-flight of aircraft, including a turbine powered floatplane operating at the time. As you might recall from the Alternative Heliport report, tests demonstrated that a substantial reduction in noise resulted from the new turbine-technology floatplane operated last year. According to the report, the turbine-powered floatplane was 9 to 11db less than the other floatplanes.

We have been reluctant, however, to make the substantial investment required for quieter technology for a few reasons. First, we haven't seen much support by the CBJ for the efforts we've made in the past -- limiting our growth and reducing the number of departures. Second, we haven't seen much encouragement by CBJ for us to take on the additional burden in pursuit of quiet technology. We have and will continue to investigate the economics of converting the deHavilland Otters to the turbine engine; however, we can't be expected to make the investment with the threat of curfews, lawsuits or being zoned out of business hanging over our future. We wish you well in your deliberations and decisions regarding the final draft - Juneau Tourism Management Plan.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "BOB", with a stylized flourish extending from the end.

Robert Jacobsen

-----Original Message-----

From: Connie McKenzie [mailto:cmmckenzie@gci.net]

Sent: Sunday, June 02, 2002 2:41 PM

To: Borough Assembly

Subject: Draft Tourism Management Plan

Dear Juneau Assembly Members:

The tourism management plan project was a positive step toward creating a framework for handling tourism issues by the city. I believe that this draft plan really shows the need to elevate tourism to a high priority for the city, and not just as a complaint department, but as an economic development tool. However, I do disagree with the structure that the plan lays out for managing tourism as it creates another layer of bureaucracy that I think we can avoid. There are some good ideas that can be incorporated by the city from this plan under whatever final structure the city decides to handle tourism.

The vision that Mr. Harvey proposes on page two is good and I think that any group can work under this vision: "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."

On pages three and four, the plan outlines the Juneau Tourism Partnership. While I agree with the basic idea, the JTP's scope of work and responsibilities is too large and in places, unrealistic. I would modify the role of this group to:

- a venue for collaborative discussion and cooperative action
- facilitate cooperative solutions to issues and responses to opportunities
- encourage community-wide input on tourism topics that have social implications

While I believe that the JTP can assist with product development by doing things that attract and promote investment in our community, I don't think it should be their role to address standards for accommodations, guides, attractions, restaurants or service. The market should be allowed to work, hopefully providing an acceptable range of quality and naturally weeding out low quality. Juneau should develop policies throughout its city code that are business friendly so that investment in projects such as destination lodging facilities or a float plane museum can be done by private or by non-profit groups. The draft plan also alludes to studies being done that can be used by potential investors.

I was pleased to hear that the JTP would no longer be overseeing the JCVB. The JCVB has a very strong leader and I believe that the CBJ and JCVB need to work better at sharing information so that the CBJ knows what the organization is doing with the bed tax money it receives and the marketing contract it performs for Centennial Hall. The JTP should work collaboratively with the JCVB, as with many other city groups.

An alternative structure for the JTP that has been discussed by several groups in town, is one that brings together various city boards and other stakeholder groups as the members of the JTP. This would be a more effective structure than appointing various pro tourism/anti-tourism seats. As we have seen in the past with the Tourism Working Group and Tourism Advisory Committee, this structure led to frustration and a lack of action. I believe this alternative structure best utilizes organizations already in operation and requires better coordination with entities already involved in tourism. This alternative proposal also elevates the role of tourism by creating a second Deputy City Manager position whose main responsibility is to oversee the

implementation of the plan and the JTP. This will provide strong leadership and direction from the top. Rather than hiring a leader with tourism marketing expertise (which we already have at the JCVB), the city should look for someone with planning and facilitating expertise. Boards and other organizations having a seat on the JTP would include: The Airport Board, 1 or 2 assembly liaisons from the PPC, JEDC for big picture economic develop, JCVB for destination marketing, Docks and Harbors Board for waterfront issues, Chamber of Commerce for broad based business views, a CBJ Planning and Community Development Board member, and perhaps Southeast Conference so that we have a regional perspective.

This alternative JTP structure needs to address public input. The JTP could be mandated to meet quarterly with a public comment element in the meeting. The JTP would also run the fall tourism forums which are geared for public input. The board membership also creates many avenues for public participation as most of these organizations are run by boards where the public can run for a board seat, or the public can participate in their meetings. I envision the hotline continuing under the Deputy City Manager with feedback from this line going to the board as public input.

Tasks would include:

1. Conduct statistical survey to validate long range tourism plan assertions
2. Review Tourism Plan, evaluate budget, timeline, action
3. Coordinate efforts of existing organizations and coordinate current studies
4. Provide public process through established channels and requirements
5. Assist with product development through zoning, trend analysis, research, etc

Big Picture Issues to Address:

1. Can a viable tourism plan be created?
2. Waterfront revitalization and development
3. Congestion - vehicular and pedestrian
4. Management of impacts: Is controlling cruise number growth the key? Can it be done in an economically viable way for the community and industry?
5. Flightseeing noise: how much does the community want to pay to fix this issue for a small portion of the public?
6. Safety valves: How are these to be implemented?

I think we have a great opportunity before us, to take the best ideas from this plan and with some changes in structure and responsibility, make it work for Juneau. The draft plan certainly tells us that tourism with both its economic potential and quality of life impacts, is a big issue for this town and should be elevated to a level where decisions and action can take place. The draft plan also identifies the need for decisions based on good data which requires a commitment by the city for funding. I think the proposed alternative JTP structure will make the best use of city funding by bringing in a leader at the Deputy City Manager level, by making the best use of existing boards with a variety of expertise, and by dedicating funds to studies that can lead to decision and action.

Connie McKenzie
PO Box 22925
2621 John Street
Juneau, AK 99802

-----Original Message-----

From: Rory Darling, Jan Moyer [mailto:kayaker@alaska.net]

Sent: Monday, June 03, 2002 1:24 PM

To: Tourism Coordinator

Subject: comments to JTMP

Comments to the Juneau Tourism Management Plan

I support the implementation of the Juneau Tourism Management Plan. The current method of dealing with tourism issues, one by one, is not working. I believe Juneau needs to have a more proactive approach with planning in advance and community involvement. The Egret plan lays out a method to solve these issues. It takes a step in a positive direction towards managing the growth of tourism.

I support the plan's recommendation to move ERA Helicopters to Dupont by 2004. The noise problem needs to be addressed immediately and this solution will eliminate helicopter noise for thousands of people in the area of the channel, downtown, Douglas, and Thane. It is unfortunate that people try to put a stop to solutions which will benefit the community as a whole. Claims that relocating the helicopter operations to Dupont and Montana Creek heliports need further study is ridiculous. The city has already contracted for several noise studies. The research has been completed. The recommended solution is to move the noise to remote heliports. Delaying this relocation any longer is just ignoring the problem. It will not disappear on its own and in the meantime the helicopter operations continue to grow creating more noise.

Why does the City continue to spend money on these studies if they do not intend to use the research and implement the solutions in the studies?

I attended the meeting where Egret Communications presented their plan. They suggested specific people for the six member Juneau Tourism Partnership team. I noticed that one of the people was a Thane resident who I assume is opposed to the Dupont heliport. I strongly encourage you to also include someone on the team who is affected by helicopter noise and supports their relocation.

My major concern about the JTMP is that too much emphasis is placed on marketing. I believe more emphasis should be placed on the needs and desires of the people who live in Juneau. In summary, I support the JTMP to provide a proactive approach to tourism issues and strongly support moving ERA to a Dupont Heliport by 2004.

Jan Moyer
6732 Gray St
Juneau, AK 99801

RECEIVED

MAY 31 2002

City Clerk

CITY/BOROUGH OF JUNEAU
ALASKA'S CAPITAL CITY

**Juneau Docks & Harbors Board Comments
on the Final Draft, Tourism Management Plan**

These comments were reviewed and adopted by the Juneau Docks & Harbors Board at its regular meeting on May 30, 2002, and hereby request their inclusion in any collection of comments on this plan.

General Comments

1. We are encouraged that this plan has finally been presented, and that dialog can now take place to determine its merits and applicability. We see some needed changes, and are hopeful that we can all keep an open mind as we now address "localizing" this plan.
2. The plan as presented suggests some substantial changes in the way the Juneau Docks and Harbors Board would conduct its business. Apparently, the Port Director was contacted by the contractor once at the outset, for a brief interview. He was invited to a meeting last winter to review some of the draft concepts, but the changes in the D&H role were not specifically discussed. Given the substantial changes proposed we are disappointed the contractor did not attempt more discussion or interaction with the D&H board or Director before promulgating their final draft. We think dialog would have been useful, and could have eliminated some of the flaws and misunderstandings we will detail herein. A presentation to our board or committees could have been very productive. The web polling conducted was not very useful. The sampling wasn't scientific, and professional samplers did not do the question construction. The polling done in the Docks & Harbors board comprehensive waterfront study was more useful for waterfront related subjects, and done by professional samplers. Coordinating those results would have provided better baseline data for this plan.
3. In general, we disagree that a new, expensive, independent agency needs to be formed to address tourism issues. All of the functions they propose can be better accommodated with alternatives being discussed by us and others. We think it is premature to form such an entity, and that attempts should first be made to provide better coordination between all the agencies and departments of city government involved in decisions affecting tourism planning, development and impact mitigation. We believe it will ultimately be more cost effective and productive to use the skill and experience of existing boards, commissions, departments etc, and focus on providing structured, timely coordination functions. Tourism issues have grown in complexity, and it is time for us to recognize the need to provide strong leadership at that level, to coordinate our existing entities. We think building yet another entity to throw into the mix will merely complicate an already complicated situation. We strongly suggest shelving the JTP concept as outlined, until all involved have had an opportunity to explore and hopefully try coordination alternatives.

4. We believe the timeline for action related to adoption of this plan is far too aggressive. We know many people and organizations in the community are concerned with the content of this plan, and hasty adoption will create many serious problems to add to the problems this plan attempts to address. We strongly urge the Assembly to reject the timeline detailed in this report, for one that will allow a full and complete airing of alternatives and modifications to this plan.

Specific issues

1. Pg. 57, section 4.1 We disagree that the Assembly must take the lead in waterfront planning. By ordinance, that function is the responsibility of the Juneau Docks & Harbors board, and we believe it should remain so. Clearly, we need to seek new methods to coordinate that function with other affected entities, but we think other methods described herein will address that adequately.
2. Pg. 60 Section 4.3 We disagree that any plan should create a “special projects coordinator”. We believe the solution is outlined in # 3 above.
3. Pg. 64, matrix under Public Infrastructure (Waterfront) We disagree with the characterization of “current line of communications/approvals” as “confused” between the D&H board and the Assembly. That term has some emotional content and is not correct. Waterfront infrastructure is the responsibility of the D&H board by ordinance, and the problem we all now recognize is that there is no effective method to provide assembly input and oversight in planning process. We seek to correct that with a Joint Committee, as proposed in an MOU presented to the Assembly recently. The lines of communication may be inadequate, but they are not “confused”, and we disagree with their conclusion that the fix is to remove that responsibility from D&H. We think that less drastic measures should be tried first.
4. Same section, we disagree that the city manager’s office should be the sole point of contact with “the cruise industry”. The Port Director routinely is in contact with industry officials on a broad range of topics, and operations and planning are interrelated. We believe it is awkward and inappropriate to separate planning interaction from other port matters, and that the most qualified party in city government to deal with the industry should be the Port Director. Clearly we need to be sure the Director is not operating in a vacuum, and should be taking direction from our proposed Joint Committee related to port planning, but the Director is most logically the point of contact with cruise industry people.
5. Pg. 70 Board of Directors. The JTP appears to be another iteration of the Tourism Working Group, and the Tourism Advisory Council, with a few bells and whistles. We submit that the public process of existing boards, commissions, assembly, etc are adequate to supply public input, and that the real needs for proper tourism planning and impact mitigation lies in better coordination of existing entities.
6. Pg. 71 Exhibit 5.1 We see no need to form this JTP to deal with Marketing and “Product Development”. We think those functions are better served by expanding the role of the

-----Original Message-----

From: Allan Heese

Sent: Monday, June 03, 2002 3:44 PM

To: Maria Gladyszewski

Subject: comments on draft plan

Maria, I have a few general comments on the draft plan. I hope these are helpful.

Generally, the draft seems to ignore or minimize any tourism impacts to the airport. It seems to think tourism is mainly a downtown problem.

The establishment of the JTP to "manage" the impacts of tourism is an interesting concept. How will the JTP "manage" the impacts to the Airport? How do we integrate JTP with Airport Board, etc. in "managing" tourism impacts when other entities are already set up and in place to do that.

It seems to me the work laid out for the JTP is extremely ambitious. In the Executive Summary, page 4, there is a short discussion of "product development" which the JTP will lead. It will take a lot of work and, my guess is, a big budget to accomplish what they are suggesting.

MEMORANDUM

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

DATE: May 24, 2002
TO: Planning Commission
FROM: Dale Pernula, Director 
Community Development Department
SUBJECT: Juneau Tourism Management Plan Final Draft

Egret Communications / ARA Consulting team presented the Final Draft of the Juneau Tourism Management Plan (JTMP) to the Assembly on May 2, 2002. After hearing a presentation by consultant Bob Harvey and having the opportunity to ask him questions, the Assembly requested that CBJ Departments and various committees including the Planning Commission review the plan and provide comments. The tentative schedule is to forward comments to the CBJ Office of Tourism by June 2. The Assembly will hold a Committee of the Whole meeting on June 10, and adoption of the JTMP by the Assembly is scheduled on June 24. The following is a review of some of the issues pertinent to planning in Juneau in the order they occur in the JTMP.

Section 2.2.1 Web Polls

Pg. 40. *"As expected, the polls clearly show a bipolar distribution of desired outcomes, priorities and world views. ...One significant part of the population is focused on jobs, business opportunities and economies of growth. Another equally significant part of the population is focused on managing negative impacts, scale and growth."*

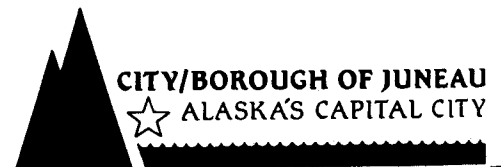
Based on the above finding, the polarization of the community on tourism impact issues is a critical matter to be addressed in the JTMP and is taken up in Section 5.

Section 3.5 Update the Comprehensive Plan

Comprehensive Plan Policy 2.12 states as follows:

"It is the policy of the CBJ to encourage tourism, convention and other visitor-related activities through the development of appropriate facilities and services, while protecting Juneau's natural and cultural attractions for local citizens and visitors alike, and to participate in the accommodation of the future growth of tourism in a manner that addresses both community and industry concerns."

The Tourism Plan proposes to delete policy 2.12 and the implementing actions and to substitute the following vision for tourism:



Planning Commission
Re: Juneau Tourism Plan
May 24, 2002
Page 2 of 5

“A healthy and vibrant tourism sector generating business opportunities and employment for Juneau citizens protecting Juneau’s heritage and cultural value and it’s natural resources, and making a positive contribution to the community’s quality of life.”

The JTMP also suggests the Comprehensive Plan include policies encouraging tourism in accordance with the JTMP, and to re-confirm the JTMP and amendments annually.

The vision and implementing actions seem to be appropriate if the JTMP is adopted. The reason for deleting Comprehensive Plan policy 2.12 cited above is unclear, however. The policy is well balanced, has withstood public scrutiny and is consistent with vision for tourism proposed in the JTMP. Perhaps the answer is given on page 57, where it is stated that “The CBJ will get out of the business of front line response to tourism impact management.” While it may be appropriate for CBJ to get out of the “day to day reception of resident’s concerns...” and having the Juneau Tourism Partnership address them, the Planning Commission will nevertheless retain a major role in the review and approval of projects requiring conditional use or other permits, and must have a clear and sensible policy document upon which to base decisions.

Section 5. The Juneau Tourism Partnership (JTP)

Establishment of the JTP is the cornerstone of the Juneau Tourism Management Plan. The concept of the JTP having a balanced membership divided between those associated with the tourism industry and those residents without any affiliation is strongly endorsed. About twenty years ago I worked in a community highly polarized on development issues. Five individuals were appointed to a committee representing what was perceived to be the pro-development element of the community and five were appointed representing the perceived anti-development faction. After an extensive educational process, the two factions, neither of which had control of the committee, surprisingly discovered a lot of common interests. The group eventually became successful in several economic development projects and, most importantly, established an organization with broad-based support in matters that had formerly divided the community. The JTP has the potential to accomplish the same thing in Juneau.

I also think that the Community Development Department has a lot to offer to the JTP, not as a voting member of the board, but perhaps as an ex-officio member. There will always be issues of development coordination and regulation, and without a close association between the JTP and CDD, there could be unanticipated setbacks.

One concern with the JTP is the small number of members of the board. While six may be an efficient size to work with, it may not provide representation of and ties to all elements of the community.

Section 6.3.2 Managing Helicopter Noise

The recommendation of the JTMP is to begin with the first phase, the development of a new heliport south of Juneau, in the vicinity of Dupont or Sheep Creek. While this may ultimately be an acceptable solution for a south heliport site, the public process has not yet run its course and

MEMORANDUM

CITY & BOROUGH OF JUNEAU

155 South Seward Street, Juneau, Alaska 99801

DATE: June 5, 2002

TO: Maria Gladziszewski, Tourism Planning Manager
City and Borough of Juneau

FROM: Dale Pernula, Director 
Community Development Department

SUBJECT: Planning Commission Review of the Juneau Tourism Management Plan

On May 28, 2002, the Planning Commission conducted a review of the Juneau Tourism Management Plan Final Draft, and the staff report attached hereto, providing a review of the major elements in the Plan related to planning and development. Some of the significant concerns expressed by the Commission or individual members include the following:

1. Amendment of the Comprehensive Plan - the provision in the Comprehensive Plan dealing with tourism has been through a very long process, is well-balanced and should not be changed. The two plans are not mutually exclusive.
2. Membership of the Juneau Tourism Partnership - with future membership to be appointed by the JTP itself, the concern is that eventually the board could become biased.
3. Small scale lodging - the Commission favors the current system requiring Conditional Use Permits for bed and breakfasts and similar facilities and believe it has worked well. It was pointed out that they are located throughout the community.
4. Waterfront Plan - a member of the Commission stated that because the JTP would be focused primarily on tourism issues, it should not be the Board charged with the responsibility of developing the Waterfront Plan. That responsibility should be given to an agency with a comprehensive point of view such as the Community Development Department.
5. Cruise Safety Value Strategy -
 - Cruise tourism in Juneau is primarily market driven, and may be at its maximum now.
 - Creation of an alternative cruise destination may be a radical move without the substantial support it would require.
 - Who will pay the tremendous cost of the infrastructure?
6. Helicopter noise - noise issues should be responsibility of the Planning Commission, not the JTP. There may be a perception of bias by the public if given entirely to the JTP.

Also attached is a copy of the portion of the Planning Commission minutes in which the Juneau Tourism Management Plan was discussed, providing a more complete presentation of the Commission's views.



CITY & BOROUGH OF JUNEAU
ALASKA'S CAPITAL CITY

PLANNING COMMISSION MEETING
CITY AND BOROUGH OF JUNEAU
Johan Dybdahl, Chair

REGULAR MEETING
May 28, 2002

Review of the Juneau Tourism Management Plan
By Dale Pernula to the Planning Commission

Mr. Pernula said that the next item on the Agenda was a review by the Planning Commission of Juneau's Long Range Tourism Management Plan, which is tentatively set to be adopted by the end of June. He began with comments on the results of the intensive web polling coordinated by CBJ's Tourism Office. The polls revealed that Juneau is severely bi-polar in terms of the distribution of attitudes relative to tourism. He touched on several significant elements of the Plan beginning with: 3.5, updating the Comprehensive Plan by deleting the existing tourism statement and replace with a new vision statement.

Mr. Dybdahl said he would regret the elimination of the existing statement on tourism in the Comprehensive Plan. It is extremely balanced and resulted from hard thinking on the part of numerous individuals.

The Planning Commission unanimously opposed striking the existing statement in the Comprehensive Plan and replacing it with a new vision statement.

Mr. Pernula commented on the new entity proposed by the report: The Juneau Tourism Partnership. This group would be ideally have a balanced membership.

Mr. Dybdahl thought of the Juneau Tourism Partnership as similar to the Harbor Board but that the proposed number of six members was too small to adequately represent the diverse points of view that exist in the community. Quite simply, Juneau had more public than that. This is a critical consideration because tourism impacts every aspect of the community and its quality of life.

Mr. Scholz was most concerned by the fact that the members are able to re-appoint themselves. Commenting on Mr. Dybdahl's concern of balance, Mr. Scholz said that for the ATP to initially win and then later, retain its credibility, it must be neutral. There is a built-in self-destruct mechanism in that the community will simply ignore the JTP if it fails to impartially deliberate over the various issues. It was a natural consequence.

Mr. Pernula continued by discussing the issue of alternative heliport sites. He opined that the community discussion related to potential alternative locations had not yet run its course.

Turning to Park and Ride, Mr. Pernula said that it involves parking vehicles in Douglas or in the Valley.

MEMORANDUM

City and Borough of Juneau
 Finance Department
 155 S. Seward St., Juneau, Alaska 99801
Craig_Duncan@mail.ci.juneau.ak.us
 Voice (907) 586-5215
 Fax (907) 586-5299

DATE: June 4, 2002

TO: Maria Gladziszewski
 Tourism Planning Manager

FROM: Craig W. Duncan 
 Finance Director

Subject: Comments on the Juneau Tourism Plan

Maria, you requested I review the Juneau Tourism Plan and comment on the financial issues, as appropriate. Sorry it has taken so long to get back to you. In reviewing the Plan, I focused my review on section 5.4.1 JTP Budget and 5.4.2 Tourism Marketing Budget. I have attached some comments on the proposed JTP budget and the Bed (Hotel) Tax revenues.

Juneau Tourism Partnership Proposed Budget

Our FY03 proposed budget contains \$180,000 for the CBJ Tourism Office. This includes funding for 2.5 staff positions. Under the Juneau Tourism Plan we would dissolve our Tourism Office except for one "special projects assistant" position. This new position, Special Projects Assistant, would work on a mix of tourism and non-tourism projects. Under the current FY03 proposed budget, 74% or \$133,700 of our Tourism Office's budget would be funded from the Marine Passenger Fee. This leaves 26% or \$46,300 funded with general tax dollars. While this funding is still dependent on Assembly approval it is a place to start for comparison purposes.

Under the proposed plan budget (JTP Year One Proposed Budget Sources) the CBJ would contribute \$275,000 from passenger fees and \$70,000 from other sources to fund the Juneau Tourism Partnership (JTP) operation. No recommendations are made on the source of funding for the Special Projects Assistant position. So it is not clear if any funding support would come from Passenger Fee revenues. Based on the information available, the implementation of the JTP budget would place an additional burden on CBJ's general operations. Currently there are no revenue surpluses to fund this increase.

CBJ's FY03 Tourism Office Budget

Expenditure Budget	\$180,000
Funding Sources-	
Marine Passenger Fee	\$133,700
General Fund	<u>46,300</u>
Total	<u>\$180,000</u>

Proposed CBJ Budget and Support

Special Projects Assistant Staffing (estimated)	\$ 55,500
Office Costs (estimated)	5,000
Funding for the JTP from Other Sources	<u>70,000</u>
Total Funding Proposed	\$130,500
Funding Contained in the FY03 Proposed Budget	<u>46,300</u>
Additional "Other" CBJ Funding to be Provided	\$ <u>84,200</u>

Marine Passenger Fee (MPF) Support for the JTP

Funding for the JTP from the MPV	\$275,000
Funding Contained in the FY03 Proposed Budget	<u>133,700</u>
Additional MPF Funding to be Provided	\$ <u>141,300</u>

The Assembly Finance Committee is currently reviewing the use of the MPF for FY03. Committee members have suggested several different funding levels for Tourism Impact Management. The amounts proposed range from a low of \$207,600 to a high of \$244,000. In all cases the proposed funding is less than the amount requested in the report.

Hotel Tax Levy

The report also recommends in section 5.4.1 that the Hotel Tax levy be increased from 7% to 9%. A change in the Hotel Tax Levy rate would require voter approval. The Implementation Plan and Schedule notes the target date for exploring the potential for an increase is the spring of 2002. The target for introducing ballot legislation should be no later than the first Assembly meeting in July. So while the schedule noted in the report could work, it would not allow much time for exploring options, nor does it reference the need for voter approval.

The report also notes that the bed tax increase would raise an additional \$150,000. We currently collect about \$135,000 to \$140,000 per 1% of levy or \$940,000 to \$960,000 for the full 7%. An increase of 2% would result in approximately \$270,000 in increased revenues. This would be approximately \$120,000 in revenues above what was mentioned in the report. I did not see any mention of what should be done with the additional revenues. The difference may be a simple calculation error of using of JCVB portion of the levy as a basis for the calculation rather than the whole Hotel Tax levy.

Please let me know if there is anything additional you would like for me to review.

324 Willoughby
Juneau AK 99801

August 18, 2002

RECEIVED

AUG 19 2002

City Clerk

Mayor & Assembly
City Manager

re: Tourism Planning, again

Enclosed please find again my comments on tourism planning, etc., and the three proposals listed in Friday's Empire story.

1. The Assembly Has the Responsibility *Sunny's*

You wanted this post, you ran for it, now you've got it. Not a good idea to pass it off to someone else. YOU are the representatives of the community. YOU get paid to do this; if you keep wasting my time and those of others here, it's only fair that we BILL you for our time ... and I'm expensive. So, DO IT.

2. Keep Responsibility Unified

We all remember the failure of the past, in which tourism planning responsibility got divided into FOUR organizations, with each one able to point the finger at someone else. Unwise. Let's NOT do that again, OK?

3. The Assembly ALREADY Represents the WHOLE Community

You represent us all. So putting extra representatives of the tourism industry [operators, shop owners, Chamber of Commerce, etc.] is unbalanced, double-counting those sectors. Double-counting is totally unfair, yes?

4. Egret Communications was Biased; disregard their ideas

I was one of many people Egret spoke with. But Bob Harvey directly told me that he would not even consider the 6-days-a-week method [even though the industry itself used to do that], because our Juneau Ice Cap [and resulting commissions to cruise ships back from flightseeing operators] was one of the top ten attractions in the world. To me, that's biased thinking--pre-judging, which is called "prejudice". *So FORGET EGRET.*

5. Collaborative Thinking Pleases No One

It's an old Aesop fable [the man, the boy and the donkey] that you can't possibly please everyone. More to the point, it's folly even to try. That way guarantees failure.

6. YOU have the Power; USE IT

You need to balance the competing interests involved in tourism, not just roll over for the industry under disguised collaborative processes, handing power elsewhere. YOU have the power, not the industry. Don't just take what they say.

7. Accept NONE of the Empire's Three Listed Choices

This means, the Assembly needs to make tourism decisions on its own. Toss out Egret for bias, toss out all three plans because of their diffusion of power and responsibility--when it comes to election time, none of those committees will protect you anyway.

8. Balancing Interests Means NO to UNlimited Growth

Whatever happens, Juneau needs to have limits on tourism. I see no limits now, other than limits on helicopter landings set by the Park Service, not by CBJ. The reason for limits is that you are supposed to BALANCE competing community interests. A balancing of interests cannot result in what we've seen: unlimited growth based only on industry interests. So this means you have not yet been doing your job of balancing interests. Do it. Limit growth.

9. Set Numerical Limits

So, set limits. 1997 was a good year; we could almost all live with 1997, especially if you made that known as the standard. In 1997 the first 2,000-passenger ship appeared; make that the maximum size. The industry then still operated six days a week; keep that limit too. Having one day a week off, one day for locals to recover--that was the INDUSTRY'S plan then and it did a lot to moderate opposition. Going to 7 days a week is NOT a good idea, not even for the industry.

10. End the Favoritism CBJ shows to Big Business

CBJ artificially limits SMALL business, by having only 8 dockside sales permits, and only 2 tour brokers, and an auction for the artificially limited number of permits. This means those with the most money win. You provide no help for small business, but in fact your policies forced small businesses to close.

11. Set Market Competition in Place for Big Business

Or use market forces on Big Business, too:

a) set a limit of 5,000 passengers per day, six days per week, and let the cruise ship companies competitively BID on the per-passenger fee they will pay to land their passengers [\$5 minimum];

b) increase passenger fees until the number of passengers per day drops to 5,000 and the number per year drops to 500,000 [the fee is too low if some people not being forced out of the market];

c) establish a schedule of fees that goes up rapidly as the number of passengers per ship increases, for example, \$5 each up to 500 passengers; \$10 each for passengers 500-1000; \$20 each for passengers 1000-1200; \$40 each for passengers 1200-1400; \$80 each for passengers 1400-1600 and so on, doubling the fee every additional 200 passengers, to induce the cruise ship companies themselves to choose to use smaller ships.

d) Standard fees 6 days a week; 10 times as much to land on the seventh day.

That's the American way--to let people do what they want, within wide limits, IF they can pay for it, right?

So, make 'em REALLY pay.

WARNING: I repeat the warning which my ownership of cruise ship company stock teaches me--this industry is bitterly competitive, with each company hoping to out-do the others by building more and bigger ships. The result is, too many ships and too many berths on those ships.

The likely consequences include:

a) mass tourism by ever less-wealthy tourists, as cruise companies lower ticket prices and hope to make it up by increasing commissions [kickbacks] from tourism adventures sold on-board [to the disadvantage of strictly local small businesses not sold on board];

b) an overwhelming of local facilities, because of the masses of tourists, ships, etc.

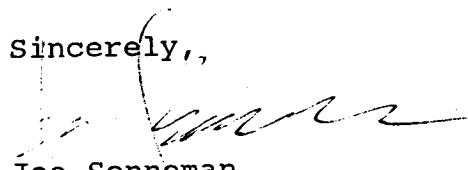
c) negative feelings by local voters toward you, because you allowed local facilities to be overrun by mass tourism;

d) a probable consolidation in the industry, with an eventual reduction and destruction of the excess capacity [ships will probably be scrapped!!], so that ticket prices can increase again; and

e) disaster for those communities and businesses which predicated their future based on unlimited growth, when the consolidation and retrenchment of item #d comes to pass.

IN SHORT, adopt NONE of the three proposals for diffused responsibility, but handle tourism yourselves, just like you do everything else.

Sincerely,,



Joe Sonneman

Date: August 17, 2002
To: Mayor Sally Smith and Members of the Juneau Assembly
From: Paulette Simpson
Re: Juneau Tourism Partnership – Tourism Management Plan

Since 1995, I have closely followed Juneau tourism issues and between 1995 – 2000, attended nearly every meeting of the Tourism Working Group and Tourism Advisory Committee. I have also observed Juneau's latest effort to adopt a Tourism Management Plan. Intrigued by the comments of Maria Gladyszewski and Marc Wheeler at the August 16 Chamber of Commerce presentation, I read David Chrislip's article, The New Civic Leadership, in which he describes the ideal collaborative model. The comments offered below are my own – from the perspective of someone involved in tourism but also a community-minded 26-year resident of Juneau.

Chrislip identifies four critical roles that are key to the success of any “collaborative” process. Before the Assembly proceeds with implementation of the Juneau Tourism Partnership, I strongly suggest you evaluate Egret's JTP structure and membership in light of Chrislip's advice.

From The New Civic Leadership by David Chrislip 2001, page 7

Four critical roles must be played in these public processes. First, stakeholders must become a "constituency for change" capable of holding implementing organizations accountable for moving to action. Without this supposedly collaborative efforts waste time and precious political capital. Second, a community needs expert information in order to address its concerns. Experts provide stakeholders with the information necessary for making good decisions but do not drive collaborative processes. Third, people with extensive knowledge of collaboration help design and facilitate these initiatives. Fourth, a few strong, facilitative leaders in the stakeholder group convene, catalyze and sustain these collaborative efforts. (Chrislip goes on to say that “Strong, facilitative leaders come from the community or region itself... No one from outside the community or region can play this role.”)

Critical Role # 1: **Accountability:** The “JTP” model includes four “public” members who are not accountable to anyone but themselves. Without having to be accountable to an organization or Board of Directors, they are free to advance their own personal agendas or undermine the efforts of other designated JTP members who are being held accountable for their participation in the group. The discipline of accountability is understandably the #1 critical role.

Critical Role # 2: **Expert information:** Baseline information for Egret’s Tourism Management Plan was gathered through anecdotal interviews and a self-selected Internet poll. If a new group is to succeed, it must operate with “expert” data that accurately measures the breadth and intensity of community sentiment about tourism issues. Such information can only be obtained through the use of a statistically valid, random “telephone book” survey of Juneau residents.

Critical Role #3: **Professional design of process:** Chrislip suggests that the collaborative model cannot succeed unless it is designed by professional consultants or facilitators. The JTP currently resembles its predecessors (the TWG and TAC) which were also established to address tourism issues in a collaborative manner. If further design is required to assure success for the JTP, additional funds will be necessary for these services. If the process fails, undoubtedly it will be because the CBJ did not budget for additional professional services, workshops or training sessions. At some point, the Assembly should recognize that because we are obsessed with “process” instead of results, Juneau is a hungry consultant’s “dream town.”

Critical Role # 4: **Facilitative leaders from within the community:** Chrislip is clear that no one from outside the community or region can play the role of facilitator. Therefore, before proceeding with the JTP model, the Assembly should identify WHO the local facilitative

leader of this process will be and why this person has the unique skills and credibility to “convene, catalyze and sustain” this process.

Even if the Assembly could guarantee that the JTP would operate with accountability, expert information and qualified local facilitative leadership, the fact remains that we live in a free society. At any given time, a resident of Juneau can walk into City Hall and pick up a petition to put an initiative on the municipal election ballot. This has been done three times since the first Tourism Working Group was established in 1995.

In 1996, Karla Hart helped organize the first initiative drive to institute a head tax on cruise passengers. For several months, the debate surrounding that divisive initiative completely overshadowed any productive work on tourism issues. In 1999, Joe Geldhof and Greg O'Claray led a second initiative drive to establish a head tax. This adversarial action helped de-rail the collaborative efforts of the Tourism Advisory Committee. Finally, in 2000, Ray Preston and Kim Metcalfe Helmar spearheaded an initiative to limit flightseeing in Juneau. For the third time in four years, Juneau residents were catapulted into battle-mode again and forced to choose sides.

The establishment of the JTP will never preclude citizens from exercising their rights. But if the Assembly wants results – not expensive, frustrating, unending process – the proposed JTP should be abandoned. Chrislip's model could probably be implemented, but only if the accountability, expert information and facilitative leadership pieces are all properly in place.

While I am not 100 percent supportive of the Juneau Chamber's alternative proposal, it at least addresses an elemental shortcoming of the two previous processes. Well-established CBJ boards and bonafide community organizations with published membership lists should work collaboratively to coordinate tourism goals. Within that collaborative framework, many pro-active initiatives, particularly infrastructure improvements (alternative heliport sites, turn-arounds, docks, and commercial loading facilities) could be developed with a “big picture” perspective and structured communication. Of course, this should only happen in the public arena with the direct involvement of Assembly members elected by and accountable to the public.

Juneau Tourism Management Plan

April, 2002

Table of Contents

ACKNOWLEDGEMENTS	I
EXECUTIVE SUMMARY	1
1. SITUATION ANALYSIS	7
1.1 Physical Setting	7
1.2 People, Culture, and Heritage	7
1.3 Tourism Resources	8
1.4 Infrastructure	8
1.5 Tourism Development	9
1.6 Tourism in Juneau	10
1.7 Tourism Trends that impact Juneau	17
1.8 Destination Marketing – New Directions	17
1.9 Contribution to a Destination's Quality of Life	18
1.10 Growth Areas Within the Tourism Sector	19
1.11 Cruise Tourism Trends	20
1.12 The Alaska Cruise Market	24
1.13 A Destination Perspective	27
1.14 Trends resulting from Terrorism Activities	29
2. STRATEGIC AUDIT	31
2.1 Process	31
2.2 Findings that Shaped this Plan	32
2.3 Technical Review	37
2.4 The Scenarios	39
3. STRATEGIC FRAMEWORK FOR TOURISM MANAGEMENT	41
3.1 Vision and Objectives	41
3.2 Overall Guiding Principles for the Tourism Plan	42
3.3 Strategic Directions – Tourism Positioning	43
3.4 Rationalize and Modernize Juneau's Approach to Tourism	44
3.5 Update the Comprehensive Plan	46
4. JUNEAU TOURISM ROLES	48
4.1 CBJ Roles and Organizational Actions	48
4.2 Related Agencies	49
4.3 Functional Roles and Responsibilities	51
5. THE JUNEAU TOURISM PARTNERSHIP	59
5.1 JTP Role and Mandate	59
5.2 Board of Directors	60
5.3 JTP Functions	62
5.4 Staffing and Budgeting	62

6.	PROGRAMS: MANAGING IMPACTS	69
6.1	Annual Process for Impact Discussions and Actions	69
6.2	Role of Best Management Practices	69
6.3	Impact Management Recommendations	70
6.4	Air and Water Quality	76
6.5	Recreational Resources	77
7.	PROGRAMS: PRODUCT DEVELOPMENT	79
7.1	Product Development Programs	79
7.2	Priority Product Development Projects	84
7.3	Aligning Priority Projects with Current Priorities	98
8.	PROGRAMS: MARKETING	99
9.	JTP PROGRAMS: MONITORING PLAN PERFORMANCE AND IMPACTS	104
9.1	Cruise Safety Valve Strategy	105
9.2	Destination Travel Safety Valve	107
9.3	Proactive Approach	110
10.	IMPLEMENTATION PLAN	111
10.1	Preparing for Plan Implementation	111
10.2	Implementing the Tourism Management Plan	112

Acknowledgements

The Egret Communications/ARA Consulting team approached this project with the understanding that Juneau is a community with strong opinions and feelings regarding tourism issues. We want to commend the people of Juneau for taking the time to sit down with us time and again, in a collaborative manner, and work out the details in this plan. Parts of this process have been hard and painful for some people and we admire the way you, the citizens of Juneau, have stayed with the process and have invested in its outcome.

We want to commend city staff - who were as determined as we are to have this planning project produce not a document – but the basis of a solution to the issues facing Juneau’s tourism and, just as importantly, the path toward a tourism future that Juneau can embrace and build together.

Juneau’s business community and tourism industry have partnered fully with this planning process. We were tested, as we should have been, on both our tourism knowledge and whether we came with an agenda. The local tourism industry helped this team understand issues in both discussion and by taking us flightseeing, whale watching, glacier cruising, etc. The insights from leaders and from experiences helped very much in this planning process.

We want to thank the cruise industry for providing information when it was needed, and for responding positively to Juneau’s request to reframe the relationship between this community and your industry.

We want to thank Juneau’s media for providing fair coverage to the processes of this planning project and for helping to generate participation in the polls and public sessions.

The Forest Service has been most cooperative as we have asked challenging questions about impacts, permits, and resource integrity. We appreciate the help the agency has given this project.

In particular, we want to thank the Assembly. We have had extremely open and frank conversations with most of the Assembly and found Juneau’s leaders, whatever their leaning, to be committed to a future that is good for both residents and businesses. Assembly members have listened hard to both our technical findings and our community assessments – and have challenged us with insightful questions.

Along the way, our team has spent time in many Juneau living rooms. We’ve shared meals and coffee with many of you. We’ve met into the night and over the phone. We’ve tasted home-smoked salmon and home made bread. And in the process we’ve developed a real fondness and respect for those of you that call Juneau home and who have shared so openly with us.

On behalf of this team, thank you.

Bob Harvey, Team Leader

Egret Communications

Executive Summary

The Juneau Tourism Plan development process was undertaken by Egret Communications and ARA Consulting in April 2001, under contract with the City and Borough of Juneau, Alaska. This planning process was initiated in response to community concerns about rapid cruise tourism growth, but has focused on managing the success and impacts of both cruise tourism and destination travel.

The project, from the beginning, has employed sustainable development philosophy and criteria to the development of a plan that is designed to work for both community and tourism industry. This plan, from inception, has focused on reducing impacts, creating a more supportive tourism business environment, improving product quality and visitor experience, and developing a partnership between residents and local businesses to manage for success.

The planning process has actively sought input from both the community and the tourism industry. Public processes, including web polling, have been aimed at seeing past the ongoing public discussion and taking the pulse of the broader community. Local input has been balanced with technical expertise brought to this project by the team, and by comparing tourism performance and trends in similar situations around the world. The changing environment for tourism, resulting from recent terrorism events, has been taken into account in both planning and forecasting.

The following sections capture an abbreviated look at key parts of Juneau's new tourism management plan.

Juneau's Intentions in Tourism:

Juneau intends to succeed at both cruise tourism and destination travel – with success being defined on Juneau's terms. That success entails maximizing the benefits of tourism in Juneau, while minimizing the costs and impacts. Juneau looks to tourism expecting social, economic, and environmental benefits. Juneau seeks a more positive image among its neighbors in Alaska, and with its visitors and travel industry partners. Juneau intends tourism to help create a more diverse economic base. To that end, Juneau will work to create a positive atmosphere for business investment and operations, especially those businesses that are locally owned and operated. Juneau wants, through tourism, to bolster its commitment to its heritage and cultural values. Juneau intends to be a high quality destination, providing rich and positive experiences for its visitors. It intends to make those visitors feel warmly welcomed.

Vision:

“A healthy and vibrant tourism sector generating business opportunities and employment for Juneau citizens, protecting Juneau’s heritage and cultural values¹ and its natural resources, and making a positive contribution to the community’s quality of life.”

Guiding Principles

This plan is based on:

- A partnership between the community of Juneau, its tourism industry, and the cruise tourism industry
- Tourism management that is sustainable economically, socially, and environmentally

Strategic Positioning

- Juneau intends to succeed at both cruise tourism and destination travel.
- Juneau will work proactively to grow the destination travel component of the local economy, setting out to become a premier destination, attract high value customers, and focus on guided experiences.
- Juneau will strengthen and maintain its strong position in the cruise tourism marketplace, including small ship cruising, building on the mix of experiences now offered and improving the downtown business experience.
- Juneau will position itself as a small meetings and conference host serving regional and niche markets.

Modernizing Juneau’s Tourism Management

- Juneau will take a more proactive approach to tourism, guiding the future with a plan and developing an organization to foster the evolution of tourism in Juneau.
- Roles for the CBJ and JCVB will undergo some modification to better enable management of tourism resources, management of impacts, and performance-based marketing.

¹ Note from the planning team:

A place (a community, a region, a nation) owes its character to the people, the way of making a living, the geography and climate, and the history that has brought it to the present. Each area has practices, events, cultural ways that are uniquely important to it that have been shaped in the process of weaving together time, culture, geography, and lifestyle. Tourism can be managed to reinforce those values – or, as in such places as Disneyland or Las Vegas, tourism can proceed on its own course, developing in such a way that ignores (and sometimes even overwhelms or compromises) the culture of the region and the relationship between its people, their history, and the natural world.

Additionally, tourism research indicates that visitors are, increasingly, seeking legitimate cultural and heritage experiences and that they value knowing that the destination they visit is actively working to protect those values.

“Protecting, enhancing, preserving, and/or building on cultural and heritage values” is standard tourism planning terminology, recognized and used around the world. Peoples from all corners of the planet have come to understand these terms and hold this concept as an important consideration in managing and developing tourism.

The Juneau Tourism Partnership (JTP)

The JTP will become the venue for collaborative discussion and cooperative action among the many stakeholders in Juneau's tourism picture. The JTP will guide the implementation of the plan, and work with all sectors to coordinate and facilitate cooperative solutions to issues and responses to opportunities. The JTP will pull representatives of all key stakeholders groups into the discussion through the extensive use of working groups and committees. The JTP will encourage community-wide input on tourism topics that have social implications and will work to achieve consensus when community/business issues need to be addressed. Solutions that require public sector action will be presented by the JTP to the Assembly.

- Will serve as the coordinating organization for tourism collaboration, cooperation, and discussion in Juneau
- Non-profit organization built with a balance of community tourism business leaders and community members
- Staffed with an executive director and support staff
- Will serve as point of contact for queries, issues, etc. in Juneau
- Will oversee the implementation of the Juneau Tourism Plan
- Will monitor and manage impacts arising from tourism
- Will guide tourism development to enhance the community's quality of life
- Will provide a venue for collaborative and cooperative planning
- Will provide guidance and input to marketing and public relations

JTP Roles and Functions

- Lead tourism product development as guided by the Juneau Tourism Plan
- Centralize monitoring and performance information
- Lead the discussion about impacts
- Advise the Assembly on actions that will improve tourism and tourism's performance in relationship to impacts and benefits for Juneau
- Facilitate the fall tourism forum – a yearly discussion in Juneau that reviews performance, analyzes impacts and community relationships, and plans for the future
- Recommend to the Assembly ways to update and evolve the Juneau Tourism Plan
- Sponsor training to upgrade current destination tourism products and facilitate development of products that attract destination travelers
- Collaborate with JCVB to provide guidance and input to Juneau's destination marketing and convention marketing, and collaborate with cruise industry on marketing

Managing impacts

- The JTP will hold a major annual tourism forum to facilitate community-wide tourism discussion on impacts, benefits, performance
- The JTP will work with the industry to assist with Best Management Practices and field community response to operations issues
- The CBJ and JTP will work with operators, residents, and community segments to implement a phased development of alternate heliports for flightseeing
- The JTP will lead collaborative discussions regarding float plane noise, with a solution targeted for presentation at the 2002 fall tourism forum.

- Downtown congestion will be improved by upgrading infrastructure and operations related to loading passengers on vehicles, by considering a park and ride approach to augment downtown parking, by addressing delivery timetables, by considering relocation of facilities that generate truck traffic through downtown, and by improving pedestrian crossings
- The JTP will monitor congestion issues outside the downtown area and work with operators to alleviate problems
- The JTP will host ongoing monitoring and discussion of congestion issues, will work with the CBJ, operators, and the community to identify and resolve issues proactively
- The JTP will review the various tourism related air and water quality monitoring programs by state and federal agencies, channel reports to the agencies, keep the community informed, host an annual discussion on the issues, and work proactively with all parties to accomplish needed improvements
- The Trails Working Group will continue to work on the commercial use of trails, its work fostered by the JTP
- The JTP will work with resource managers and the tourism industry to proactively encourage and report on monitoring programs and to facilitate changes needed to safeguard resources and species

Product Development

Product development will be led by the JTP and will focus on two key themes:

- Facilitating the product development and upgrading process to enable significant growth in the destination tourism sector
- Substantially enhancing the attractiveness of Juneau as a destination community

Hence, product development includes:

- The JTP will lead the process of developing standards for accommodations, guides and interpreters, attractions, restaurants, and the service sectors
- The JTP will sponsor training initiatives focusing on guide training and certification, tour operators, accommodation sector, and the restaurant sector
- The JTP will lead Juneau's effort to attract and promote investment in destination lodging facilities and upgrades to current operations and facilities
- The CBJ will amend the Comprehensive Plan to include provisions for a comprehensive waterfront plan, to reflect Juneau's tourism management objectives in various non-residential parts of the borough, and to support the siting of small lodging operations
- CBJ will undertake waterfront revitalization, in a manner that serves residents and visitors
- DBA and JTP will expand Juneau's events program for downtown, including events that draw locals into downtown, events that share downtown experiences with neighboring communities, and events that augment Juneau's tourism image or marketing efforts
- JTP and CBJ will explore a combination visitor center and performing arts center close to cruise ship docking, using this facility to enrich visitor experiences, court return visits, and refocus the community on downtown activities
- JTP will explore development of an outdoor (potentially including an indoor component) float plane museum that celebrates the importance of float planes in the development of Southeast Alaska and defines Juneau as the place to come learn about this exciting heritage
- As guided by this plan, Juneau will share its heritage and culture appropriately with visitors, as represented by the Alaska Capitol and Governor's Mansion, Tlingit and Haida Culture, gold mining history, and state and local museums

- As guided by this plan, Juneau will strengthen its position as the premier place in Southeast Alaska to access exciting natural resources, especially in a guided fashion, and will develop new appropriate ways to share exciting and enriching natural resource experiences with visitors. In particular, Juneau will focus on evolving more natural resource experiences for multi-day destination visitors who are targeted for their interest in and abilities to participate in outdoor experiences
- As guided by this plan, Juneau will continue to develop and improve its sport fishing product and work hard to strengthen its image in the marketplace

Marketing

- The JCVB will continue its responsibility for marketing, becoming more targeted in its marketing efforts, developing a marketing advisory committee, and budgeting a higher proportion of its budget for marketing
- The JTP will collaborate with JCVB on marketing and will support the effort by contracting the development of a guiding marketing plan
- Marketing performance will be tracked and analyzed by the JCVB, with regular reporting to the Assembly, the JTP, and the Parks and Recreation Department

Monitoring Plan Performance and Impacts

- Safety valve mechanisms are established in the plan; these are actions to go into effect if growth or impact parameters are exceeded, to protect community and business interests if growth or impacts approach or pass acceptable levels
- Separate safety valve mechanisms are established for cruise tourism and destination travel, and others can be developed
- Indicators are established (for both cruise tourism and destination travel) and a process is prescribed to activate triggering mechanisms
- The JTP is required, in the plan, to review indicators during each fall tourism forum, and to take community and industry input into that process
- Should the JTP activate a triggering mechanism, it is directed to work with the CBJ, the community, resource managers, and the industry to initiate safety valve mechanisms
- The JTP is directed to be proactive in updating indicators and mechanisms and to work with industry, the CBJ, resource managers, and the community to manage capacity and impact issues before they reach indicator levels

Plan Implementation

- Enabling Steps
 - Putting the enabling policy framework in place
 - Providing a budgetary framework for the JTP and priority projects
 - Establishing institutional framework for tourism management
 - Create the Juneau Tourism Partnership
 - Set up destination marketing structure
 - Set up performance monitoring system
 - Set up impact management structure
- Implementing the Plan
 - Priority Development Projects
 - Waterfront Plan
 - Events Development
 - Heritage and Cultural Interpretation
 - Destination Products
 - Priority Product Development Programs
 - Tourism Training
 - Investment Promotion
 - Marketing Program
 - Impact Management
 - Flightseeing
 - Congestion
 - Air and Water Quality
 - Resource Health
 - Fall Tourism Forum
 - Plan renewal and performance

1. Situation Analysis

1.1 Physical Setting

Juneau sits at the hub of Southeast Alaska, in a zone of extreme coastal topography typified by fjords, mountains, glaciers, lakes and streams, waterfalls, vast forests, and abundant wildlife. Juneau's northern location, the nature of its terrain, and its proximity to the western edge of the Pacific Ocean have produced a wet climate where cold is modified by the nearby waters. Abundant rainfall at sea level and snows in the mountains have produced a lush terrestrial environment and have spawned vast ice fields. The Borough of Juneau is, in fact, approximately one third water, one third ice covered, and one third challenging coastal and mountain terrain. The majority of Juneau's 3,000 square miles are managed by the US Forest Service and a relatively small area is left for private development.

1.2 People, Culture, and Heritage

The remote nature of Juneau, and the fact that access is limited to air and water arrivals, have resulted in a current small regional population of about 30,000 residents. Before Western colonization, the region was populated with Tlingit and Haida peoples, who developed a rich culture and resource related lifestyle. Russians colonized the region initially. The region eventually became a United States territory and then state. Current regional culture reflects the many peoples that have occupied this landscape.

Juneau has a special relationship with gold and the heritage of the gold rush period. Mining was the major driver in development of the City of Juneau and Juneau continues to have influence from its history with mining.

Timber harvest and fishing, two important industries to Southeast Alaska, have left their mark on Juneau, the way local people relate to natural resources, and the expectations of industry impacts on natural resources.

Float planes, boats, and ferries are as much a part of Juneau's heritage as horses, tractors, and pickup trucks are to the American west. Transportation in the challenging Southeast Alaska region has always been a challenge, dictating a dependency between people and these exciting modes of travel.

Finally, with statehood, came the influence of hosting Alaska's State Capital. Juneau, unlike other regional communities has enjoyed the constant influx of people and ideas from outside. The capital has given Juneau an energy and has mixed a sector of public employees in with Juneau's traditional mining, timber, and fishing heritage. The differences in outlook generate some misunderstanding and community discourse.

1.3 Tourism Resources

Juneau is rich in natural and cultural resources for tourism. The 1,500 square mile Juneau Icefield is the primary tourism attraction in the Juneau area. The most popular single attraction is the 100 foot tall, 1.5 mile wide, 12 mile long Mendenhall Glacier, located 13 miles from downtown Juneau in the scenic Mendenhall Valley. A walk-up visitor's center is operated by the Forest Service at the foot of the Mendenhall Glacier, and can be reached by ground tour. Flightseeing tours and helicopter-assisted walking and hiking experiences on the glacier are available. Day boat tours of the twin Sawyer Glaciers, located southeast of Juneau in Tracy Arm, are also offered. Daily tours also serve Glacier Bay National Park, a spectacular wilderness reserve containing tidewater glaciers.

Juneau's many other natural attractions offer visitors a wide array of activities and experiences. Natural attractions include the waters of the Inside Passage and the many lakes and rivers in the area, and an abundance of wildlife, including Orca and humpback whales, brown and black bears, bald eagles, porpoises, sea lions, harbor seals, mountain goats and Sitka black tailed deer. These many assets can draw visitors to the area to engage in activities, such as kayaking, dogsledding, rafting, biking, boating, hiking, glacier hiking, bear viewing, whale watching, nature observation, and wildlife photography. The Borough of Juneau boasts over 100 miles of trails of various difficulties.

Juneau is also blessed with the Eaglecrest alpine and Nordic ski area. Winter enthusiasts enjoy snowboarding and downhill, cross-country and heli-skiing.

Fishing is also a popular pursuit in the Juneau area. Salt water, fresh water and fly fishing experiences are all available. Sport species found in the area include five species of salmon, Pacific halibut, Dolly Varden, cutthroat and steelhead trout.

Another tourism draw is the area's rich Native American historic and contemporary culture. The Tlingit tribes offer visitors the opportunity to meet community members and participate in a wide variety of Native American tourism experiences such as music and theatrical presentations, eco-cultural tours and purchasing arts and crafts.

Built attractions in the area tend to focus on or include natural and/or cultural themes. They include the Alaska Raptor Center, the Alaska State Museum, the Gastineau Salmon Hatchery, the Last Chance Mining Museum, and the Mount Roberts Tramway.

1.4 Infrastructure

The tourism infrastructure in Juneau and surrounding areas becomes an important part of the experience here. Juneau was not built for tourism. The downtown and waterfront area have limited capacity for hosting masses of cruise visitors, but the road systems are well constructed and managed and visitors leaving the downtown area in tour transportation rapidly disburse to various centers of activity. Juneau has a good system of public bus transportation and cab service is readily available.

Juneau enjoys great air service, as the hub of Alaska Airlines in Southeast Alaska. Several commuter and charter airlines fly out of Juneau, making it the hub for travel into communities and remote regions of Southeast Alaska and nearby parts of Canada. Similarly, it is well connected on the Alaska Marine Highway (ferry) service. The airport is well connected to the rest of Juneau with bus, cab, and rental car service. The ferry terminal has less than optimum connections to enable arriving visitors without vehicles to move into areas with good public transportation service.

Juneau has a network of trails leading from the road system into backcountry. The 100 miles of trails are well maintained and utilized by residents. The community has devised a system for managing commercial and non-commercial trail use that recognizes tourism opportunities and residents' needs.

The CBJ owns and operates a small, resident oriented ski area - Eaglecrest - offering a surprising level of quality and diversity. While this facility primarily serves local residents, it carries capacity and quality that are consistent with serving winter visitors.

Juneau has a great fleet of boat-based tourism offerings, including sport fishing, wildlife watching, and sightseeing tours. Size ranges from small sport fishing vessels to larger vessels for day tours to Tracy Arm and Glacier Bay.

Similarly, Juneau is home to a wide diversity of helicopter and float plane tourism infrastructure, enabling access to fishing lodges, glacier tops, remote bear watching, and flightseeing.

Juneau has a fine base of health and safety services. Medical service is readily available and the community has adequate ambulance service. The CBJ maintains quality police and firefighting services.

1.5 Tourism Development

Tour Operators

There is a wide array of tour operations in the Juneau area, including land and water-based nature, culture and outdoor adventure tours as well as boat and fishing charters. Listed in the Juneau Alaska 2001 Travel Planner, they demonstrate an ecotourism/adventure tourism market emphasis, most of which focuses on the area's natural and cultural assets.

Special Events

Juneau's special events calendar offers a variety of events throughout the year. Key annual events include Gold Rush Days, the Alaska Folk Festival, the bi-annual Native Cultural Conference, and the 56th Golden North Salmon Derby. The community's large arts and entertainment community is also very active and offers regular events, such as Friday concerts in the park, music productions by the Juneau Lyric Opera and Juneau Symphony, new exhibits at the Alaska State Museum, and new productions from Juneau's Perseverance Theater.

Visitor Accommodation & Convention Facilities

There are approximately 78 accommodation establishments in the Juneau area and the nearby communities of Angoon, Douglas, Elfin Cove, Funter Bay, Gustavus, Hoonah, Pelican and Yakutat.² Collectively, the establishments comprise about 1,300 guest rooms. Of these, 48 facilities fit generally into the B&Bs and Inns accommodation type category, 14 into the Hotels and Motels category, and 16 into the Lodges and Resorts category. Juneau itself has two major hotel centers: downtown and at the Juneau Airport in the Mendenhall Valley.

Accommodation Type	No. of Operations	No. of Rooms
B&Bs	48	197
Hotels and Motels	14	918
Lodges and Resorts	16	197
Total	78	1,312

Camping/RV services are available at the Spruce Meadow RV Park and at facilities operated by the Forest Service.

Juneau's main convention facility is the Centennial Hall Convention Center which can accommodate groups of up to 700. In addition, there are many facilities that can accommodate smaller convention groups and meetings.

Other Visitor Services

There is a range of food and beverage services in Juneau, from takeouts and coffee shops to gourmet restaurants. Though many food establishments specialize in preparing local delicacies such as king crab, halibut and salmon, a variety of exotic and ethnic cuisine is also available.

Juneau offers a large number of retail establishments, including fine art and jewelry shops and many gift shops that sell local arts, crafts and souvenirs. As a capital city, government center and business and trade center, Juneau also has a full range of professional services.

1.6 Tourism in Juneau

Several studies conducted over the last five years provide insight into the economic impact of tourism in Juneau:

- A 1996 study on the impact of the tourism industry in Juneau estimated that in 1994 visitors spent \$97 million while in Juneau, including \$40 million spent by cruise passengers and crew, \$50 million spent by independent visitors and

² Based on accommodation listings in the Juneau Alaska 2001 Travel Planner.

\$6 million spent by convention visitors. Including indirect and induced spending, visitors accounted for \$130 million in sales in Juneau in 1994.³

- In 1998, a study was conducted on the effects of the cruise industry in Southeast Alaska on local government revenue and expenditures. A follow-up study in 2000 detailed the economic impacts of the cruise industry in Southeast Alaska. The 2000 study reported that approximately \$181 million was spent in Southeast Alaska in 1999 by cruise lines, cruise ship passengers and crew. Juneau garnered the largest share, capturing nearly half (\$90 million) of the spending, including \$75 million spent by cruise ship passengers, \$11 million in direct cruise line spending (e.g., for maritime services, port/dockage fees, federal and state fees, local goods) and \$5 million by cruise ship crew.

Sales tax revenues accruing to Juneau resulting from cruise-related spending were estimated at \$2.8 million in 1999. The industry also generated an estimated 750 jobs and \$15.2 million in payroll in Juneau. Cruise-related employment accounted for 10% of Juneau's basic industry sector, defined as industries that produce goods and services that are consumed by non-residents of the area and attract new money into the local economy.⁴

1.6.1 Visitor Volume

Non-resident Visitors

In 1999, total cruise and other non-resident visitor arrivals in Juneau totaled about 700,000. This represents an increase of 4.1% over 1998 and an average annual increase of 9.4% between 1993 and 1999. The cruise ship industry accounts for about 85% of these arrivals as shown in the table below. Non-cruise arrivals are estimated at about 157,200. A definitive profile of these arrivals is not available. Information has been used from various sources to derive breakdowns for non-cruise arrivals in terms of trip purpose and origin as indicated in the table below.

Juneau Tourist Arrivals (estimated, 1999)	
Tourist Type	
Non-Resident:	
Cruise	595,500
Other Non-Resident	104,500
Total Non-Resident	699,900
Resident:	
Resident Arrivals*	52,700

³ McDowell Group, March 1996, Juneau's Visitor Industry: An Economic Impact Study.

⁴ McDowell Group, October 2000, The Economic Impacts of the Cruise Industry in Southeast Alaska.

Total Arrivals	751,600
Trip Purpose	
Total Non-Cruise Arrivals	157,200
Business (40%)**	62,880
Vacation (40%)	62,880
Other (20%)***	31,440

* Resident (Alaska) visitors or regional travelers were estimated to be about 7% of total visitors by Juneau Convention and Visitors Bureau representatives.

** 63% of business travelers were on a combination business and pleasure trip.

*** Includes local residents, other personnel, government/convention/meeting, visiting friends and relatives, group tour.

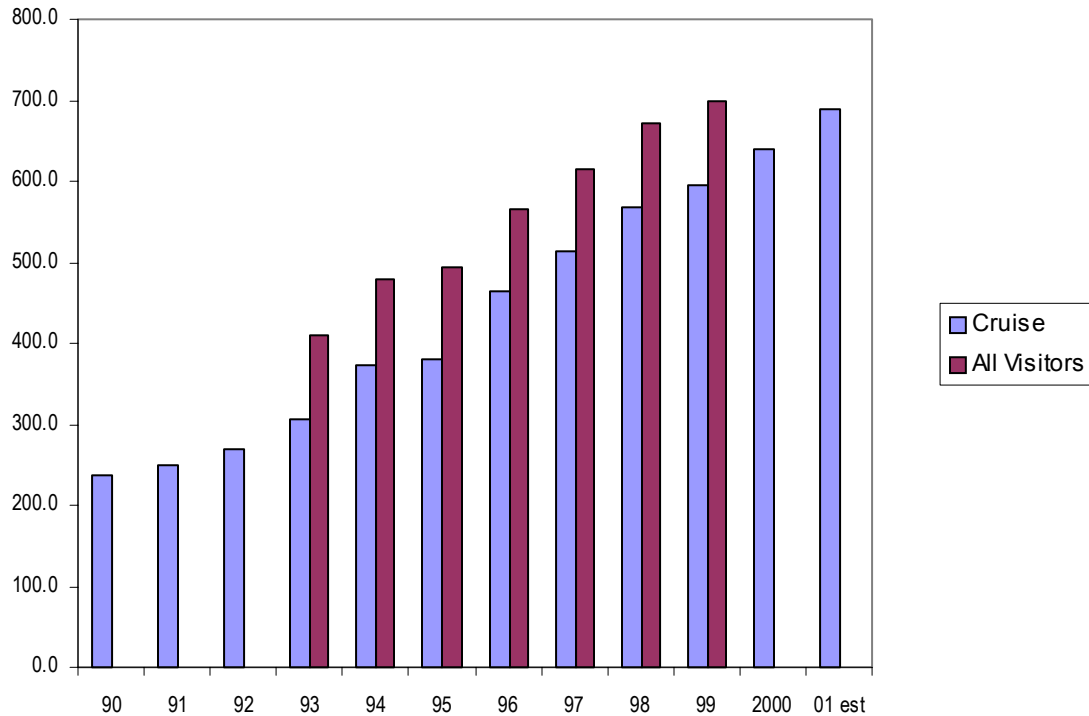
Sources: Cruise Arrivals and Total Non-cruise Arrivals – Juneau Convention and Visitors Bureau, 2001

Trip Purpose – Juneau Convention Visitors Bureau, Overnight Commercial Lodging Guests, 1999 Survey Results, April, 2000.

It must be emphasized that estimates of non-cruise arrivals are order of magnitude estimates only.

The cruise ship industry is the most important segment of Juneau's tourism industry. The 2000 cruise season marked the 10th straight year of cruise visitor growth, with over 640,000 passengers sailing into Juneau's port. This represents an increase of 7.5% over 1999 and an average annual increase of 10.5% between 1990 and 2000. The market share represented by cruise passengers has grown steadily since 1993, and comprised 85.1% of arrivals in 1999. The cruise market is forecast to increase another 7.5% in 2001 (**Exhibit 1.1**).

Exhibit 1.1: Non-resident Visitors to Juneau, Alaska, 1990 to 2000 (000's)



All Visitors	n/a	n/a	n/a	408.7	480.0	493.0	565.0	615.0	627.3	699.9	n/a	n/a
% change	n/a	n/a	n/a	n/a	17.4%	2.7%	14.6%	8.8%	9.3%	4.1%	n/a	n/a
Cruise	237.0	248.4	269.4	306.6	373.0	380.5	463.5	513.0	568.3	595.5	640.4	688.7
% change	n/a	4.8%	8.5%	13.8%	21.7%	2.0%	21.8%	10.7%	10.8%	4.8%	7.5%	7.5%
% of total visitors	n/a	n/a	n/a	75.0%	77.7%	77.2%	82.0%	83.4%	84.5%	85.1%	n/a	n/a

*n/a = not available

Source: Juneau Convention and Visitors Bureau, 2001

1.6.2 Market Profile of Non-Cruise Visitors to Juneau

Some insight into the non-cruise visitor market (resident and non-resident) to Juneau is provided by a 1999 survey of 167 overnight commercial lodging guests.⁵ While a small sample, it is useful for indicative purposes (**Exhibit 1.2**).

Trip purpose – Vacation or business, each at 40%, were the primary trip purposes for most lodging visitors to Juneau.

⁵ Juneau Convention and Visitors Bureau, April 2000, Overnight Commercial Lodging Guests 1999 Survey Results.

Gender – Lodging guests were equally likely to be of either gender.

Age – Lodging guests tend to be middle aged or seniors. The average age of lodging guests in 1999 was 46 years, and 58% of them were 45+ years old.

Income – The average household income of lodging guests was \$80,000.

Employment – 71% of lodging guests surveyed were employed.

Expenditures – On average, lodging guests spent \$291 in Juneau per room per day, with the greatest proportion of per day expenditures going to lodging (average \$97), followed by retail purchases (average \$60), food (average \$51) and entertainment and sightseeing (average \$39).

Party composition – About four in 10 lodging guests (41%) traveled in parties of two while another 30% traveled alone. The median travel party size was 2.0 people.

Trip Length – The median trip length was 7.0 days, but the majority of guests (58%) reported being on a trip of 5+ days and 27% were on a 10+ day trip.

Length of Juneau Visit – The median length of stay in Juneau was 3.0 nights. Although the majority of respondents (68%) indicated they were staying two or more nights, a significant proportion (31%) stayed only one night.

Top 10 Activities – While in Juneau the most popular activities were shopping (69%) and visiting the Mendenhall Glacier (53%). Other top activities were the State Museum, Mount Roberts Tram, the Hatchery, Tracy Arm Fiord and Glacier Bay National Park.

Repeat Visitors – While the majority of business visitors and total visitors had visited Juneau previously, only about one-quarter (26%) of vacation visitors were on a repeat trip.

Travel Mode – The dominant mode of travel for lodging guests was airlines (76%), followed by ferry (15%) and cruise ship (4%).

Information Sources – Word of mouth (45%) is by far the most popular source of information used for planning a trip to Juneau. Other important sources included travel agents (25%), travel guidebooks (18%) and the Internet (17%). Use of the Internet was particularly popular among vacation travelers, with 58% going online to plan their trip.

Exhibit 1.2: Juneau Non-Cruise Visitor Profile (1999)

Trip Purpose	
Vacation	40%
Business	40%
Local Residents	7%
Other Personnel	7%
Getaway Weekend	5%
Other	1%
Demographics	
Gender	50% Male 50% Female
Age	
Average Age	46 years
35-44 years	28%
45-54 years	33%
55+ years	25%
Employment	71% full-time
Average Household Income	\$80,000
Expenditures (Per Party Per Day Average)	
Lodging	\$97
Retail Purchases	\$60
Food	\$51
Entertainment and Sightseeing	\$39
Total Expenditures Per Room	\$291
Party Composition	
One Person	30%
Two People	41%
Median Size	2.0 people
Trip Length	
5+ Days	58%
10+ Days	27%
Median Length	7.0 Days
Length of Juneau Visit	
One Night	31%
2-4 Nights	42%
5+ Nights	26%
Median Length	3.0 Nights

Top Ten Activities			
	Total	Vacation	Business
Downtown Shopping	69%	75%	68%
Mendenhall Glacier	53%	75%	36%
Museums	39%	59%	21%
Mt. Roberts Tram	38%	51%	26%
Hatchery	26%	39%	13%
Tracey Arm Fjord	25%	36%	17%
Glacier Bay National Park	24%	39%	13%
Bear Watching	22%	36%	11%
City Tour	19%	33%	11%
Flightseeing	18%	26%	13%
Repeat Visitors			
	Total	Vacation	Business
Visited Juneau Before	61%	26%	82%
Travel Mode – Arrival			
Airline		76%	
Ferry		15%	
Cruise Ship		4%	
Information Sources			
Word of Mouth		45%	
Travel Agency		25%	
Travel Guidebooks		18%	
Internet		17%	
Juneau Travel Planner		14%	
Travel Brochures		13%	
Juneau Visitor Information Center		11%	
Newspaper (ads)		10%	
Newspaper (articles)		9%	
www.traveljuneau.com		8%	
Internet Use			
	Total	Vacation	Business
Used Internet	31%	58%	14%

Source: Juneau Convention and Visitors Bureau, April 2000, Overnight Commercial Lodging Guests 1999 Survey Results.

1.7 Tourism Trends that impact Juneau

Tourism has historically been regarded in most economies as a second cousin to other economic sectors ranging from resource industries to manufacturing. Indeed, in the past several decades of economic reporting, tourism expenditures were always hidden in various service categories. Today, however, there is an increasing recognition of the contribution that tourism can make to a jurisdiction – not only in terms of foreign exchange earnings and value added, but also in social, cultural and even export industry terms. This recognition is reflected in the current data on the tourism sector worldwide. It is the fastest growing and largest industry in the world, generating some \$3.5 trillion in expenditures. Many countries are now investing in better tourism reporting through the use of such techniques as satellite accounts, all in recognition of the importance of tourism. The World Travel and Tourism Council (WTTC) has been encouraging satellite accounting from 160 countries around the world for the last decade. The WTTC now estimates that the travel and tourism industry⁶:

- Comprises 11% of global GDP (US\$3,575 billion)
- Generates 8% of total employment or 1 in every 12.4 jobs worldwide
- Supports 200 million jobs worldwide.

Their recent global tourism forecasts released in 2000 indicate a growth to \$6,591 billion in global GDP (11.6%) of the world's total. The WTTC is now aggressively encouraging governments to become proactive and to embrace travel and tourism in policy making processes as a positive economic contributor for future generations.

“Tourism Satellite Accounting research and analysis has clearly quantified Travel & Tourism as the world's foremost economic activity,” says Jean-Claude Baumgarten, President of WTTC. “As well, it is the only industry which promotes the understanding and preservation of culture and the environment, fosters co-operation between the private sector, public sector and local communities and presents career opportunities unlike any other industry. It is the industry of the future which embraces the values and lifestyles of future generations.” – WTTC Media Centre, 2001

1.8 Destination Marketing – New Directions

Paralleling the sophistication in the tourism industry's product is a new sophistication in marketing. Destinations are also spending ever greater amounts on tourism marketing to create greater awareness of the destination in target markets and facilitate industry's efforts to “close the sale.” Traditional destination marketing has focused on creating awareness of the destination in target markets, usually with some form of destination branding or logo “call to action.” For example, in British Columbia, the province uses “Super, Natural” to describe the tourism experience they offer. The Vancouver Tourism and Convention Bureau

⁶ World Travel and Tourism Council Media Centre, 2001 (www.WTTC.org)

builds on the destination awareness created by British Columbia and has adopted a complementary branding approach – “Spectacular by Nature.” Recognition of the importance of tourism has carried with it ever increasing investments by many jurisdictions seeking to strengthen their tourism sector and compete effectively in the marketplace.

1.9 Contribution to a Destination’s Quality of Life

An equally important, and more profound trend, is the contribution tourism is now making to environmental protection, heritage and cultural resource protection, and quality of life in a destination. Tourism markets today expect destinations to be environmentally responsible and are more interested than ever in a “learning/education” experience. For example, the State of Hawaii (in a syndicated survey) asked those customers interested in beach vacations about their preferred activities.⁷ Surprisingly, the majority identified cultural activities and experiences as number one. As a result, Hawaii restructured its tourism marketing effort and invested in product development consistent with the expectations of the market in this regard. This has appeared to contribute to much greater attention on cultural history and expressions of culture through various venues in the state. Indeed, in destinations around the world investments are being made in heritage, cultural and natural resource protection and interpretation because of the benefits to the destination’s tourism sector. In a similar vein, cities in North America that have invested in their waterfronts – making them places for people – have enhanced their image and contributed to greater tourism arrivals, not only from vacationers but also from meetings and conventions markets. There are now developing country cases where such things as waterfront developments are taking place as an investment to explicitly strengthen the destination’s tourism attraction. This contributes not only to a stronger economy but also to enjoyment by a destination’s residents of its waterfronts.

In developing countries, the interest tourists take in destination learning experiences has been a boon, given that many of these countries have been able to effectively link tourism with heritage protection, cultural development, national parks and other attractions. Through revenue generated by tourism activity, these countries have been able to afford a greater level of protection and interpretation than would otherwise be the case. In turn, this has meant greater awareness in the country’s resident population of its history and culture.

The important underlying trend, from the perspective of a destination, is the opportunity that a jurisdiction is afforded to shape tourism and manage its activities in ways that enhance the destination’s quality of life and generate a range of benefits well beyond economic activity alone.

⁷ Discussions with State Tourism Department representatives, 1994.

1.10 Growth Areas within the Tourism Sector

Several segments of the tourism industry have experienced substantial growth, building on lower travel costs and more disposable income available for tourist activities. Examples range from major attraction areas such as the Disney, Branson and Universal facilities to ski and golf resorts. Of more relevance to Juneau and Alaska is the strong growth in ecotourism and soft adventure travel. Identified by the travel industry, including the research arm of the World Tourism Organization, as the fastest growing segment of tourism, this offers substantial potential for a destination such as Juneau, endowed as it is with significant natural resources and interesting heritage/culture.

Another product area that has emerged over the last two to three decades as one of the leading products is the cruise experience. Similar to the all-inclusive resort experience, cruise travel offers a single, all-inclusive price, modern facilities, an opportunity to see interesting destinations, and safety and security. Consistently voted by consumers as one of the top products in the world, the growth in the cruise industry has reflected this market interest.

1.10.1 What Are the Hottest Product Trends?

Future product trends have been forecast by the World Tourism Organization (WTO) in their *Tourism: 2020 Vision* publication (1998). The WTO predicted that the following five tourism products will emerge as the hottest trends over the next two decades (WTO 1998):

- **Adventure travel** – with most of the world already being explored, the trend will be for tourists to travel to the world's highest peaks, to underwater sites (such as the Titanic) and places at the “ends of the earth” (such as Antarctica).
- **Cruises** – the cruise sector is expected to expand at the high annual growth rates that have been seen in recent years.
- **Cultural tourism** – Europe, the Middle East and Asia are predicted to enjoy especially strong tourism growth.
- **Ecotourism** – trips containing a nature component will continue to gain in popularity.
- **Themes** – thematic tourism, where a special interest is the main travel motivator, is also expected to see strong growth.

Juneau not only has a strong cruise market, but also the potential for greater levels of destination travel than the area is currently experiencing. In addition to cruise tourism, three of the remaining four hottest product trends identified by the WTO are of particular interest to Juneau for destination travel; adventure travel, cultural tourism and nature tourism.

At the same time, tourism is not without its issues and concerns. Management of tourism in a way that strengthens the destination's quality of life is a challenge that many destinations are now taking much more seriously through the introduction of tourism policies, master plans and development strategies that facilitate tourism activity in ways consistent with the destination's vision and objectives.

1.11 Cruise Tourism Trends

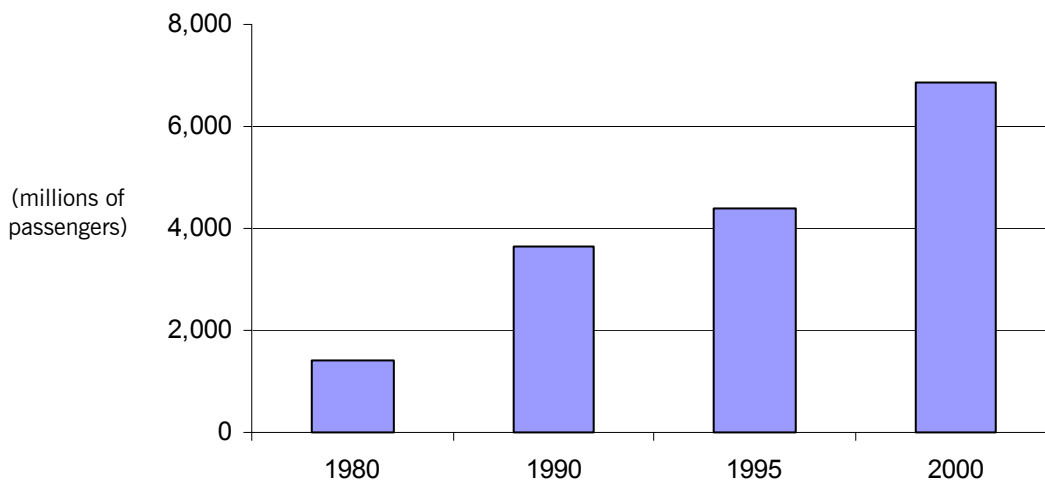
1.11.1 The North American Cruise Product

In North America, cruising comprises only 4% of the North American destination resort market and those who have cruised at least once comprise about 13% of the North American tourism markets. The profile provided below is based on data provided by the Cruise Line International Association (CLIA) and discussions with a representative of the NorthWest Cruise Industry Association.

1.11.2 Volume and Capacity

Over the last three decades overall passenger growth in the cruise industry has exceeded other North American travel sectors. Between 1980 and 2000 the number of North American cruise passengers grew from 1.4 million to 6.9 million, representing an overall increase of 382% and an average annual increase of 8.4% (**Exhibit 1.3**).

Exhibit 1.3: North American Annual Passenger Market (2-day or more cruises)



Source: CLIA, Cruise Industry Overview, March 2001

At the present time, the market is somewhat soft, largely because of a slowing economy in the US. Despite this situation, however, the number of passengers taking cruises grew by 16.8% in 2000 (**Exhibit 1.4**). Average capacity rose at a rate of 7.4% between 1981 and 2000, from 41, 073 berths in 1981 to 155,649 in 2000. Based on contracted capacity estimates, it is forecast that capacity will increase at an average rate of 10% over the next six years.

Exhibit 1.4: North American Cruise Passengers (1996-2000)

Year	Passengers (‘000’s)	% Increase
1996	4,656	--
1997	5,051	8.48%
1998	5,428	7.46%
1999	5,894	8.59%
2000	6,882	16.76%

Source: CLIA, Cruise Industry Overview, March 2001

In 2001, the number one destination for capacity placement is the Caribbean (44.5%), followed by Europe (20.8%), Alaska 7.9%, Trans-Canal (4.0%), U.S. Coastal West (3.3%), Hawaii (2.6%) and South America (2.4%).⁸

The future market outlook for the North American cruise industry is bright. Research done by the Cruise Lines International Association (CLIA) in 2000 found that more than 68 million Americans are interested in taking a cruise in the next five years. Of these individuals, 43.6 million indicate that they definitely/probably will take a cruise in the next five years, an increase of 5.2% over 1998. This represents a \$57 billion cumulative opportunity.

1.11.3 Product

The primary product in North America is the historically strong Alaska route and the more recently developed East Coast cruise product. The Alaska product has been growing in the range of about 6% for several years. Interestingly, there is about a 10% increase in total sailings from the Pacific Northwest (Vancouver, Victoria and Seattle), indicating growth in venues other than Alaska.

On the East Coast, the cruise market is expanding to an April to October market. Originally conceived as a niche market to showcase fall foliage on the St. Lawrence River, this

⁸ Capacity placement refers to deployment of passenger capacity (number of passengers) by year in cruise destinations throughout the world.

product has expanded into the summer season and now includes visits to a range of cities (Portland, Bangor, Sydney, Corner Brook, Boston, Quebec City, Halifax, Sydney, St. John, St. John's). The primary homeports for this region are New York and Boston, with Montreal and Quebec City as turnaround ports for some voyages. Together with on-ship amenities/experiences and city visits, this product concentrates on visiting interesting historical cities and is proving to be popular.

1.11.4 Length of Cruise

According to CLIA, cruises of about one week in duration continue to make up more than one-half of cruise vacations. Reflecting the overall North American trend to shorter, more frequent vacations, cruises of this duration or longer are losing market share. As a result, the hottest growth category is now two to five day cruises, which comprise 36.9% of the market, an increase of 12.6% since 1980.

Exhibit 1.5: North American Average Length of Cruise

Length of Cruise	Market Share by Cruise Length*		
	1980	2000	Change
2-5 Days	24.3%	36.9%	12.6%
6-8 Days	59.1%	50.8%	-8.3%
9-17 Days	15.4%	11.6%	-3.8%
18+ Days	1.2%	0.7%	-0.5%
TOTAL	100.0%	100.0%	+0.0%

* Adjusted to 100% of cruise lines. CLIA data do not include one-day cruises.

Source: CLIA, Cruise Industry Overview, March 2001, citing CLIA Passenger Carrying Report

In the three to four-day cruise segment, increases in group cruising (weddings/family reunions, educational and business-related incentives) all play a major role. With these trends, cruise companies have been adding more amenities and flexibility to appeal to younger and more active markets. These include flexible dining arrangements, less formality, recreational amenities (such as golf driving, climbing walls, and spas) and activities for young people including non-alcohol disco clubs, play schools, theatres and libraries.

1.11.5 Market Characteristics

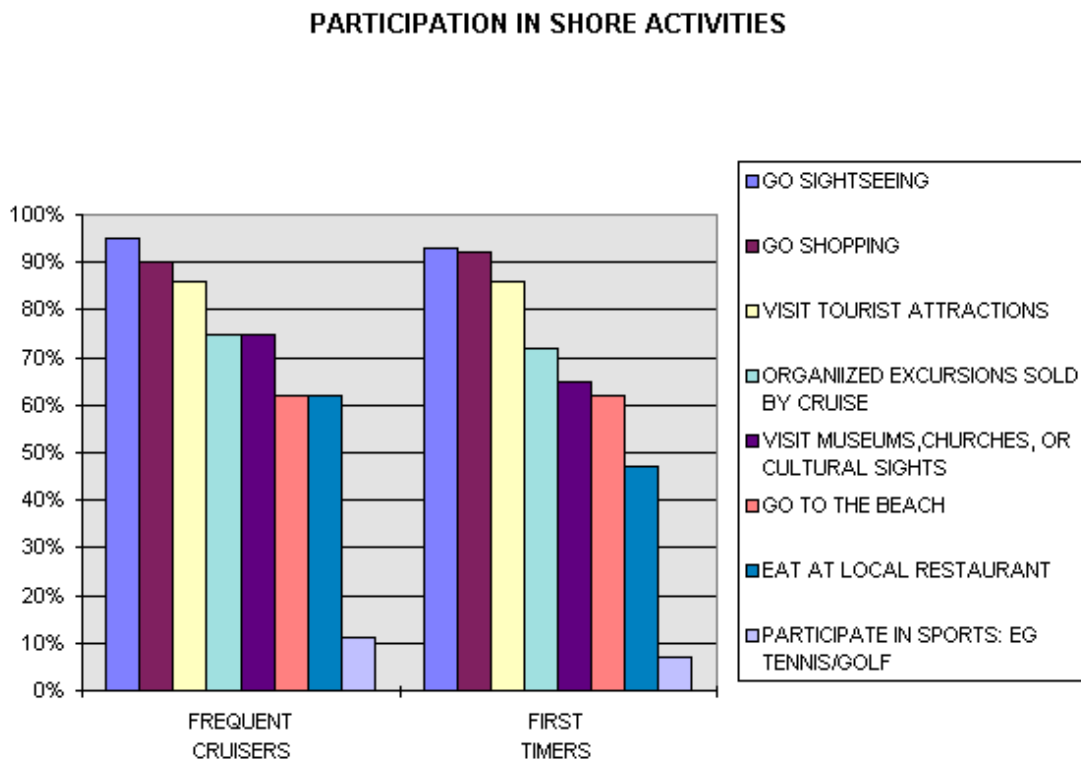
CLIA data show that the cruise market has changed in the last ten years, particularly as prices have decreased. In 1990, according to the North West Cruise Industry Association, the average age of cruise passengers was about 60 years old. Data from a study conducted by CLIA in 2000, however, shows an average age of 50 years among those who had taken a cruise in the past five years. A younger and more family-oriented market is now

occupying an increasingly important proportion of cruise passengers. In terms of earnings, cruisers tend to be relatively well-off, with a mean household income of \$79,000.

Relaxation, pampering, opportunities to see different geographic areas, value for money and a variety of activities are the top reasons why cruising is rated better than other vacation types.

A high proportion of cruisers participate in shore activities, such as sightseeing, shopping, visiting attractions, organized excursions, visits to cultural attractions and sites, going to the beach and eating in a local restaurant (**Exhibit 1.6**).

Exhibit 1.6: Participation in Shore Activities



Note: Legend item order is left to right on chart

Source: CLIA, Cruise Industry Overview, March 2001, citing CLIA, Cruising Dynamics Study (no date given)

1.12 The Alaska Cruise Market

Alaska captures 9% of the global cruise market operated by US-based cruise companies that are members of the International Council of Cruise Lines. These 17 companies handle about 7 million passengers per year. In general, cruising satisfaction rates very high among consumers (one of the top products in the world) and generates significant repeat cruising. Alaska rates among the highest satisfaction levels for consumers in terms of both the destination itself and onboard experience.

The Alaska cruise season extends from May to September each year. Vancouver is the homeport for the majority of the cruise lines operating in Alaska. The number of ships on the Vancouver-Alaska cruise route has remained relatively constant at 21 to 25 ships in the last ten years. Overall capacity has, however, grown by 127% percent based on two factors; larger ships, and the extension of the operating season. There were 571,000 total berths available in 1999 compared to 545,000 in 1998, representing an increase of 5%.⁹

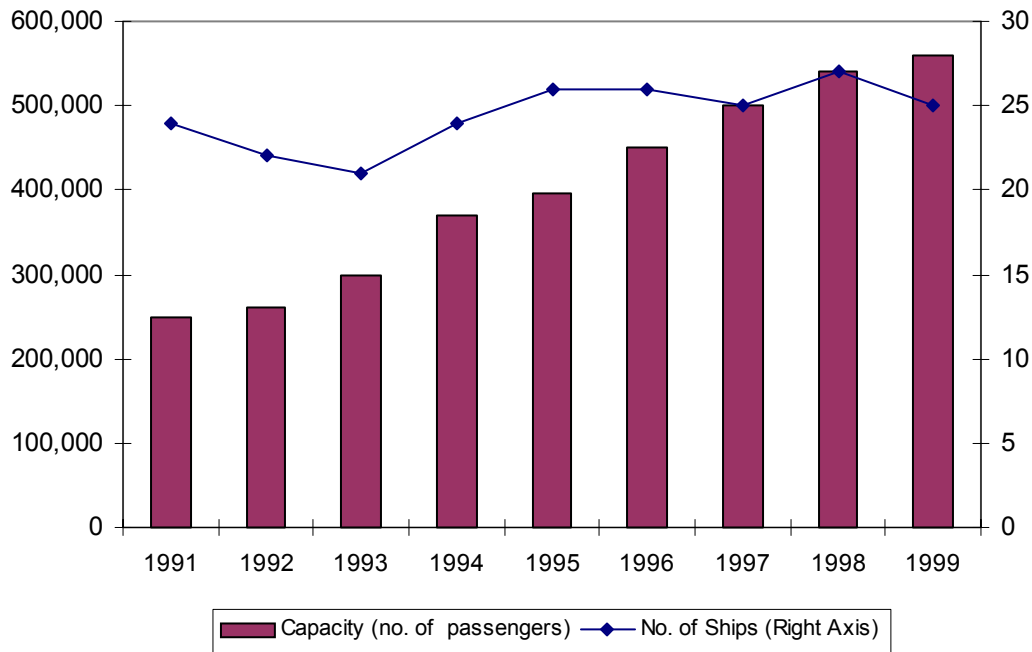
In 1999, the Vancouver-Alaska voyage was taken by 566,100 passengers, and 14,747 crew members worked on this route. The San Francisco-Alaska voyage was taken by 21,900 passengers and the Seattle-Alaska voyage by 6,615 passengers.¹⁰ Departures from the Port of Seattle have increased substantially with 120,000 passengers in 36 ships in 2000 and 170,000 passengers in 56 ships scheduled for 2001.¹¹

⁹ CCG Consulting Group Ltd., An Analysis of the Economic Impact of the Cruise Line Industry in Canada, 2000.

¹⁰ CCG Consulting Group Ltd., An Analysis of the Economic Impact of the Cruise Line Industry in Canada, 2000.

¹¹ Personal communication with Port of Seattle.

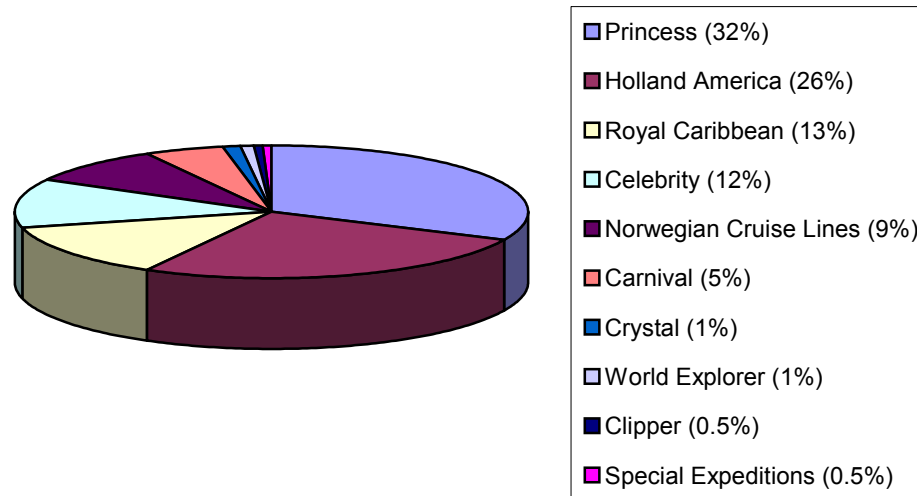
Exhibit 1.7: Capacity and Ships on the Alaska Route (1991-1999) (Vancouver departures)



Source: CCG Consulting Group, An Analysis of the Economic Impact of the Cruise Line Industry in Canada, 2000, citing Cruise Industry News 1999 Annual

In 1999, four companies dominated the Alaska cruise industry with 92% of the total capacity. They were Princess Cruises, Holland America Line, Royal Caribbean International/Celebrity and Norwegian Cruise Lines. The share of total passenger capacity by company is provided in **Exhibit 1.8**.

Exhibit 1.8: Alaska Market by Capacity 1999 (Vancouver departures)



Source: CCG Consulting Group, An Analysis of the Economic Impact of the Cruise Line Industry in Canada, 2000, citing Cruise Industry News 1999 Annual

Trends in cruising of particular interest to Alaska include:

- The shorter 3 to 4-day cruises
- The growth in small ship cruising

In the case of shorter cruises, Royal Caribbean initiated short cruise products in 2000, calling at Victoria, Vancouver and Seattle. These proved to be popular, appealing to consumers with time and money constraints. The success in these short products has attracted the attention of other companies, with Holland America introducing a product this year.

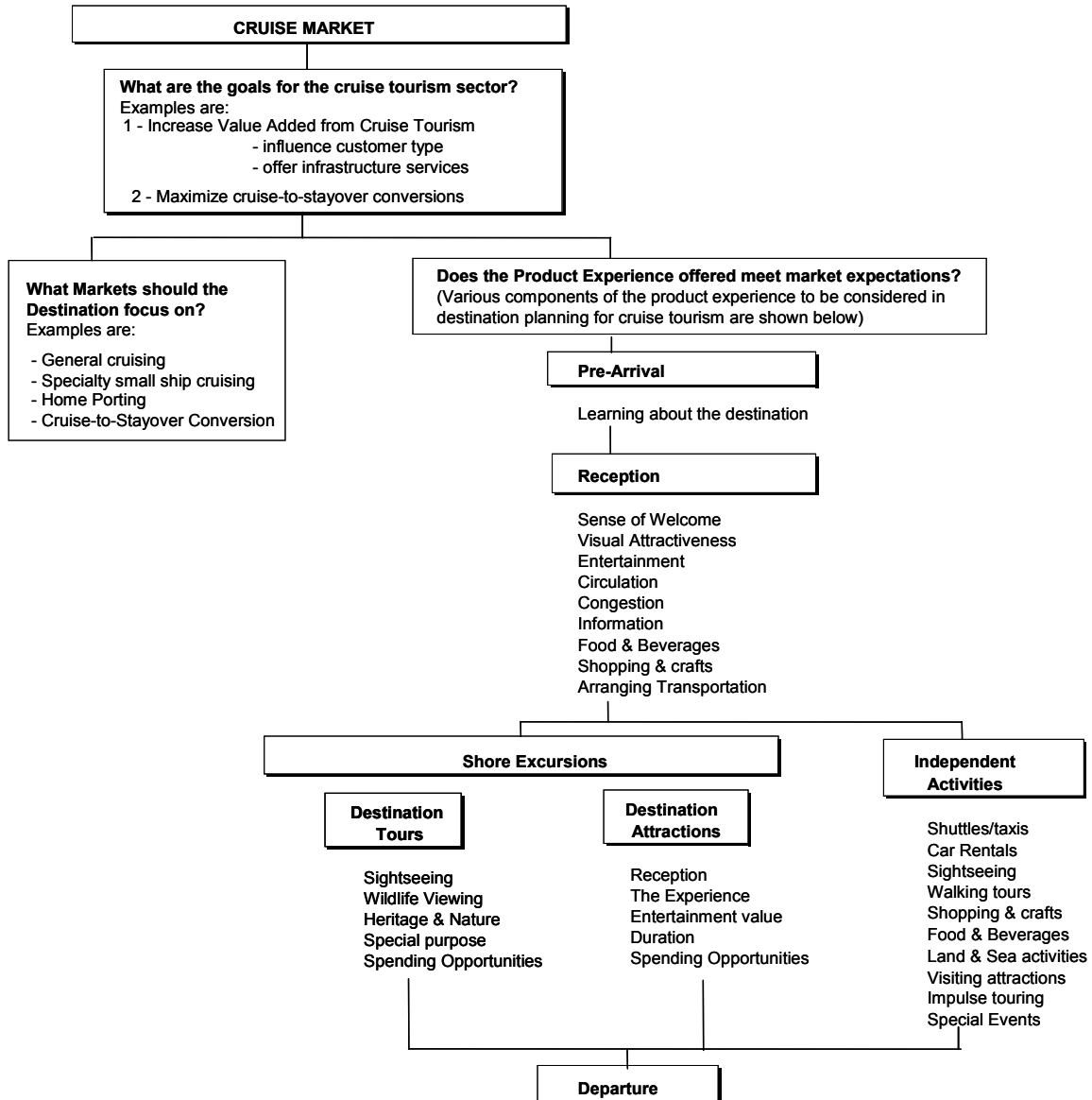
The second important trend is based on increasing marketing segmentation in terms of preferences. Some market segments do not like large groups and opt for the small ship cruise experience. Other small ship cruise products specialize in nature experiences and offer such activities as kayaking from the ship. This appeals to the ecotourism/adventure market segment. In the case of small ship cruising, however, there are no economies of scale such as those enjoyed by large cruise products. Therefore, to offset the high cost of operation they typically target upscale consumers.

1.13 A Destination Perspective

From a destination perspective, a cruise strategy is typically built around a clear understanding of the expectations the destination has for benefits from cruise markets.

Exhibit 1.9 illustrates the range of considerations for destinations.

Exhibit 1.9: Cruise Tourism – Illustrative Destination Concerns



1.13.1 World Trends – Destination Travelers

Currently, the cruise market for Juneau is complemented by a destination traveler (defined generally as independent travelers staying overnight in Juneau and area) and regional market of about 100,000 arrivals per year.¹² When considering a tourism strategy for any destination, it is important to consider the destination traveler market. Unlike cruise passengers, they tend to:

- Spend more in the local area at accommodation facilities, restaurants and on tourism services; and
- Experience more of the destination in terms of tours, attractions and activities.

Destination travelers to Juneau include:

- Business travel including meetings and convention markets,
- Regional travel,
- Vacationers, and
- Those visiting friends and relatives.

In considering potential for growth in the destination travel segment for Juneau, the most important market is the emerging (and fastest growing) market segment seeking nature, heritage, cultural and soft adventure experiences. With their interest in learning and experiential activities, this market is well matched to the outstanding natural and heritage/cultural resource base in Juneau and surrounding area. This is not to say that other destination travel markets are less important but rather that the potential for growth is simply not as great as that offered by this market.

1.13.2 Ecotourism/Nature Travel/Adventure Tourism Market

Typically termed ecotourism, it is defined at its most basic level as “responsible travel that conserves the environment and sustains the well-being of local people” (The Ecotourism Society, 1995). In operational terms, ecotourism focuses on interpretation and understanding of the environment and culture of the area visited and can include non-consumptive adventure recreation components, or ‘soft adventure’ components, such as horseback riding, snorkeling, canoeing, or kayaking.

Originally a niche market, ecotourism is now one of the fastest growing segments of the tourism industry (WTO 1997; WTO, Sep/Oct 1998b). Initially, ecotourism attracted wealthier, more educated and well-traveled people, but now the client base is expanding to include a wider range of incomes, educational backgrounds and travel experience.

¹² Data supplied by Juneau Convention and Visitors Bureau, 1997-2000.

There are no definitive statistical data on the overall size of the ecotourism market. However, various estimates and studies of the ecotourism market and the larger nature tourism market all indicate that the market is large and growing. For example, in 1992 Filion estimated that 40-60% of all international tourists are nature tourists and 20-40% are wildlife-related tourists. More recently, in 1997 the World Tourism Organization (WTO) estimated that ecotourism and all nature-related forms of tourism now account for 20% of all international travel and that ecotourism is now worth some \$20 billion a year (WTO, Jan/Feb 1998).

There is also evidence on a regional basis of growing market demand. For example, in Nepal, trekking tourism (adventure tourism) surged by 255% between 1980 and 1991 (Wight, citing Gurung and De Corsey, 1994). In Costa Rica, considered one of the top ecotourism destinations, visitation doubled in 1992 after the country introduced a new marketing program that helped to position it as an ecotourism destination. By 1996, more than 66% of all tourists traveling to Costa Rica reported visiting a natural protected area during their stay (Instituto Costarricense de Turismo, 1996).

In the US, a 1991 US Travel Data Center survey found that nearly 7% of American travelers had taken at least one ecotourism trip during that year (Cook et al, 1992). Meantime, by 1997 a survey by the Travel Industry Association of America found that 50% of traveling Americans had taken an adventure vacation within the past five years, with 47% taking a 'soft adventure' and 3% taking a 'hard adventure' vacation (TIA, 1998). Another example of the growth in nature-based tourism demand in the US market is provided by a recent survey conducted by government agencies and the Sporting Goods Manufacturers Association. It found that 54 million Americans took part in birdwatching in 1994-95, a 155% increase over the 21 million counted in 1982-83 (Cordell, 1999).

In terms of the demand for ecotourism experiences in Canada, the recently released Environmental Canada study *The Importance of Nature to Canadians* reported that 20 million Canadians 15 years of age and over spent \$11 billion on nature-related activities in Canada in 1996. This included \$6 billion for nature travel-related items, \$3 billion for equipment and \$2 billion for other items needed to pursue nature-related activities (Environment Canada, 1999).

1.14 Trends resulting from Terrorism Activities

The events set into motion on September 11, 2001 have impacted the way people travel and traveler confidence in tourism venues further from home. While the sense of security is gradually increasing among potential patrons, the impacts on the world tourism industry from a period of sudden low patronage have been astounding. How will all of that impact Juneau and this tourism plan?

First, the industry is reeling from lost revenues and new, higher costs of doing business. This creates an environment in which investment is tentative and in which forecasts are conservative. Cruise lines had a rough winter in the Caribbean and moved three additional ships in Alaska itineraries for the 2002 season. However, with the soft nature of early

reservations, prices were discounted deeply, perhaps attracting a clientele less able to afford Juneau's spendy high end tours. Similarly, the cruise lines predict a modest 4% growth rate for several years following this season, reflecting uncertainty on a number of levels.

Destination travel to winter destinations dropped precipitously following September 11. Those destinations that marketed aggressively and discounted began to see response by March 2002, with some ability to recover pricing for the tail of the winter season. Alaska did not muster the resources to market its way out of the situation for summer 2002, while competing destinations did. Further, with the low price of cruise passage, traditional lodge based experiences in Alaska compare as expensive this year. Uncertainty is again key in understanding 2002.

One complicating side effect of the lost tourism and travel revenues has been the loss of numbers of flights offered by airlines. Indeed, some airlines have gone out of business altogether. Interestingly, Alaska Airlines was the first US based carrier to recover its entire schedule and has even expanded into new markets.

Beyond 2002, assuming that no more significant terrorism attacks take place and that terrorism does not focus on tourism, one can expect slowly recovering confidence of travelers and growing patronage of Alaska's traditional products. Competition among destinations eager to market their way out of crisis will continue. For the near future (1-5 years) domestic adventures may have a marketing advantage over international competition.

As travelers have abandoned old patterns and are building new, this becomes a good market for Juneau to build its destination patronage. That conflicts with a hesitancy for investment at this stage, noting that Juneau is missing key lodging components to its destination packages.

2. Strategic Audit

In the course of this planning project, Egret Communications and ARA Consulting have consulted extensively with the public, the local tourism industry, the Alaska Tourism Industry Association, public resource managers, CBJ staff, all Assembly members, JCVB, and the cruise industry. The team has employed a raft of techniques for capturing public sentiment, from interviews with community members, ongoing discussions with representatives of concerned groups, public meetings, and web polls. The team has held focused meetings with small groups concerned with key issues that face Juneau tourism. This team is convinced that we have taken the pulse of Juneau on tourism, and that this document speaks to both a balance of the views and to specific concerns that have the potential to derail Juneau's ability to collaboratively achieve the goals set out in the vision presented in Section 3.

2.1 Process

The effort to develop a tourism management plan for Juneau started with initial consultations in the spring of 2001 with key stakeholders and groups involved in or affected by the tourism sector. This diagnostic stage included an assessment of current tourism activity for both the cruise and destination/regional traveler market segments. As part of the process, case studies from other destinations were prepared to provide information to stakeholders on some of the lessons learned and potential from various tourism management approaches. Cooperation from the Juneau media helped to raise awareness of the availability of this information on the city's web site. The work in this stage concluded with a working paper on the tourism sector and the possible futures Juneau could consider in proceeding with tourism management activities. It was published on the planning project's web site in August, 2001 along with the case studies.

A broader public consultation program for the public was put in place following the summer tourism season. This included a web site polling capability on tourism issues and preferences – intended to provide indications of the concerns as well as the ideas of Juneau's citizens concerning tourism. The web polling was made available to all registered voters in the City and Borough of Juneau and implemented in October 2001.

As part of the consultation program, web polling was complemented by a public meeting held in early October, 2001 to review the findings to date and discuss tourism trends, types of tourism, and ideas for tourism in Juneau.

In December, this team presented a technical review of Juneau tourism options, opportunities, and issues. That review looked at Juneau preferences based on public, industry, stakeholder, CBJ, and resource management perspectives. It also projected tourism performance, based on international tourism trends and standards, and available information following the fall terrorism events. That technical review presented Juneau with five options for tourism development and management strategies.

In January 2002, the team again met with stakeholders, industry, public officials, and resource management to solidify a course of action. The team presented a draft outline to the Assembly based on a modification of the alternative “Manage for Destination and Cruise Travel Success”, taking into consideration evolving data on future cruise passenger volume (again heavily influenced by fall terrorism events). The Assembly instructed this team to develop that option into this draft tourism plan.

2.2 Findings that Shaped this Plan

The tourism sector in Juneau is characterized by a very strong cruise tourism segment, generating about 700,000 visitors per year. Much less developed is the destination travel segment. Here, regional and business tourism arrivals provide a significant proportion of all destination arrivals. As such, destination travel was found to be under-developed, which is somewhat surprising given the superb resource base and natural features of the Juneau area.

During the course of the initial stakeholder meetings and consultations, it was evident that alternative tourism futures for Juneau must examine a blend of cruise and destination travel tourism, with cruise tourism receiving the greatest attention in terms of the tourism issues already experienced by the population of the Borough. There was considerable interest in the potential for destination travel and the opportunities it offered to the community. It was also acknowledged by many, including several representatives of the tourism sector, that this travel segment was indeed underdeveloped and could grow significantly with appropriate management and support.

Perhaps the single most important finding related to the vision for tourism is quality of life. Most stakeholders and groups agreed that tourism offered the community economic benefits and that the challenge was to manage it to enhance their quality of life, not compromise it. This agreement provides an excellent foundation on which to base a tourism management plan that is proactive in securing the benefits from tourism through partnerships with the industry.

The two tourism segments were characterized in the first working paper for this project (see the web site at www.cbjtourism.com) generally as shown in the table below.

Tourism Segment	Current Status	Issues and Opportunities
Cruise tourism	• About 700,000 cruise arrivals in 2001 • Growth of almost 10% annually between 1993 and 2000 • About 85% of all non- resident arrivals to Juneau in 1999 • Highly seasonal – May to September • Key attractions for cruise passengers include natural beauty and glaciers, flightseeing and sportfishing adventures, visiting the state capital, and downtown shopping	• Cruise impacts are of concern to many stakeholders, while almost all appreciate economic benefits – estimated at \$90 million in 1999 and about 750 jobs¹³ • Impacts include flightseeing noise, congested downtown, water and air quality • Volume of passengers in small harbor and downtown space seen as issue by many • Positive impacts for economy, opportunities for enhancing downtown and waterfront areas • Provides source of fee revenue
Destination travel	• In 1999, about 100,000 non-resident arrivals, and an estimated 53,000 Alaska resident visitors • Of these an estimated 40% are business travelers • Most business travelers (63%) combine business and pleasure while visiting Juneau • Over 1,300 rooms of which majority are hotels and motels (70%) and another 15% are bed and breakfast facilities • Strong natural, heritage and cultural resources with diverse attractions	• Nature, culture and adventure tourism together comprise the fastest growing segments for tourism worldwide • Juneau has superb natural resources of interest to this segment as well as interesting heritage and cultural resources to provide a diversified experience and, overall, a strong destination experience • Pleasant and friendly community adds to appeal • Juneau is not positioned to target this market, nor are the travel intermediaries and tourism management mechanisms in place to take advantage of this potential • Juneau lacks key private sector infrastructure to be significantly successful in this market, but has tours in place that could serve the market with small modifications. Certainly there is the opportunity to strengthen the destination product by building on this base.

¹³ See the Working Paper online at www.cbjtourism.com

2.2.1 Web Polls

Three polls were conducted in late October through mid November.

	<i>Registered Voters</i>	<i>Students</i>	<i>Total</i>
Poll 1	1,293	218	1,511
Poll 2	1,011	78	1,089
Poll 3	916	61	977

The web polls, for the most part, ratified the findings of the team gathered from client and stakeholder interviews on the positions held by the public on tourism-related issues. They have helped, as anticipated, to clarify priority issues and have strengthened the ability of the planning process to identify common ground and use that common ground as a foundation for tourism planning.

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As expected, the polls clearly show a bipolar distribution of desired outcomes, priorities, and world views. In other words, polls show two groups of highly motivated residents, with strongly differing ideas about how Juneau should relate to tourism. One significant part of the population is focused on jobs, business opportunities, and the economics of growth. Another equally significant part of the population is focused on managing negative impacts, scale, and growth. A more neutral middle population swings from side to side, depending on the topic and demographical issues.

A quick read of results, therefore, generally indicates a population that seemingly wants the socio-economic benefits that accrue to Juneau from tourism without the negative impacts. Juneau wants local government to be in the business of managing tourism volume but also indicates that it is not ready to reduce the number of cruise ships calling on Juneau.

With the swing vote bouncing from side to side, depending on the issue, the polls indicate Juneau wants to improve tourism economics while reducing the social impacts generated by that tourism. While one part of the population is more focused on economics and another on managing negative impacts, the more neutral segment reinforces both. While these might seem to be competing perspectives (and local discussions often portray them as competing) sustainable tourism planning frequently focuses on increasing economic and social benefits while decreasing negative impacts.

Common ground has been fairly easy to find – and it is hoped that a plan that secures common goals will enable competing parts of the population to compromise where agendas differ. It is very clear that Juneau residents, regardless of where they stand on other tourism issues, want clean air and water. The common endorsement of clean air and water propelled them to top priority levels in every way the polls tested them.

It is clear from the polls that the local population wants to maintain or increase regional and business travel. It is similarly clear that Juneau supports the growth of the destination travel component of its economy (commonly referred to as independent travelers in local discussions). It should be noted, though, that there is a strong message that Juneau does not want this growth out of control, or to be overwhelmed by negative impacts related to destination travel.

There is strong agreement that the City and Borough of Juneau should be in the business of managing tourism on behalf of residents. There is, although weaker, the sense that CBJ should manage visitor volume as a part of its role in managing tourism. There is clear division, however, in the directions of that management, with varying viewpoints on the preferred scale of tourism and the goals of management.

Responses to questions 14 and 15 on poll 3 show that the population has a wide set of expectations from a tourism plan, but that neither side in the local discussion wants the other side's agenda to dominate the goals of the plan. Both “the reduction of flightseeing noise” and “providing a positive environment for tourism businesses” ranked **high** as priority goals – and both ranked even **higher** on the list of goals that are **least** important. ***This reflects a concern, often expressed in stakeholder interviews, that one faction or the other might “own” the planning process.***

Community Goals¹⁴ Rated for contribution to Impact Management and Tourism's Economic Success		
Factor	Impact Management	Tourism's Economic Success
<i>Safeguarding air and water quality (48%)</i>	Direct	Direct
<i>Reducing flightseeing noise (30%)</i>	Direct	Direct
<i>Providing a positive environment for tourism business operation (28%)</i>	Indirect	Direct
<i>Managing Growth so that negative impacts don't get out of hand (27%)</i>	Direct	Direct
<i>Managing tourism to pay for the negative impacts it generates (26%)</i>	Direct	Indirect
<i>Growing the economic benefits of tourism in Juneau (24%)</i>	Indirect	Direct
<i>Reducing Congestion (23%)</i>	Direct	Direct
<i>Increasing the percentage of destination (including independent) travelers (23%)</i>	Indirect	Direct
<i>Protecting the tourism that Juneau has now (22%)</i>	Indirect	Direct

This team found that while there is significant concern about negative impacts from tourism, that there is little support for scuttling or significantly downsizing the industry. Rather, one can read a clear message from several questions that the majority of those concerned about the negative impacts of tourism want those impacts addressed – but that they don't want the benefits of tourism (jobs, economics, business opportunities) to go away. This indicates that, with some engineering of tourism and some relationship building, that Juneau can enjoy reduced impacts AND provide a supportive environment for private sector tourism businesses.

The feedback concerning negative impacts is particularly interesting. The majority of people are bothered by flightseeing noise (at least to some degree). Helicopter flight paths cross more residential areas than float plane flight paths and poll responses show a corresponding higher number of residents bothered by helicopter noise. In areas that experience both helicopter and float plane noise impacts, the polls indicate that both bother a significant number of residents. The community calls for a reduction of both helicopter and flightseeing noise in the polls – but strongly does not feel those activities should go away. The polls clearly indicate that this is an important set of issues for residents – but it is clear that other issues match flightseeing noise in priority. This team reads flightseeing as an issue that must be addressed, however, if tourism is to continue in Juneau.

¹⁴ From Poll 3, Question 14

Downtown congestion is clearly concerning to local residents. There is a strong mandate to improve congestion in the downtown area – but also a strong concern that a tourism plan might focus on reducing congestion at the expense of economics. It seems that residents are ready for creative solutions that proactively address congestion (and other downtown issues) without sacrificing the benefits that cruise tourism brings to Juneau.

The scale and growth rate of cruise tourism is clearly on the minds of people in Juneau. Although there is general disagreement about what scale is appropriate, there is an underlying implication that Juneau needs to exercise some management of this industry and not just be at the whim of sudden changes in volume. While respondents indicated they want to manage the impacts and benefits of cruise tourism, there is openly a segment of the population that feels volume needs to be controlled.

One of the concerns of the planning team is related to the speed of action needed to satisfy the local population. Public dialogue concerning some of tourism's impacts has implied a sense of urgency. Among the consequences of international events is reduced capacity of tourism businesses (both international and local) to engage in short term investment. Polling indicates, however, that so long as the public is confident that tourism planning addresses concerns that there will be patience to enable change to proceed in a manner that can be handled by industry and the public sector.

2.3 Technical Review

The team adopted several guiding principles and underlying assumptions concerning how tourism was likely to perform in each of the alternative futures discussed in this working paper. These are described below.

Tourism development should enhance quality of life

Quality of life and quality of tourism product are integrally related. For Juneau's tourism economy to operate in a sustainable manner, it must function in a way that protects the character of Juneau. The actions that protect that character also tend to support quality of life, as perceived by local residents. At the same time, it is not just a matter of protection. Tourism can also contribute to an enhanced quality of life through investments in social, cultural and physical facilities made possible by the revenues tourism brings to the community.

Juneau can influence the growth and direction of the tourism sector

Management of the tourism sector and its impacts on Juneau to maximize positive impacts are within the reach of Juneau. What is required is a vision for tourism that receives broad support from the community and from tourism sector partners including cruise and destination travel segments. The vision must be easily translated in a realistic and practical approach to developing and managing the sector.

Tourism management needs a partnership between the public and private sectors

Adoption of a tourism management plan requires the commitment and support of both the public and private sectors. Similarly, ongoing tourism management activity is best undertaken within the context of a collaborative approach or partnership between the public and private sectors.

Destination travel offers considerable potential for Juneau

While the destination travel segment is clearly underdeveloped in Juneau, the Borough has an internationally competitive resource base (marine and land resources) as well as diverse heritage and cultural activities and attractions. Therefore, if Juneau chooses to pursue destination travel growth it is eminently possible to be successful within the context of existing world markets.

Juneau as a competitive cruise destination

Juneau is a preferred destination for the cruise industry. However, cruise tourism trends and volume in SE Alaska waters will not be determined by Juneau's decisions. If Juneau opts to freeze or reduce the number of ships stopping at Juneau, or presents itself in a manner that doesn't feel welcoming, it will hasten the developing of competing ports in nearby waters. These ports, without the baggage of Juneau's conflict with the cruise industry, will be successful in attracting a significant percentage of the existing cruise ships away from Juneau, as well as servicing new growth. The cruise industry, with minor changes in marketing materials and programs, will be able to deliver all of the current experiences (except a visit to the state capital) outside Juneau.

The destination must support tourism if it is to be successful

Successful tourism in a destination with a low population requires a sympathetic and supportive local population. Tourism, unlike basic industries, relies on the hospitality and friendliness of host communities as a part of the experience it delivers. Tourism in an unfriendly or unreceptive destination cannot compete successfully for market share nor can it command good prices for product. Therefore, tourism planning must seek paths that win the support of local populations. It is not enough to have a political or social majority supportive of tourism – tourism needs broad support.

The tourism vision must be grounded in reality

While the scenarios have been selected and tested based on local aspirations, they were also tested against how tourism works in a real world. So, testing has reflected tourism trends and past performance under similar situations.

Current events introduce uncertainty

Uncertainty is the operative word for tourism's short-term future, after the international events of late 2001. A truly sustainable tourism economy can survive short-term uncertainty. However, it is more difficult to make economic transitions in a time of uncertainty – and much more difficult to forecast. Each of the scenarios was tested for how it would survive during an uncertain transition.

Current events will lead to more domestic travel

The US is aggressively promoting travel within the US to its citizens. It is expected that overseas travel will decline in favor of the selection of vacations in the US by US residents. Alaska generally and Juneau specifically can benefit from this significant change in attitude and approach to domestic travel.

2.4 The Scenarios

Based on the findings and guiding principles/underlying assumptions, the team tested the following scenarios.

Scenarios	Scenario Description
Status Quo	Under this scenario we assume a business as usual approach and deal with impacts as they arise. Think of this as the current trends and operating assumptions carried into the future.
Manage for Destination Travel Success	Under this scenario, Juneau sets out to succeed with destination travel – growing volume, developing appropriate businesses, generating employment and managing both benefits and impacts to community and environment. Juneau neither encourages nor discourages cruise tourism growth but responds to social and environmental issues as they arise.
Manage for Cruise Travel Success	Juneau sets out to succeed with cruise travel, growing revenues, developing appropriate businesses, generating employment and managing both benefits and impacts to community and environment. Destination travel is essentially neglected and develops at historic rates.
Manage for Destination and Cruise Travel Success	Juneau sets to succeed with both cruise and destination travel, growing revenues in both cases. Juneau actively manages social and environmental impacts and proactively builds infrastructure and programs that make tourism successful with both visitors and residents.
Freeze Cruise Travel Volume and Manage for Destination Travel Success	Juneau sets out to freeze cruise tourism volume and succeed with destination travel.

The “**Manage for Destination and Cruise Travel Success**” scenario was chosen, with modifications as new cruise volume projections were developed, for elaboration into this plan.

3. Strategic Framework for Tourism Management

Juneau needs a vision and framework for carrying out tourism. The vision defines what Juneau wants to achieve from the tourism sector and the framework specifies how, when and where the various professional and community discussions and actions about tourism take place. The framework also needs to define roles among the various public and private sector entities involved in tourism. It needs to lay out where tourism is going so that both businesses and residents can make plans with a common understanding of direction and scale. And it needs to prescribe the actions that move Juneau toward its tourism goals.

When building a new strategic framework, which is happening through the adoption and implementation of this plan, transitions must be incorporated into the planning process. Roles need to be handed off at appropriate times, dictated either by funding cycles or tourism seasons.

3.1 Vision and Objectives

Juneau intends to succeed at both cruise tourism and destination travel – with success being defined on Juneau's terms. That success entails maximizing the benefits of tourism in Juneau, while minimizing the costs and impacts. Juneau looks to tourism, expecting social, economic, and environmental benefits. Juneau seeks a more positive image among its neighbors in Alaska, and with its visitors and travel industry partners. Juneau intends tourism to help create a more diverse economic base. To that end, Juneau will work to create a positive atmosphere for business investment and operations, especially those businesses that are locally owned and operated. Juneau wants, through tourism, to bolster its commitment to its heritage and cultural values. Juneau intends to be a high quality destination, providing rich and positive experiences for its visitors. It intends to make those visitors feel warmly welcomed.

Accordingly, the vision for tourism is:

“A healthy and vibrant tourism sector generating business opportunities and employment for Juneau citizens, protecting Juneau’s heritage and cultural values¹⁵ and its natural resources, and making a positive contribution to the community’s quality of life.”

3.2 Overall Guiding Principles for the Tourism Plan

This tourism plan is based on the development and management of a partnership between the people of Juneau, local tourism businesses, and the international cruise tourism industry. In the sections that follow, relationships of that partnership are described, responsibilities outlined, and venues for working out issues among the partners are laid out in considerable detail.

In a partnership approach, all partners invest to achieve results that cannot be achieved outside that partnership. In this case, investment ranges from financial, to time, to energy, to the sharing of Juneau with outsiders. A true partnership plan recognizes and values all these levels of investment.

This plan is based on the principles of sustainable tourism development. That means that social, economic, and environmental resources must be utilized in such a way that they keep their integrity, and at such a pace that they can withstand the impacts of use. Our guideline in building this plan is to assume that at the start of each season social, economic, and environmental resources should be in as good or better shape than at the start of the previous season.

This plan also recognizes that Juneau is home to Tlingit and Haida peoples, whose culture is rapidly being swallowed by Western culture. There is a special burden on tourism in Juneau to respect and honor these cultures, and to proceed in a way that gives them every

¹⁵ **Note from the planning team:**

A place (a community, a region, a nation) owes its character to the people, the way of making a living, the geography and climate, and the history that has brought it to the present. Each area has practices, events, cultural ways that are uniquely important to it that have been shaped in the process of weaving together time, culture, geography, and lifestyle. Tourism can be managed to reinforce those values – or, as in such places as Disneyland or Las Vegas, tourism can proceed on its own course, developing in such a way that ignores (and sometimes even overwhelms or compromises) the culture of the region and the relationship between its people, their history, and the natural world.

Additionally, tourism research indicates that visitors are, increasingly, seeking legitimate cultural and heritage experiences and that they value knowing that the destination they visit is actively working to protect those values.

“Protecting, enhancing, preserving, and/or building on cultural and heritage values” is standard tourism planning terminology, recognized and used around the world. Peoples from all corners of the planet have come to understand these terms and hold this concept as an important consideration in managing and developing tourism.

chance to hold onto precious heritage, and to be actively involved in any decision to share of that culture, or profit from the draw it creates for visitors.

3.3 Strategic Directions – Tourism Positioning

The market and product analysis conducted as part of this tourism management planning process revealed that Juneau has a superb opportunity to strengthen its destination tourism sector. The combination of an outstanding natural resource base, diverse history and culture, and coastal community location make it attractive to the growing nature, adventure, heritage, and ecotourism travelers. This potential notwithstanding, it is clear that Juneau will have to establish leadership in realizing this potential. Industry cannot make Juneau a successful destination by itself – it needs a partnership with government, particularly in marketing and training areas.

Juneau's competitive position in the Alaska cruise market is already strong. Juneau's tour products are rated among the top in the world. The cruise industry indicates its continued desire to bring its customers to Juneau. There is general agreement that the volume of visitors (about 700,000 in 2001) represents a near-capacity situation for Juneau harbor. Industry advises that they will be allocating an additional ten percent capacity for 2002, although there is no guarantee they will be able to fill that capacity with customers given the September terrorism events. Beyond that, the industry expects growth to settle down to about four percent per year. The most appropriate course of action for Juneau to assume in the cruise sector involves maintenance of its current competitive position, but to prepare for the possibility of continued vigorous growth.

Juneau has not realized success in the development of a meetings and convention market, in spite of its stature as a state capital. However, with general improvements in tourism product quality and greater attention to both destination and waterfront development, we believe that this situation can be reversed.

Based on the technical product and market analysis prepared for this tourism management plan, the recommended strategic directions for Juneau tourism are as follows:

1. Premier destination, combining nature, adventure, heritage, and cultural experiences
 - Attracting high value customers
 - Focusing on guided experiences
2. Maintain and strengthen Juneau's competitive position in the Alaska cruise tourism market
 - Build on current strong tour product mix
 - Significantly enhance visitor experience in downtown Juneau
3. Position Juneau as a small meetings and convention host in Alaska, the Pacific Northwest, and matched niche markets

3.4 Rationalize and Modernize Juneau's Approach to Tourism

Unlike many communities throughout North America, Juneau experiences annual tourism visitation well in excess of its population. In 2001, Juneau hosted over 800,000 visitors, of which about 700,000 were cruise arrivals. The cruise industry is a major contributor to Juneau's economy, generating estimated economic benefits in 1999 of about \$90 million and 750 jobs.¹⁶ Clearly, Juneau is in the tourism business and must organize itself to respond to the opportunities, challenges and issues it faces in ensuring that tourism sector activities enhance, rather than compromise, the community's quality of life.

3.4.1 Current Management Approach

Juneau's approach to tourism management has largely been delegated to semi-independent boards and agencies as shown below.

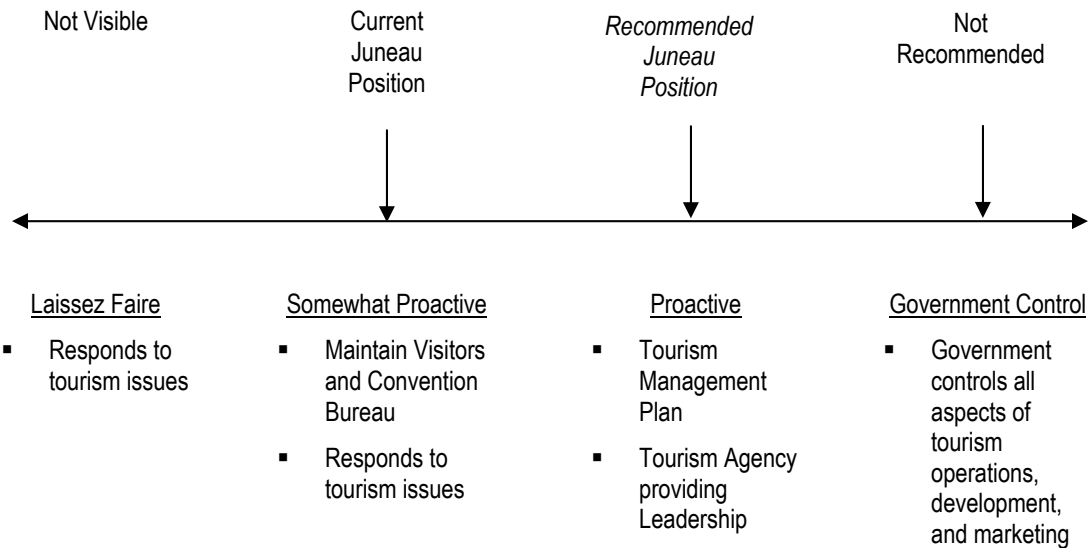
Agency	Role and Responsibility
Docks and Harbors Board	All matters related to Juneau's port including primary interaction with the cruise ship industry
Juneau Convention and Visitor Bureau	Primarily focusing on destination marketing and responsible for attracting meetings and conventions to Juneau

In 2000, Juneau created a Tourism Planning Manager position within the City staff organization, reporting to the Deputy City Manager. The primary purpose for this position was to respond to tourism issues raised by the community. Juneau also decided to proceed to prepare a tourism management plan to provide a blueprint for appropriate tourism sector management.

3.4.2 Alternative Models for Tourism Management

There is a range of potential models the CBJ could implement for its tourism management function. Tourism management can take a laissez faire approach at one extreme, or it can extend to a full partnership approach with the tourism industry, guided by a tourism management plan. In some regions of the world, government assumes a more controlling role, directing the path and nature of tourism development and tightly holding access to operation, development, and marketing rights. In light of the scope and scale of Juneau's tourism sector, the opportunity for growth in the destination market segment, and the need to better manage community impacts, this plan takes a much more proactive approach to tourism sector management and Juneau's current position. This is illustrated in the chart below.

¹⁶ McDowell Group, October 2000, The Economic Impacts of the Cruise Industry in Southeast Alaska.



The recommended position for the community and government of Juneau in establishing itself as a full partner with the tourism sector is premised on two initiatives:

- This Tourism Management Plan, approved by the Assembly and establishing the framework for CBJ policy and program support for tourism.
- The creation of an appropriate agency or tourism entity – responsible for implementation of the Tourism Management Plan on behalf of the CBJ and all stakeholders.

What Type of Tourism Agency?

Most communities or municipalities throughout North America manage their relationship with the tourism sector based on the “somewhat proactive” position that Juneau has followed for a number of years. The sheer scale of the tourism sector in Juneau coupled with the lack of diversity in Juneau’s economy, however, require an approach to tourism that is more akin to the traditional role of states and provinces. The traditional world model is one in which the country, state, or province assumes responsibility for marketing the tourism destination and a range of product development support programs. While this is not a typical role for communities, it is appropriate in the case of Juneau (and similar communities) where tourism activity dominates Juneau’s community life for several months of the year. It is also more common among destinations where tourism is a significant part of the economy.

The question of the type of tourism entity that should be established presents some challenges. The history of Juneau tourism is fraught with significant community debate and division over the impacts of tourism (both positive and negative). While one could consider delegation of the tourism function to an “authority”, we believe that this is not sufficient to

overcome Juneau's history. The authority model is typically dominated by the tourism industry and focuses on tourism marketing and development. The matter of impacts and issues related to tourism tend to be left to other government processes. In the case of Juneau, a model based on the concept of a "true partnership" between the community and the tourism industry is recommended. *The partnership model institutionalizes a venue in which the community and the tourism industry can together develop and promote the tourism sector in ways that always enhance the quality of life for the community.*

3.5 Update the Comprehensive Plan

The CBJ adopted a position on tourism in its Comprehensive Plan to guide its actions related to the tourism sector. With the adoption of this Tourism Management Plan that position should be updated to achieve consistency.

The adopted tourism policy in the Comprehensive Plan CBJ is aimed at encouraging tourism in a collaborative manner:

Policy 2.12. It is the policy of the CBJ to encourage tourism, convention and other visitor-related activities through the development of appropriate facilities and services, while protecting Juneau's natural and cultural attractions for local citizens and visitors alike, and to participate in the accommodation of the future growth of tourism in a manner that addresses both community and industry concerns.

Included in the plan are a number of implementing actions to carry out the intent of this policy. Both the policy and the implementing actions are now superceded by the formal development of a tourism management plan by the CBJ. Given the proposed adoption of this plan by the CBJ, the Comprehensive Plan will need to be updated accordingly. The recommended amendments to the Comprehensive Plan are structured to recognize the Tourism Management Plan as the mechanism by which the CBJ will promote and manage tourism. In this way the Comprehensive Plan recognizes by reference the (adopted) Tourism Management Plan as the "Implementing Actions" of the CBJ position on tourism.

The Comprehensive Plan amendments are recommended as follows:

Delete Policy 2.12 and the “Implementing Actions” pursuant to this policy and substitute the following amendments

1. Policy 2.12. It is the policy of the CBJ to promote and manage tourism based on the following vision for tourism:

“A healthy and vibrant tourism sector generating business opportunities and employment for Juneau citizens, protecting Juneau’s heritage and cultural values¹⁷ and its natural resources, and making a positive contribution to the community’s quality of life.”

Implementing Actions:

2. Policy 2.12.1 It is the policy of the CBJ to encourage tourism in accordance with the Tourism Management Plan, adopted on [insert date] by the Assembly.
3. Policy 2.12.2 It is the policy of the CBJ to re-confirm the Tourism Management Plan including any amendments consistent with the vision and objectives for tourism, annually, based on the recommendations of the Juneau Tourism Partnership and the CBJ staff.

¹⁷ **Note from the planning team:**

A place (a community, a region, a nation) owes its character to the people, the way of making a living, the geography and climate, and the history that has brought it to the present. Each area has practices, events, cultural ways that are uniquely important to it that have been shaped in the process of weaving together time, culture, geography, and lifestyle. Tourism can be managed to reinforce those values – or, as in such places as Disneyland or Las Vegas, tourism can proceed on its own course, developing in such a way that ignores (and sometimes even overwhelms or compromises) the culture of the region and the relationship between its people, their history, and the natural world.

Additionally, tourism research indicates that visitors are, increasingly, seeking legitimate cultural and heritage experiences and that they value knowing that the destination they visit is actively working to protect those values.

“Protecting, enhancing, preserving, and/or building on cultural and heritage values” is standard tourism planning terminology, recognized and used around the world. Peoples from all corners of the planet have come to understand these terms and hold this concept as an important consideration in managing and developing tourism.

4. Juneau Tourism Roles

With a much stronger focus on tourism and its potential for economic and social contribution to Juneau, an institutional framework will be required to facilitate the recommended partnership approach and tourism strategies. Accordingly, there are a number of recommended modifications to the roles of existing institutions, agencies and organizations as it relates to their tourism activities.

4.1 CBJ Roles and Organizational Actions

This plan takes nothing away from the responsibility of the Assembly to the people of Juneau. In fact, it strengthens that role. The Assembly will continue to make public level decisions regarding tourism. Additionally, the Assembly will re-assume the lead role in making planning and policy decisions regarding Juneau's downtown waterfront.

The CBJ will get out of the business of front line response to tourism impact management. Most of the concerns raised by residents focus on annoyance that is not caused by illegal activities. Therefore the day-to-day reception of residents' concerns and the acts of forwarding those concerns to appropriate parties and integrating those concerns into a framework for guiding practices and policies will move to the Juneau Tourism Partnership (JTP).

To this end, the CBJ will dissolve its Tourism Office, which was set up to focus on impact management and mitigation. This planning team sees the need, however, for a "special projects assistant" position inside the City Manager's Office, to work on a mix of tourism and non-tourism projects.

It is important, for this plan to succeed, that the management of harbor facilities serving the cruise industry is carried out in a manner consistent with the plan. It is also important to manage lines of communications concerning the harbor facilities and adjacent waterfront with the cruise industry, residents, downtown businesses, shoreside operators, and others. Therefore, the Assembly will assume responsibility for planning and policy for the cruise docks, lightering facilities, and shoreside extensions of those activities. The Docks and Harbors Board will continue to manage the shipside operations. Under this plan, the Assembly will consider having the Parks and Recreation Department manage passenger loading for ground transportation and community use issues.

4.1.1 Creation of the Juneau Tourism Partnership

The most significant institutional change recommended for approval by the Assembly is the creation of the Juneau Tourism Partnership. The JTP will become the venue for collaborative discussion and cooperative action among the many stakeholders in Juneau's tourism picture. The JTP will guide the implementation of the plan, and work with all sectors to coordinate and facilitate cooperative solutions to issues and responses to opportunities. The JTP will pull representatives of all key stakeholders groups into the

discussion through the extensive use of working groups and committees. The JTP will encourage community-wide input on tourism topics that have social implications and will work to achieve consensus when community/business issues need to be addressed. Solutions that require public sector action will be presented by the JTP to the Assembly.

The JTP is discussed as part of the strategic framework for tourism management recommended in Chapter 3 and the structure, roles and responsibilities are described in Section 5 of this tourism management plan.

4.2 Related Agencies

4.2.1 Forest Service Roles and Organizational Actions

The Forest Service has two key responsibilities that are important to tourism in Juneau. First, the agency is responsible for managing and protecting the integrity of the resources under its charge. Second, the agency is responsible for helping the people of the United States understand and appreciate the resources. The Forest Service is also heavily involved in Juneau tourism through the issuance and management of permits for commercial tourism activities.

This plan asks the Forest Service to sit at the table with the Juneau Tourism Partnership and engage in full (but non-voting) discussion as Juneau evolves its tourism product, monitors and manages impacts, and plans for its future. The plan invites Forest Service sponsorship of some key parts of the JTP budget.

This plan asks that the Forest Service excel at managing and protecting the integrity of the resources under its charge. Further, it promises that the Juneau Tourism Partnership will coordinate tourism industry efforts to assist in that management in ways that the Forest Service identifies as appropriate and needed.

This plan acknowledges that the Forest Service and the tourism industry are in partnership in acquainting the agency's constituency with the resources it manages in Juneau. The JTP will work with the industry and the Forest Service to improve interpretive training of guides and information for visitors. The plan also asks the Forest Service to help fund some appropriate JTP activities, especially in the early years.

If Juneau is to succeed at developing a significant destination component to its economy, new guided commercial outings will be needed on Forest Service lands. This plan asks the Forest Service to speed up the process of approving permits, to eliminate the current bottleneck in developing new tourism experiences on Forest Service lands. It offers the JTP board as a sounding board when the Forest Service needs to put permit applications in the context of the tourism plan or potential community concerns. And the plan calls for the development of a budget to help fast-track permits when needed.

4.2.2 Juneau Convention and Visitor Bureau

The JCVB has had frontline responsibility for marketing to destination (independent) travelers and conventions/meetings. The past setup did not include formal responsibility for tracking the performance of marketing activities, nor did it give a way for the Assembly to carry out its responsibilities for publicly collected monies.

This plan envisions a close, collaborative, mutually supportive relationship between JCVB and the JTP, acknowledging JCVB's marketing role and the JTP's guiding role in tourism.

Under this plan, the JCVB will continue to receive the bed tax marketing dollars and will be responsible to the Assembly for their performance. The JCVB will move toward marketing strategies that are more targeted (both niches and regions). Marketing efforts will also focus on lengthening the time spent in Juneau and raising the spending per arrival.

The Parks and Recreation Department will contract with the JCVB for the marketing of Centennial Hall conventions which will be responsible for performance of marketing efforts. The JCVB will develop a more targeted approach to marketing to new convention customers, focusing on the niches and regions that match the targets for destination travel marketing, and seeking groups that are more likely to stay longer and patronize Juneau's outstanding natural and cultural experiences. The JCVB will improve its efforts to secure repeat business from existing convention customers.

The JCVB will establish a marketing committee consisting of JCVB board members and non-board individuals, with recognized marketing expertise, to guide the board in the development of its annual marketing plan, including representatives from Alaska Airlines, Alaska Marine Highway, the JTP director, and recognized Juneau tourism marketing experts.

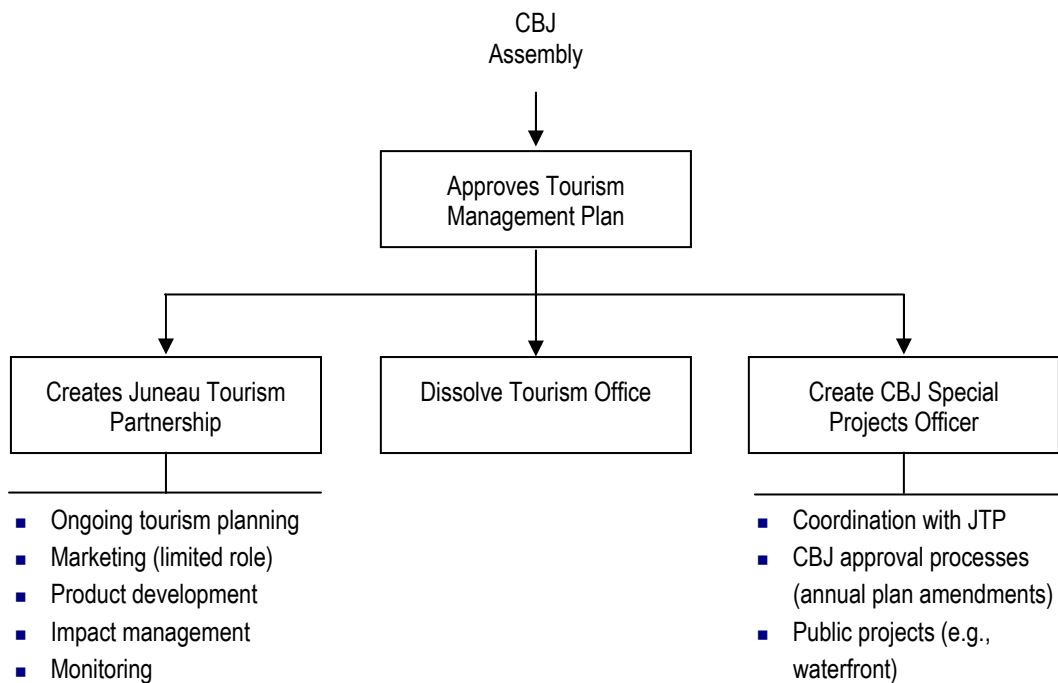
The JCVB will track performance of both destination and convention marketing activities. It will separately track conventions that JCVB found and brought in, and those that it service, but which were introduced to Juneau by other means. Tracking will reflect expenditures with Centennial Hall, and other expenditures within the community. The JTP will conduct other tracking research. The JCVB will be responsible for demonstrating to the Assembly and JTP the effectiveness of marketing in quarterly reports, along guidelines included with this plan. Quarterly reports on marketing activities and tracked results of convention marketing will be presented to the Parks and Recreation Department and the JTP. The JCVB will present a review of its marketing activities and results during the annual fall tourism forum. The JCVB will present marketing activities and tracked results to the Assembly during the development of each biennium budget. The Parks and Recreation Department will present data on revenue breakdown, make comparisons between revenues, costs, and marketing budgets, and recommend adjustments. The JTP will provide perspectives for that discussion based on input during the fall tourism forum, world tourism trends, and competing market performance.

After the fall tourism forum, the JTP director and the JCVB CEO will meet as necessary to synchronize the JCVB's marketing efforts with adopted changes in the tourism plan. The

JCVB board and marketing committee will work to adjust strategies to accommodate shifts in the Juneau Tourism Plan.

4.3 Functional Roles and Responsibilities

Within the context of these broad organizational changes, particularly as it relates to the CBJ, functional roles and responsibilities change, as do lines of communication. In illustrative terms, the chart below illustrates the relationship between the CBJ and functional responsibilities for tourism management under a partnership approach.



A summary of the functional changes recommended as part of this tourism management plan are provided in the table below.

Function	Task	Current Responsible Party	Current Line of Communications/ Approvals	New Responsible Party	New Line of Communications/ Approvals
Tourism Planning	Tourism Management Plan	Assembly	All lines of communications pass through city	JTP leads discussion, may call on Assembly to fund supportive research Assembly has bottom line responsibility for decisions regarding use of CBJ public resources	Annual planning session involving public, businesses, public partners
	Plan Evolution	Not applicable	Not applicable	JTP leads annual review Assembly adopts changes to the plan	JTP originates changes, with stakeholder and community input. Assembly adopts changes.
Marketing	Marketing (destination)	JCVB markets destination	The Assembly has a dedicated seat on the JCVB board of directors Regular reports have been presented by the JCVB to the Assembly	Assembly responsible to people/businesses for effective use of bed tax JCVB will develop annual marketing plan, with input from marketing committee and JTP JTP will contract, during year one, for the development of a marketing plan JTP and JCVB will coordinate efforts so that marketing reflects adopted tourism plan	JCVB will present quarterly reports to Assembly, JTP regarding activities, tracked performance JCVB will present annual report during fall tourism forum

Function	Task	Current Responsible Party	Current Line of Communications/ Approvals	New Responsible Party	New Line of Communications/ Approvals
	Marketing (meetings and convention)	JCVB markets convention center	The Parks and Recreation Department has a dedicated seat on the JCVB board of directors Regular reports have been presented by the JCVB to the Assembly	Assembly responsible to people/businesses for effective management of Centennial Hall JCVB will develop annual marketing plan, with input from marketing committee and JTP JTP and JCVB will coordinate efforts so that marketing reflects adopted tourism plan	JCVB will present quarterly reports to Parks and Recreation, JTP regarding activities, tracked performance JCVB will present annual report during fall tourism forum
	Marketing (community cooperative programs in SE Alaska)	JCVB	JCVB has had a relationship with the Southeast Alaska Tourism Council	JCVB will have a strong relationship with the Southeast Alaska Tourism Council	Emphasis on marketing the region, with the understanding that Juneau products will benefit from that marketing
	Marketing (cruise)	Cruise lines	Cruise lines manage, partner with ATIA etc.	Cruise lines	Cruise lines manage, partner with JTP, ATIA, etc.
Product Development	Tourism Standards and Product Quality	Individual businesses	Unclear	JTP in cooperation with businesses	Annual planning session involving public, businesses, public partners Quality initiatives, training, by JTP (with public/private partners) and by contract
	Training	Various, ad hoc	Ad hoc	JTP	Facilitates, cooperates with others on planned basis

Function	Task	Current Responsible Party	Current Line of Communications/ Approvals	New Responsible Party	New Line of Communications/ Approvals
	Evolving the product	No one	Not applicable	JTP	The JTP will track trends, evaluate visitor satisfaction, and monitor community-related issues, then meet annually to prioritize product evolution strategies Staff will work with industry to guide product evolution
	Public Infrastructure (Tourism related)	Assembly	Assembly with public input	Assembly with input from public and JTP on tourism matters Note that the JTP will involve public input in arriving at recommendations	JTP will assess needs for public infrastructure changes, modifications, during the fall tourism forum, and pass recommendations to the Assembly
	Public Infrastructure (Waterfront)	Harbors Board	Confused	Assembly	Assembly will make planning and policy decisions regarding the cruise-related facilities and activities on the waterfront, with input from the Harbors Board The Harbors Board will maintain operational role Planning discussions with the cruise industry, operators, and the community will be led by the City Manager's Office

Function	Task	Current Responsible Party	Current Line of Communications/ Approvals	New Responsible Party	New Line of Communications/ Approvals
	Trails Use	Parks and Recreation Department (on CBJ trails), Forest Service (on Forest Service trails), State of Alaska (on State trails) through Trails Working Group	Coordination of working group and community, resource managers	JTP will sponsor Trails Working Group Resource management will continue to issue permits and take input from Trails Working Group	Trails working group will continue to be point Outcomes will be integrated into fall tourism forum and publicized by JTP
	Investment Promotion and business recruitment	JEDC works to promote economic development	Unclear	JTP	Annual planning session involving public, businesses, public partners. Recruitment reflects adopted plan
Operations	Convention Center Operations	Parks and Recreation Department	Parks and Recreation reports to City Manager, who then reports to Assembly	Parks and Recreation Department retains responsibility, but oversees contracted operations	After July 1, 2003, Parks and Recreation will offer to contract operations and if a suitable contractor submits an acceptable offer, will contract those services. Parks and Recreation will continue to report to the Manager and Assembly
Impact Management	Tourism Impact Events (Hotline)	CBJ	All lines of communications pass through city	JTP coordinates communications, businesses manage own direct responses	JTP manages input, passes concerns directly to business involved for response, action JTP compiles pattern for November impacts discussion

Function	Task	Current Responsible Party	Current Line of Communications/ Approvals	New Responsible Party	New Line of Communications/ Approvals
	Mitigation of Tourism Impacts	Assembly	All lines of communications pass through city	Assembly for city level public decisions, businesses for direct business action, JTP for actions that don't require expenditure of public funds or use of public infrastructure	JTP hosts discussion, crafts solution, presents to Assembly only those parts requiring public decisions
	Monitoring impacts	Various federal and state agencies	unclear	Various federal and state agencies JTP will review the monitoring results and share with community	JTP will assemble monitoring results and share in annual community review
Monitoring	Monitoring tourism trends	Various organizations do some of this, but none has responsibility	JCVB has reported trends to industry	JTP	JTP will track tourism trends in both destination and cruise industries and, regularly, share new data with Juneau's tourism industry and community

Function	Task	Current Responsible Party	Current Line of Communications/ Approvals	New Responsible Party	New Line of Communications/ Approvals
	Monitoring Juneau's marketing performance	JCVB	JCVB to membership and Assembly	JCVB	JCVB will track performance of marketing and will provide performance info back to the Assembly and JTP and the Juneau tourism industry JCVB will track performance of convention marketing and will provide performance info to Parks and Recreation and JTP Performance will be presented at the fall tourism forum and during biennium budget sessions
	Monitoring Juneau's visitor satisfaction	No one has responsibility to do this on behalf of Juneau JCVB has done some of this The cruise industry does this, both from individual lines and collectively Private companies do this on a selective basis	JCVB has reported to its members Cruise industry results are proprietary Private results are proprietary	JCVB and JTP with industry (cruise and destination)	JTP will conduct polls and will report to industry, Assembly

Function	Task	Current Responsible Party	Current Line of Communications/ Approvals	New Responsible Party	New Line of Communications/ Approvals
	Monitoring community attitudes toward and relationship with tourism	CBJ has historically performed this role, but is not tagged as responsible for it in Comprehensive Plan	Not applicable	JTP	JTP will conduct polls and sessions during the fall tourism forum, will report to industry, Assembly

5. The Juneau Tourism Partnership

The proposed Juneau Tourism Partnership (JTP) would be structured as a non-profit organization, with core funding from the CBJ and with a board of directors representative of the industry, the community and with the CBJ and the Forest Service having ex-officio positions on the Board of Directors.

An overview of the proposed tourism partnership is shown in **Exhibit 5.1** and its mandate and functions are discussed below.

5.1 JTP Role and Mandate

The JTP will become the venue for collaborative discussion and cooperative action among the many stakeholders in Juneau's tourism picture. The JTP will guide the implementation of the plan, and work with all sectors to coordinate and facilitate cooperative solutions to issues and responses to opportunities. The JTP will pull representatives of all key stakeholders groups into the discussion through the extensive use of working groups and committees. The JTP will encourage community-wide input on tourism topics that have social implications and will work to achieve consensus when community/business issues need to be addressed. Solutions that require public sector action will be presented by the JTP to the Assembly.

The JTP should be tasked with overall implementation of the adopted tourism management plan, including:

- Serving as the coordinating organization for tourism collaboration, cooperation, and discussion in Juneau.
- Serving as the point of contact for queries, issues, etc. in Juneau.
- Serving to oversee the implementation of the tourism plan.
- Monitoring and management of impacts arising from tourism.
- Providing a venue for collaborative and cooperative planning.
- Guiding tourism development to enhance the community's quality of life.
- Collaborating with JCVB on marketing and public relations.

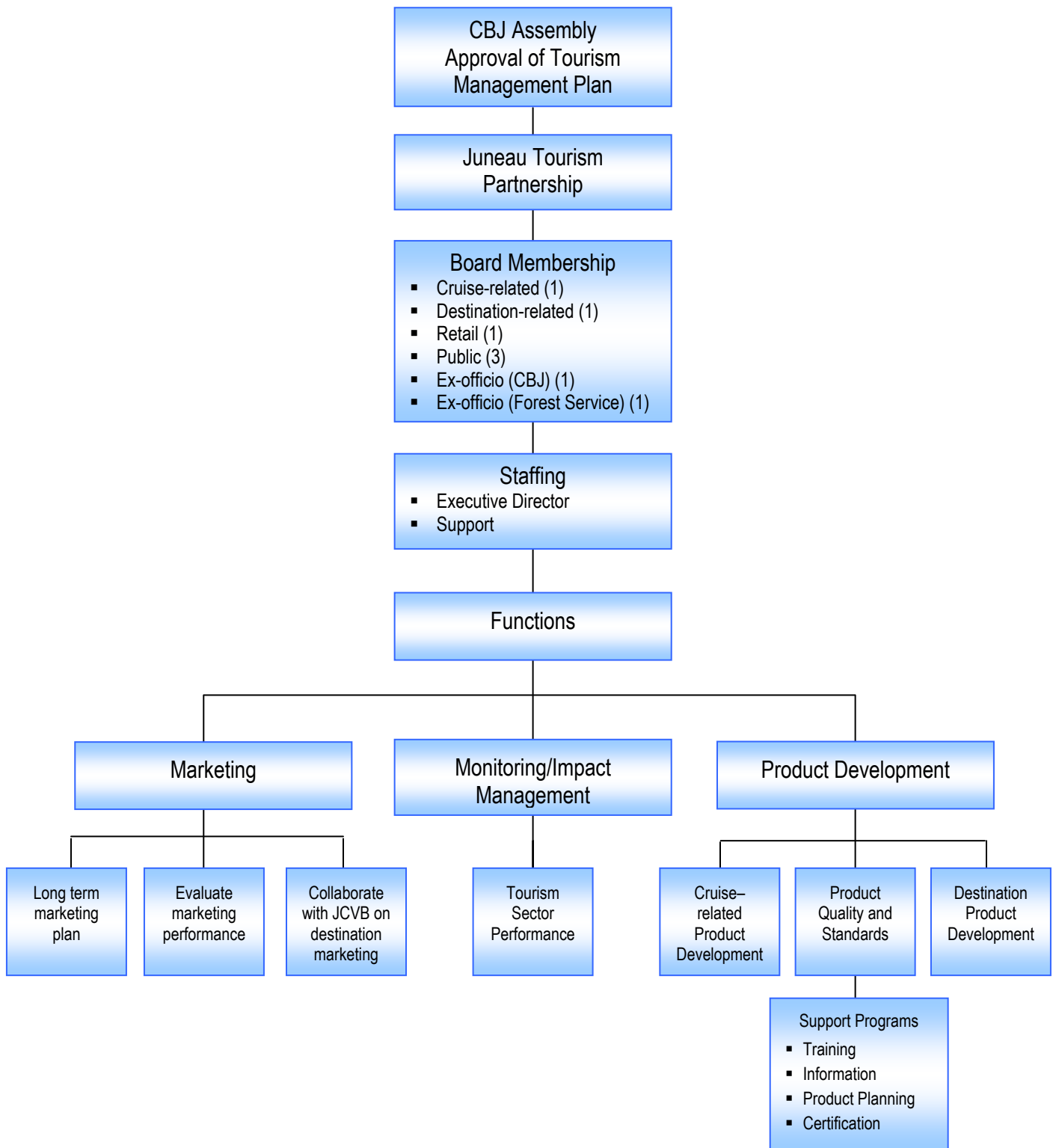
5.2 Board of Directors

The makeup of the board of directors should reflect the partnership theme espoused throughout this tourism management plan. Accordingly, seats on the board should be allocated as shown in the table below.

Stakeholder Group	Segment	Representation (All Local)
<i>Tourism Industry</i>	Cruise-related local tourism industry	One representative from cruise-related business
	Destination industry	One representative from non-cruise-related businesses
<i>Juneau Business Community</i>	Retail sector	One representative, preferably from a tourism-related business
<i>Public</i>	Juneau residents (with no immediate family ties to tourism businesses)	Three representatives
<i>CBJ</i>	Assembly	Ex-officio seat on the board
<i>Forest Service</i>	Juneau Ranger District	Ex-officio seat on the board

At least one board member should be a member of Juneau's Native American community.

Exhibit 5.1: Tourism Partnership – Overview of Functions



The representative approach will be incorporated into the recommended charter for the tourism partnership. It should also include provision for:

- Board members' commitment to the collaborative model as part of a memorandum of agreement to serve on the Board.
- Revolving position retirements.
- Provision for appointment of new members based on the representation model described above.

5.3 JTP Functions

The JTP must assume three general functions in order to effectively guide the implementation of the tourism management plan. These are:

- Tourism product development - both encouraging new products to develop and facilitating improvement in existing products.
- Monitoring and impact management – and attention to developing more positive benefits for Juneau from tourism.
- Tourism marketing involvement, cooperating with JCVB and the cruise industry in marketing and providing information services for visitors.

5.4 Staffing and Budgeting

Recommended staffing for the JTP includes an Executive Director who can also serve as Tourism Product Development Manager. The Executive Director will be supported by a professional tourism administrative assistant and one or more interns. It is imperative that the Executive Director assume the position without baggage or “history” related to tourism issues in Juneau. This must be a senior position with extensive experience in tourism development, tourism planning and impact management, management of public discussion and consensus building, knowledge and experience relating to tourism trends and markets, and destination tourism initiatives. Interns will be sought from university graduate programs focusing on tourism and resource management. A long term relationship with a graduate program might be developed.

The preferred skills and experience of each position is shown in the table below.

JTP Position	Skills and Expertise
Executive Director	Demonstrated significant hands-on experience in: • Destination Tourism Marketing and Public Relations • Packaging • Destination Product Development • Tourism Business Management • Tourism Finance • Travel/trade events Demonstrated significant hands-on experience in: • Managing an energetic board of directors • Working inside a public environment • Managing public discussions • Consensus building Demonstrated connections: • With national/international tourism partners • Travel media Demonstrated knowledge of: • Marketing • Packaging • Destination Product Development • Public Relations • Tourism trends • Tourism Lingo Dedication to: • Community/tourism industry partnership • Impact management and mitigation • Sustainable development • Juneau's tourism plan
Tourism Administrative Assistant	Demonstrated hands-on experience some aspects of tourism industry, such as: • Destination Tourism Marketing and Public Relations • Packaging • Destination Product Development • Tourism Business Management • Reservation Systems Demonstrated knowledge some aspects of tourism industry, such as: • Marketing • Packaging • Public Relations • Tourism trends • Tourism Lingo

JTP Position	Skills and Expertise
	Demonstrated Proficiency in: • Microsoft Office applications (especially Word, Excel) • Website construction • Desktop publishing • Public interface Dedication to: • Community/tourism industry partnership • Sustainable development • Juneau's tourism plan

5.4.1 JTP Budget

What kind of budget is needed to guide the growth, the vitality, and sustainability of Juneau's \$90 million tourism economy – and to make sure that economy delivers the social, economic, and environmental benefits that Juneau seeks and avoids the impacts it fears?

The budget must provide enough resources the JTP can:

- Bring Juneau together behind a vision for tourism
- Get Juneau working together toward a tourism future that is widely embraced
- Match the investment of energy and funds that residents and local businesses will need to invest to build Juneau's tourism future
- Build the foundation for a strong destination tourism economy
- Attract and keep the high powered staff necessary to lead the process
- Facilitate and lead the process of reducing and mitigating impacts from tourism
- Coordinate with public and private partners

The budget for the JTP will be based on core costs (staffing and office space, day-to-day activities) and special programs budgets. The first year budget includes funds for both tourism and collaborative advice, to help the new organization get started. Tourism assistance could be provided by the team that built this plan, helping to get the new board up to speed on a wide range of issues in the plan.

The organizational budget for Year 1 (July 1, 2002 to June 30, 2003) is \$295,000, estimated as set out below.

Juneau Tourism Partnership Year One Organizational Budget	
Salary and Benefits, Executive Director (including relocation costs)	\$110,000
Salary and Benefits, Support Staff	\$45,000
Office (space, utilities, office equip and furniture, telephone service)	\$35,000
Fall Forum (including pre-meeting polls, publications, meeting space and services, advertising)	\$20,000
Monitoring programs (collecting data on satisfaction, demographics, community attitudes, etc.)	\$20,000
Travel (to connect with various levels in Alaska and National travel industry, to work with investors, and to support event and product development)	\$20,000
Connections (Web site, memberships, publications, press releases, hotline)	\$15,000
Year one tourism advisor and collaboration assistance	\$30,000
Total	\$295,000

*CBJ to perform Y1 legal and financial audit

A projects budget will be necessary for the JTP to launch various programs for which it is responsible. These include the marketing plan and the creation of a comprehensive training and certification program for the tourism sector. The proposed programs and projects of the JTP are discussed in Chapter 7. Year 1 budget for project start-up is proposed at \$160,000 as shown below.

Juneau Tourism Partnership Year One Project Budget	
Contracted Marketing Plan (new marketing plan reflecting directions set out in the adopted tourism plan)	\$50,000
Training and Certification Programs – covers cost of bringing in outside expertise, facilities use, printed materials	\$20,000
Standards Development – covers cost of bringing in outside expertise, facilities use, printed materials (will be tied to training and certification where appropriate)	\$20,000
Investment Promotion – funds used to court new development, help launch new operations	\$30,000
Forest Service Permits Pool – fund to speed up (eliminate current bottleneck) special use permitting process	\$20,000
Events Development (covering travel, corporate sponsorship development, events funding proposal preparation, etc)(assumes development of signature float plane event, and that the event will have its own larger budget)	\$20,000
Total	\$160,000

Funding sources proposed for the JTP budget for Year 1 are shown below in the sources and applications of funds table. Recommended funding from the CBJ includes the passenger fee fund (\$275,000) and an additional \$70,000 from the CBJ. An estimated \$110,000 of the JTP budget is proposed from other sources including the Forest Service, Alaska Airlines, various local business sources and cost recovery from the tourism industry.

Juneau Tourism Partnership Year One Proposed Budget Sources							
<i>Application</i>	<i>CBJ – Passenger Fee</i>	<i>CBJ - Other</i>	<i>Forest Service</i>	<i>Alaska Airlines</i>	<i>Other - Specify</i>	<i>Cost Recovery</i>	<i>Total</i>
Staff	\$155,000						\$155,000
Office	\$25,000				\$10,000 Local Business Sources		\$35,000
Fall Forum	\$20,000						\$20,000
Monitoring Programs	\$20,000						\$20,000
Travel	\$5,000			\$10,000	\$5,000 Alaska Ferry Service		\$20,000
Connections					\$15,000 Local Business Sources		\$15,000
Tourism Advisor	\$30,000						\$30,000
Marketing Plan		\$50,000					\$50,000
Training and Certification			\$15,000			5,000	\$20,000
Standards Development			\$20,000				\$20,000
Investment Promotion		\$15,000			\$15,000 Local Banks		\$30,000
Forest Service Permits Pool	\$20,000						\$20,000
Events Development		\$5,000 Parks and Recreation			\$15,000 DBA, Chamber, Civic Orgs		\$20,000
<i>Totals</i>	<i>\$275,000</i>	<i>\$70,000</i>	<i>\$35,000</i>	<i>\$10,000</i>	<i>\$60,000</i>	<i>\$5,000</i>	<i>\$455,000</i>

For future years, this plan recommends that the CBJ consider an increase in the bed tax from the current 7% level to 9%. When Juneau's current visitor tax is compared to other destinations that serve patrons with the same profile, this bed tax would not be seen as a deterrent to patronage. About \$150,000 of this increase could be used to help fund the JTP (providing a balance to passenger fee funding and removing reliance on other CBJ funds) and the rest channeled to marketing. This should be discussed by the JTP with the industry and the Assembly in the spring of 2003.

5.4.2 Tourism Marketing Budget

This plan recommends that the JCVB continue to receive the marketing budget outlined below:

The Year 1 marketing budget is shown below.

Source/Formula	Contracted to JCVB*	Total
4/7 Bed Tax	\$505,000	\$505,000
Convention Center Marketing	\$128,000	\$128,000
Total	\$633,000	\$633,000

See section 4.2.2 for details on increasing the percentage of the JCVB budget that goes directly to advertising and on increasing the emphasis on targeting niches and regions that make sense for Juneau (for both destination and convention marketing). That section also details increased performance tracking and reporting.

Note that this plan also calls for the JTP to contract the development of a marketing plan. Marketing, in the environment of a destination working together to achieve both business and social goals, is not just about filling rooms or tours. Marketing begins the process of establishing a relationship between host and visitor that is richer than just a business transaction, increases the rate of spending and percentage of return, and selects market targets based on a match for Juneau's set of experiences and a likelihood of respect for people, culture, place, and environment. Hence, marketing begins to shape the relationship of host and visitor, the behavior of the visitor, and the way the experience is delivered – beginning the process, before arrival, of reducing negative impacts from tourism and generating the things Juneau seeks in tourism. If this is to work, marketing needs to be quite successful at generating a flow of patrons to businesses and needs to evolve as the destination product inventory develops.

Note also that Juneau will need to develop a larger marketing budget as it increases its commitment to building the destination tourism segment of its economy.

6. Programs: Managing Impacts

Juneau recognizes that tourism, like every human activity, has impacts. Juneau will manage those impacts proactively, working cooperatively as a community in partnership with businesses from both within and outside Juneau. The Juneau Tourism Partnership will become the venue for collaborative discussion of issues, defining and updating standards, and crafting of solutions.

6.1 Annual Process for Impact Discussions and Actions

The Juneau Tourism Partnership (discussed in detail in Section 3.3.4) will manage impact discussions and then lead the process to implement solutions.

Each fall, around the first of November, the Juneau Tourism Partnership will convene a community tourism forum to review the season's performance, discuss issues, and update tourism planning. One key part of that forum will address impacts. The JTP will present a report on impacts that reflects season-long community input and industry observations. The JTP will facilitate a community discussion to analyze progress on various impact topics, and to anticipate impacts from changing tourism patterns and volume. The JTP will, with community and industry input, build and adjust impact management and mitigation plans and build community support for those plans or adjustments. The JTP will build budgets for those plans and work with the industry (inside and outside Juneau), the Assembly, and other partners to finance implementation.

6.2 Role of Best Management Practices

In the spirit of cooperatively addressing issues, the Juneau-based tourism industry will continue to develop and implement a "Best Management Practices" program to, through programs and practices, reduce impacts from tourism to the community. This program will be reviewed during the fall tourism forum hosted by the Juneau Tourism Partnership, and the JTP will make suggestions for modifications of practices and procedures for the upcoming season. The JTP will host a session prior to each tourism season during which the industry will unveil updated Best Management Practices for the coming season. The JTP will post the plan on a community tourism web site and collect feedback during the season. Success of this program will shape the ability of the industry to count on community support for key tourism initiatives, and will shape the nature of the tourism discussion. To that end, the JTP will work closely with the industry to help guide practices that reflect community wishes and concerns.

6.3 Impact Management Recommendations

6.3.1 Managing Flightseeing Impacts

Noise from both float plane and helicopter flightseeing has bothered a number of Juneau residents for several years. The analysis that led to this plan concluded that Juneau has no alternative but to address flightseeing noise in a significant way. Both float plane and helicopter flightseeing impacts need to be addressed separately, with the acknowledgement that those noise impacts are cumulative for many residents.

6.3.2 Managing Helicopter Noise

The plan acknowledges the important work accomplished in the Alternative Heliport Site Analysis study and the community discussions conducted by the Assembly regarding that study. The plan also acknowledges the efforts of the helicopter operators to adopt and follow practices and routes that have reduced noise and the number of people impacted by that noise. The plan further acknowledges the data gathered by web polling which indicates that helicopter flightseeing noise does “bother” a significant portion of the Juneau population. Frequency and volume are both significant factors in noise irritation.

Following the recommendations of the noise study, and understanding that relocation involves further study, time, and both public and private sector investment, the plan calls for phased relocation of heliports. Heliport relocation processes will be coordinated by the City Manager’s office in close partnership with the JTP, and will be designed to collaboratively work with various stakeholders to find mutually workable solutions.

Relocation processes will pay close attention to:

- Reducing helicopter noise levels for residents
- Fostering a healthy business environment for the operators
 - Assisting small operators (Coastal, Northstar) in making the move
 - Protecting cooperating operators from uncooperative competition
 - Creating an environment that enables reasonable growth
 - Avoiding actions that substantially raise costs of operation
- Ensuring a quality experience for visitors
- Mitigating impacts caused by the relocation
- Avoiding environmental damage, mitigation if required

The first phase will involve the development of a new heliport south of Juneau, probably in the vicinity of Dupont or Sheep Creek. The development will require impact analysis, land transfers, zoning adjustments, potential road development and/or improvement, potential lightering and related development costs, construction of one or more helipads and support facilities, and mitigation of impacts on effected parts of the community. Once complete, and after operational agreements and/or contracts are in place, ERA’s flightseeing

operations will move to the new heliport. The new heliport, and associated flight paths, will substantially reduce helicopter flightseeing noise.

The second phase will develop a northern heliport. The Alternative Heliport Site Analysis study points to Montana Creek as a target site. The process will concentrate on moving toward that site, but will collaborate on reasonable alternatives presented by operators and community early in the process. The development will require impact analysis, land transfers, zoning adjustments, road improvement, construction of one or more helipads and support facilities, and mitigation of impacts for nearby residences. Once complete, and after operational agreements and contracts are in place, TEMSCO, Coastal, and Northstar flightseeing operations will move to the new heliport facility. The new heliport, and associated flight paths, will substantially reduce helicopter flightseeing noise.

The cruise lines serving Juneau, as represented by Northwest Cruise Association, have indicated they will agree to voluntarily limit flightseeing sales to companies cooperating with the heliport relocation effort. Non-cooperating companies and new companies that don't locate at the designated flightseeing helipads will not be eligible for on-board sales of flightseeing packages. The JTP will explore additional options to preclude the opportunity to set up a new flightseeing operation that does not base from one of the new heliport sites.

The CBJ and the JTP will press phase one forward with as much speed as possible, making every effort to move operations by the 2004 season. The CBJ and the JTP will move phase two forward more slowly, working to enable the move about one season after the southern site is operational.

Until relocation is complete, the helicopter flightseeing operators will work to reduce noise (both volume and coverage) through neighborly flying practices. The Juneau Tourism Partnership will forward community observations during each tourism season and will conduct a review of the issue in its impact session each fall. The operators will meet annually, after the review, and adjust routes and practices as needed. Each season the route and practices plan will be provided to the JTP, which will distribute to the public through the media and on a dedicated portion of the community tourism website operated by the JTP.

6.3.3 Managing Float Plane Flightseeing Noise

Float plane flightseeing noise irritation is associated with take-off, climb-out and then flight paths close to residences. Noise is currently of the biggest concern in the Gastineau Channel southeast of the bridge. Float plane noise from the pond at the airport may produce lower impacts on fair weather days. Taku Lodge-bound flights originating in the pond would pass over more households. Frequency is a significant factor in noise irritation. (These findings are from the Alternative Heliport Site Analysis study.)

This plan acknowledges the ongoing efforts of the Gastineau Channel float plane operator, Wings of Alaska, for past upgrades to quieter equipment and in limiting growth and managing practices to reduce noise. The plan further acknowledges the data gathered by

web polling which indicates that float plane flightseeing noise does “bother” a significant portion of the Juneau population, especially those adjacent to the channel.

The draft of this plan included a proposed course of action. That path was clearly not proactive enough for some of the community and was, in the end, rejected by the operator as too costly.

This plan will utilize the strength of the collaborative venue of the JTP to address the floatplane noise issue in the Juneau harbor. The situation the JTP inherits is one in which flightseeing noise from floatplanes originating in the Juneau harbor, which is not in violation of any law, is bothering a significant portion of people along the flight path. The operator is willing to invest in quieter technology, to a limited extent, without a fixed timeline. The investment may result in fewer flights (as 5 passenger Beavers are replaced with 10 passenger Otters), but the operator is not open to limits on future expansion. The operator is willing to speed up the conversion, if CBJ provides economic incentives or assistance. Concerned residents have held back on assertive action for the past year to give the planning process a chance to work, and may be willing to be patient for a short period to give the JTP an opportunity to move beyond the progress in this plan. However, this team does not predict a very long window of opportunity for those discussions to bear fruit.

Therefore, the JTP is charged with holding collaborative discussions among stakeholders in the issue of floatplane noise from operations based in the Juneau harbor. The JTP is challenged to present a collaboratively devised solution during the fall tourism forum that yields lowered float plane noise levels and opportunities for business success for the operator.

6.3.4 Managing Vehicle Congestion

Vehicle congestion related to cruise tourism is an issue that is important to the people of Juneau. The primary focus of this issue is in the downtown area, with a secondary focus on streets, highways, and outlying areas. This plan acknowledges the prior work by the City and Borough of Juneau, in partnership with the cruise industry through passenger fee funding, in modifying infrastructure to relieve some of the congestion issues. This plan acknowledges voluntary efforts by ground transportation providers to modify routes and practices to reduce congestion. This plan acknowledges the use of crossing guards, implemented by CBJ in 2001, to facilitate pedestrian crossing and reduce congestion. This plan also acknowledges the concern about congestion expressed in the web polling. This plan proceeds from the assumption that congestion can interfere with resident access to public and business areas in the downtown, can make downtown a less “people friendly” place, can irritate travel on streets and roadways outside downtown, and can interfere with access to waterfront or trails in outlying areas.

Congestion management will have three foci:

1. Steps focusing on management of downtown
2. Steps to manage congestion outside downtown
3. Ongoing process to evaluate and update congestion planning issues

Downtown Congestion

Downtown congestion will be addressed through improvements to both infrastructure and practices. It is important that improvement planning take into account the call, in this plan, for a comprehensive waterfront planning effort, which may result in reconfiguration of some infrastructure or activities. It is important to note that geography severely limits infrastructure options in this area.

Downtown congestion issues addressed in this plan include:

- Improving efficiency of transportation services for cruise patrons
- Parking Issues
- Delivery Issues
- Truck Traffic Issues
- Pedestrian Issues

Improving efficiency of transportation services for cruise patrons

While transportation services for cruise patrons are not the only contributor to downtown congestion, their impact is both significant and highly visible. It is also quite evident that the buses and vans involved in this service are more “noticeable” than most other congestion contributors and more likely singled out for negative attention.

There is considerable vehicle congestion near the Steamship Wharf and much of that is related to passenger loading onto commercial vehicles. Construction of a convertible plaza between Marine Park and the library would improve vitality of the waterfront, improve efficiency of passenger loading, reduce congestion, and raise the quality of visitors’ arrival experience in Juneau. Ideally, a project like this should be undertaken within the context of an adopted Comprehensive Waterfront Plan, as described in Section 7.2.1. This plan understands that CBJ may designate this project as having sufficient urgency to merit that the CBJ, with funding from the cruise industry, undertake to design and construct that plaza. The development of this space would involve decking over the hole between the current dock and the street.

A second phase of this project would involve the upgrading of Marine Park. This phase would be fully developed after a comprehensive waterfront plan is in place, to maximize the ability to expand resident and public access to the waterfront, and to facilitate the quality of that access.

Management of passenger loading activities will be crucial to the success of improving congestion and expanding public benefits. Under this plan, the Assembly will consider transfer of the management of the passenger vehicle loading process from the Harbor Board to CBJ, to be administered by the Parks and Recreation Department, with appropriate levels of staffing. Any bus backing will be assisted by a ground attendant (provided by the company or manager of the area) and with the backup beeper temporarily disabled. The managing agency will be charged with making the convertible space serve the public needs as much of the time as possible.

When loading or holding spaces for commercial passenger loading are all occupied, buses and vans will cue *outside the downtown area*, in a space to be designated by CBJ, until the loading attendant signals the next driver that space is available. CBJ will choose the holding space(s) to enhance the ability of drivers to provide a quality interpretive experience for patrons and to not interfere with community activities.

The managing agency will revise the regulations for the use of loading zones, so that tour operators with light loads (fewer passengers to pick up or drop off) will be rewarded when switching to a smaller vehicle. The managing agency may consider granting access to the A zones for the duration of such a switch, or some financial incentive.

Parking Issues

Geography, changing personal use of motor vehicles, and the expansion of cruise-related business activities have contributed to a shortage of parking spaces in the downtown area. The search for parking contributes to congestion. The parking shortage combined with congestion present a barrier to residents' access to downtown public, retail, and service facilities. The spillover of parking by people working in downtown or cruise-related businesses into residential areas degrades neighborhood quality of life.

The Community Development Department has developed a parking plan for the CBJ. This plan urges early implementation of the parking plan, with the understanding that the proposed Comprehensive Waterfront Plan may require adjustments to the parking plan, if circulation patterns change.

The CBJ will consider potential "park and ride" locations between downtown and Lemon Creek and on Douglas Island (an option (but not a recommendation) in the new parking plan). The CBJ may develop a "park and ride" program that offers frequent low, or no, cost shuttles between outlying parking locations and downtown. This program may be supplemented by passenger fee funds, as a significant percentage of the impact comes from business and employee parking from cruise-related businesses. The JTP will work closely with the DBA to attain a high level of shop owner and employee participation in the park and ride program, hence fostering the ability of the community to access downtown during the cruise season. This participation may be incorporated into the Best Management Practices program.

The Juneau Tourism Partnership and the Community Development Department will convene a community and business discussion the first November after this plan is implemented, that explores the option of making parts of downtown a no-parking zone when cruise ships are in port. This option would only be developed in conjunction with the “park and ride” program described above.

Delivery Issues

Delivery vehicles, stopped in the circulation pattern around cruise ship activities and associated retail, contribute substantially to congestion. Deliveries during shopping hours also degrade the visitor experience and de-market Juneau’s visitor retail offerings. Most cities regulate delivery hours to minimize conflicts with high traffic periods.

The Assembly will work with downtown merchants to devise regulations to restrict deliveries on South Franklin and nearby sections of downtown to when cruise ships are not in port. Downtown merchants and other delivery recipients will work with delivery companies to adjust times of delivery to minimize increased business costs.

Truck Traffic Issues

Freight and fuel transportation from the Rock Dump through downtown add to the congestion issue. The appropriate committee of the Assembly will explore options for long term relocation of freight facilities to other locations.

Pedestrian Issues

Pedestrians, especially cruise patrons, crossing Egan Drive, Marine Way, and South Franklin Street contribute to traffic congestion. Conversely, congestion makes these crossings less than inviting for pedestrians, whether they are from Juneau or visitors. In 2001, CBJ initiated a program (with financial support from Passenger Fees) to utilize crossing guards to increase safety and lower pedestrian contribution to congestion.

The CBJ will continue to utilize crossing guards in the future, potentially expanding that program. The CBJ will work with the Department of Transportation to improve pedestrian crossing options in the neighborhood of the Centennial Hall (from the public parking area) and near the Seadrome Dock.

6.3.5 Managing Congestion outside Downtown

Operators will use voluntary Best Management Practices programs to limit congestion on roadways, parking areas, and trail and beach access points outside downtown. The Juneau Tourism Partnership will work with operators to shape practices, and to publicize those programs in the media and on the dedicated web site.

This plan encourages the CBJ to continue on the path set out in the currently adopted CBJ Transportation Plan. The prioritization of another Gastineau Channel Crossing by the Assembly in adopting that plan will provide congestion-relief options to both tourism-related traffic and local residents.

The Juneau Tourism Partnership will review issues related to congestion outside downtown during the fall community tourism forum. The JTP will work with operators to update programs and practices, utilizing input from the fall forum, with revisions announced well before the upcoming tourism season. The JTP will pass infrastructure and traffic management related suggestions and recommendations to the CBJ for consideration.

6.3.6 Ongoing Process to Evaluate and Update Congestion Planning Issues

The Juneau Tourism Partnership will host the ongoing discussion on congestion. The JTP will:

1. work closely with CBJ and DOT to analyze opportunities and bottlenecks,
2. take input from the community during and between cruise tourism seasons,
3. include a major discussion on congestion in the fall community tourism forum, and
4. Work with operators to annually update and distribute the Best Management Practices program.

6.4 Air and Water Quality

Air and water quality were ranked among the most important things that Juneau residents want to protect from the impacts of tourism economic activities. Much of that protection, though, falls under the jurisdiction of state and federal agencies. Under the new Alaska law, a fee is imposed to fund monitoring. The cruise industry has also adopted its own set of industry standards which often exceed state and federal standards. This plan acknowledges the voluntary efforts made by various cruise lines in regard to both air and water quality. It also acknowledges the efforts and activities of Juneau citizens to watchdog these issues.

The Juneau Tourism Partnership will:

1. review the monitoring programs, synthesizing that information into a comprehensive report which will be presented during the annual fall forum;
2. collect input from community sources during tourism seasons;
3. work with media to make sure that the community has comprehensive understanding of practices, measures, monitoring results, and incidents;
4. conduct a review of the state of air and water quality during each fall community forum (based on reports from state and federal agencies, with the invited input of those agencies, community, and cruise industry);

5. work with the cruise tourism industry to accomplish procedural adjustments to improve air and water quality protection if state, federal, and voluntary industry efforts are insufficient (e.g. switching to shore power);
6. work with CBJ to enact any dockside infrastructure or program adjustments that will further improve air and water quality if state, federal, and voluntary industry efforts are insufficient (e.g. extending shore power to public docks); and
7. Work with CBJ, state, and federal agencies to address any regulatory needs regarding air and water quality.

Shore power is already in place, as an air quality tool, on the Franklin dock. The Princess fleet has been updated to switch off generators and utilize local electricity. Other major lines are upgrading to cleaner burning engines and generators and moving to higher quality fuel. Royal Caribbean has the first turbine powered ship calling on Juneau. Smaller ships have not made similar advances at this time.

The Juneau Tourism Partnership will continue to review the monitoring results, looking at both total air quality and variations by vessel. If, after three seasons, there are significant differences in ship to ship output, the JTP will conduct discussions with the industry, the community, and the CBJ regarding a restructure of fees or other incentive to reward the better-performing vessels.

6.5 Recreational Resources

The commercial use of trails and access points for backcountry and offshore outings can conflict with residential use. The health of natural and cultural resources is affected by all human activities, including commercial tourism. Maintaining that health is critical, both in terms of environmental and heritage issues and in terms of sustainability of tourism activities.

Fortunately, Juneau developed a system for managing location, volume, and profile of commercial activities that use trails and access points. The recent Trails Working Group report reflects past efforts to balance community needs with commercial opportunities, and the cooperation of various resource managers. That process will be kept intact, with the working group reporting to the Juneau Tourism Partnership and the community during the fall community tourism forum. The trails and access discussion in that forum will provide additional community and commercial input for the working group to consider. The working group will integrate that input into an annual revision of the report, due before January 1 of each year. The JTP will distribute that report to media and through the website.

While resource management agencies are responsible for protecting the integrity of natural and cultural resources, a proactive tourism community can play a strong role in protecting the vitality of the resources. The Executive Director of the Juneau Tourism Partnership will meet several times each year with representatives from each key resource (Forest Service,

CBJ Parks and Recreation Department, Alaska Fish and Game Department, etc.) to discuss issues regarding resource vitality. The JTP will encourage (help find funding when necessary) management-driven monitoring projects and then help distribute reports concerning resource health.

When resource health issues are detected, the Juneau Tourism Partnership will convene a discussion between the key resource agency and the commercial operators/enterprises involved. The JTP will act to support reasonable solutions and work to leverage businesses compliance with agency management decisions.

The Juneau Tourism Partnership will seek ways that Juneau's tourism industry can contribute to improved resource health and management. It will work with resource management agencies to identify projects that can be supported with industry funding and/or energy that will enable better resource access, improved resource health, or lower management costs. The JTP will sponsor beach and river clean-up events and leverage industry participation in those events.

The Juneau Tourism Partnership will, in the fall community tourism forum, dedicate sessions to resource health issues. It will report on monitoring results and elicit community input. It will showcase cooperative activities by the industry on behalf of resources. It will, in those sessions, seek to find ways to improve resource vitality through changes in industry practices. The JTP will, after the fall forum, work with industry to identify changes in the Best Management Practices program for the benefit of resource vitality. It will also make recommendations to resource management agencies for procedural or program changes that leverage increased resource health. Finally, the JTP may, if needed, suggest changes to the Assembly regarding permit regulations and resource health.

7. Programs: Product Development

The proposed tourism product development program focuses on two key themes:

- Facilitating the destination product development and upgrading process to enable significant growth in the destination tourism sector (primarily the role of the JTP).
- Substantially enhancing the attractiveness of Juneau as a destination community (CBJ plays a partnership or direct role in collaboration with JTP and others).

The product development program has two main components:

1. Ongoing product development programs to support growth in the destination tourism sector.
2. Priority product development projects that will benefit both the cruise sector and destination travelers.

An overview of the program is provided in **Exhibit 7.1**. The implementation plan to undertake product development in the first year of operation of the tourism management plan is detailed in Chapter 10, based on the recommendations in the remainder of this chapter.

7.1 Product Development Programs

7.1.1 Tourism Standards/Product Quality

Juneau has developed some outstanding cruise tourism experiences that are ranked among the top experiences in the world. Some of the destination travel experiences in Juneau offer outstanding opportunities to experience Juneau's natural world. The planning team's review and assessment of the existing destination travel product reveals that Juneau will need to engage in further product development to meet an even higher level of product quality expected of the high-end destination travel market. It is important to also note that it is rarely possible to successfully mix cruise passengers with destination visitors on the same tour, as expectations, aptitudes, and abilities differ substantially. Growth in the destination tourism sector will be dependent on product quality upgrading (generally across the board) and certification programs in specific sectors such as guides and tour operators.

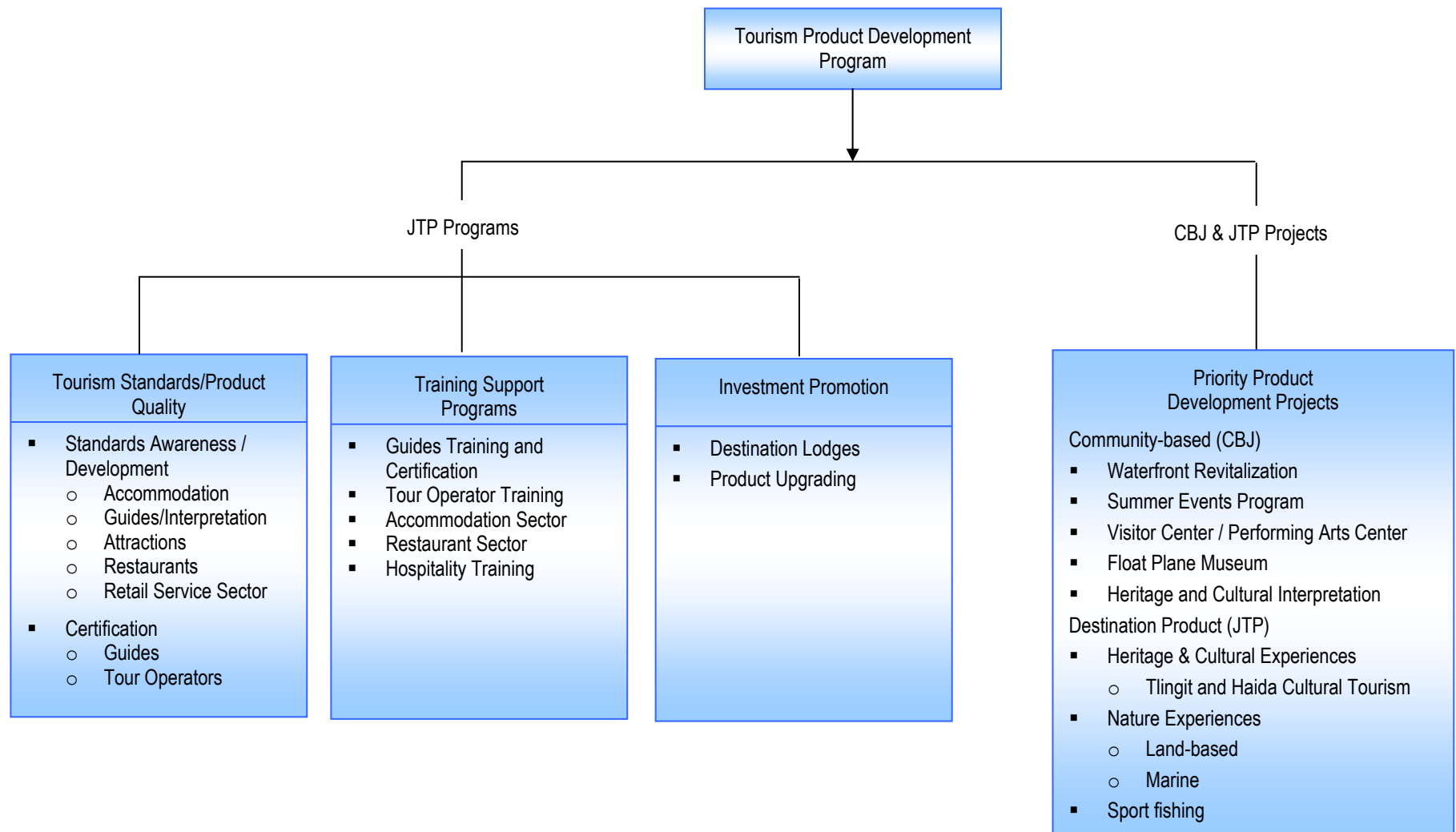
Given these needs, the JTP will implement a comprehensive standards awareness and development program for:

- The accommodation sector
- Guides and interpreters operating in tour situations or at fixed-roof facilities
- Attractions
- Restaurants
- Service sector

Standards awareness workshops are recommended for all groups to expose them to the standards expected by destination travelers in today's high end international tourism markets. The JTP will need to assemble standards information and benchmarks for use in the workshops. In the case of guides/interpreters/tour operators, it is suggested that standards be developed specific to the Juneau situation along with a certification program. Standards, training programs and certification programs are available from many jurisdictions to assist the JTP in designing and delivering on this program.

For the purpose of that implementation, the recommended approach is to establish an industry working group on standards/certification and tourism training. The working group would be mandated with the task of working with the JTP executive director to identify standards and associated training requirements, and to prepare an action plan for industry consideration at the first annual November industry conference.

Exhibit 7.1:



7.1.2 Training Support Programs

The foregoing discussion on standards awareness is targeted to owners/operators. An integral part of the destination tourism initiative will be the delivery of a full suite of training programs for owners/operators and their staff. The JTP will facilitate the delivery of training programs in the following priority areas:

- Guides training and certification
- Tour operator training (both marine and land-based)
- The accommodation sector
- The restaurant sector

In addition to these priority areas, it is suggested that hospitality training be delivered for frontline workers interacting with visitors (not only the industry but also ferry, airport and other frontline personnel).

In line with the recommendations for standards and certification, it is recommended that the industry working group suggested above also take on the task of training support programs given the inter-relationships between the two.

7.1.3 Investment Promotion

A third component of the destination tourism priority is the promotion of investment in four areas critical to successful destination tourism activity:

- Destination lodges
- Product upgrading in both existing accommodation and existing tour and guiding operations
- New lodging and other tourism facility development
- New tour and guiding operators

A dual approach is suggested for investment promotion activities of the JTP.

Promoting Investment and Facilitating Ease of Access to Financing

The JTP will work with JEDC and local financial institutions to encourage and facilitate ease of access to financing for investments that further the aims of the adopted plan.

Strengthening the Planning Environment for Tourism Development

The CBJ comprehensive development plan has not been developed with a tourism future of the type we propose in mind. While the plan recognizes tourism, there are no provisions other than a general statement of its importance. In order to meet the objectives for tourism set out in this plan, four planning related actions are recommended to strengthen the environment for planning. These include:

1. amending the plan to provide for an integrated waterfront development plan as discussed previously in this plan
2. amending the plan to reflect the provisions of this tourism management plan where appropriate, including a requirement to consider Juneau's tourism objectives and vision in review of planning applications outside of residential areas and in formulating planning policies for:
 - a. the downtown and waterfront
 - b. coastal areas
 - c. major transportation corridors and the airport
 - d. commercial areas
 - e. publicly owned land and facilities
3. amending the plan to designate areas for small scale lodging (bed and breakfasts, small hotels of up to 25 rooms) within the CBJ for which permits may be issued through administrative procedure through the following process:
 - a. The Director of Community Development works with the JTP to review the plan and identify areas within the CBJ in which tourism lodging and acceptable and desirable. In so doing, the typical standards for this type of lodging will be taken into account
 - b. The Director of Community Development recommends plan amendments to the Assembly based on the results of (a) above.
4. Amending the plan to prohibit additional development of private cruise ship docking or lightering facilities that connect to road system of Juneau.

7.2 Priority Product Development Projects

Juneau, with some strategic investment, can improve the performance of tourism economically, socially, and with regards to natural and cultural resources. This section identifies priority development projects, identified by the planning team (based on noted strengths, product gaps, community-indicated needs or wants, and pressing development issues), that, each in its own way, present Juneau with unique venues for improving tourism performance, business opportunities, local lifestyles, or to celebrate Juneau's heritage with tourism's help.

The first four projects are community-based (see Exhibit 7.1) focusing on enhancing the attractiveness of Juneau as a community destination. This will generate benefits for both cruise and destination tourism sectors. The remaining priority product development projects are largely oriented to the destination tourism sector although all can serve the cruise market as well. Implementation steps for these projects are described in Chapter 10.

7.2.1 Waterfront Revitalization

Juneau has a superb opportunity to strengthen its waterfront as a place for people and as a major attraction for both cruise and destination visitors. From a tourism perspective, waterfront redevelopment is a key strategy in any community tourism development plan.

The concept underlying successful waterfront development is the delivery of a quality, pedestrian-oriented "experience" to both residents of the city and their visitors. The better the experience, the greater the impact on resident quality of life and the perception of the city's image by visitors.

In short, an integrated and comprehensive waterfront plan is desirable – one that is broadly supported by the public and the private sector – to define and enhance public use and private sector investment opportunities. It should reflect a vision for the waterfront for Juneau residents and businesses and be fully integrated with and support the accepted tourism future for the City. In the planning team's view it is not just a logical next step based on the tourism management plan. It is much more than that – a key planning tool to guide the development and use of the waterfront in a comprehensive way for the benefit of Juneau's residents and businesses.

There is an urgency to this planning need that has been brought about by the deployment of a new generation of large (Panamax) cruise ships, already beginning to call on Juneau. Juneau's harbor is not configured appropriately for these ships and will need modification if they are to be accommodated.

Current Waterfront Plans and Projects

The planning team notes there have been a series of plans for various parts or functions of the waterfront but none appear to be integrated as part of any larger waterfront vision. The tourism planning process presents an excellent opportunity, through greater certainty about the vision and future for tourism activity in the City, to proceed with the development of a comprehensive waterfront plan, integrating the various plans that have been developed to date as appropriate.

The table below summarizes projects now being planned in the downtown waterfront area and the history of planning for the waterfront.

Project Title	Organization	Status	Scheduled Completion Date
Alaska Mental Health Land Trust	Alaska Mental Health Land Trust	Planning study	July 2002
Performing Arts Center Needs Assessment	Juneau Arts and Humanities Council	Programming and siting study	May 2002
Gold Creek Entrance Enhancement	CBJ Docks and Harbors	Habitat restoration	July 2002
Egan Drive – Whittier to Main	Alaska Department of Transportation	Enhanced pedestrian/traffic flows	December 2003
Egan Intersection Improvements (10 th Street)	Alaska Department of Transportation	Enhanced traffic flows/congestion reduction	December 2003
Steamship Wharf and Marine Park Improvement Project	CBJ	Planning and design	May 2003
Downtown Transit Center	CBJ Engineering Department	A multi-purpose 1,000 square foot staff building with facility for ticket sales	December 2003
Downtown Visitor Center Needs Assessment and Site Location	CBJ /JVCB	Programming phase	May 2002
Port Office	CBJ /Docks and Harbors Board	1,360 square foot office and visitor facilities to be located near People's Wharf	December 2002

In addition to these projects, the downtown waterfront has been the subject of many plans over the last several years. These are shown below.

Planning Document	Agency	Year
Downtown Waterfront Plan	Community Development Department	1986
Juneau Comprehensive Plan (1984) Updated in 1995	Community Development Department	Originally adopted by Assembly in 1984, with ongoing renewal
Juneau Coastal Management Plan	Community Development Department	Adopted by Assembly in 1986
Capital City Vision Project	Community Development Department	1997 (not adopted)
Juneau Waterfront Strategic Analysis and Improvement Plan, Phase 1	Docks and Harbors	2001 (adopted by Docks and Harbors Board)

This range of projects and studies indicates the need to pursue an integrated waterfront development approach, justified in part by the economic benefits that enhanced tourism can generate.

Waterfront Plan – Objectives and Scope

A key, early initiative of the tourism management plan should be the completion of a waterfront plan to provide direction for all stakeholders in the community and the tourism industry. The City Manager's office should take lead on developing this plan, with strong input by the Juneau Tourism Partnership, the Community Development Department, the Parks and Recreation Department, and the Docks and Harbors Board. The recommended requirements for the waterfront plan are set out below (see addenda for additional details, scope).

The objectives for the waterfront plan are recommended as follows, consistent with a waterfront that enhances the image of the community, adds to the quality of life for community residents, and facilitates tourism activity and investment:

- meets the needs and aspirations of the community, the cruise tourism sector and the destination tourism sector;
- effectively balances the desires of the community to enjoy its waterfront with needs of the tourism sector;
- builds on and enhances the cruise experience that Juneau already offers, strengthening its position as the premier cruise destination in Alaska;

- ensures that the plan recommendations maximize the potential from destination travel, with clear linkages to the needs and expectations of this segment of tourism for a community-based experience;
- ensures that the plan recommendations provide a strong base for strengthening the meetings and convention market for Juneau;
- ensures that the waterfront can serve as a venue for events and other activities for people, including major events that can become regular annual tourism products for Juneau;
- provides effective linkages between downtown retail facilities and the waterfront, promoting the area as an exciting place to for shopping and entertainment;
- develops waterfront development themes that capture the character of Juneau and its waterfront, are linked to tourism market positioning for the community, and function as “organizing elements” for waterfront development and activities; and
- Transforms the image of Juneau’s downtown and becomes an engine for economic development and contributes to attracting investment.

It is anticipated that the waterfront plan will, upon adoption, form part of the CBJ Comprehensive Plan.

The deliverables for the integrated waterfront plan should include:

1. a waterfront concept plan specifying vision and objectives for the waterfront, design guidelines taking into account community needs, the tourism perspective, and infrastructure requirements
2. a public process for the development of the waterfront plan that is both interactive and educational in illustrating ranges of design options and ideas with sketches and plans
3. a financial and tourism impacts analysis for the preferred concept
4. a detailed waterfront land use plan based on the preferred concept, specifying public and private spaces and translating design guidelines where appropriate into land use requirements

5. an implementation plan including:

- an infrastructure development program and accompanying budget/schedule for public sector investment in infrastructure, parks and open spaces, pedestrian and vehicular circulation, and parking as appropriate – areas in which private sector investment will be encouraged (note that this program will finish the design and programming for the convertible space and Marine Park as indicated in Section 6.3.4)

7.2.2 Events program for downtown and waterfront

Juneau can build an events calendar to serve three distinct purposes:

1. Events can be used to draw local residents back into spending more time in downtown.
2. Events can be used to draw residents from neighboring communities to Juneau for special occasions, performances, and other amenities, strengthening Southeast Alaska relations and boosting Juneau's economy.
3. Juneau can share special events with visitors from around the world, using those events to position Juneau in both cruise and destination travel markets and bolstering low patronage times in the tourism cycle.

The rapid evolution of downtown, largely shaped by the development of outlying retail development, increased cruise volume, and cruise-related development, has broken many residents' habits of frequenting the downtown area and patronizing downtown businesses.

Marine Park concerts are one ongoing example of events that can revitalize the relationship between Juneau residents and downtown. The expansion of available public space in the Marine Park area, accomplished with the construction of convertible space alongside the Steamship Wharf (see elsewhere in this plan), opens the door to more community activities in the downtown area.

Downtown merchants should lead the process to plan events for "light-volume periods" during the 2002 and future cruise seasons, partnering with cruise-related businesses and CBJ Parks and Recreation Department. These events should "intend" to mix residents and visitors, provide high energy community activities, and be matched by open shops in the downtown retail core, even if no ships are in port. The events could invite residents to participate in flightseeing and other tours at special rates, serving to both entertain and educate.

The convertible space opens special event opportunities outside the cruise season, with the ability to set up multi-day events that draw Juneau to its downtown waterfront.

The proposed visitor center/performing arts complex (see section 7.2.3) would be able to host an ongoing schedule of concerts, theatre performances, regional music and performing festivals and competitions, and visiting presenters for both local residents and neighboring communities. Downtown Juneau merchants should prepare to serve the patrons drawn in from around Southeast Alaska by these events, and to service those who spend long hours in the facility practicing and preparing for the events.

Downtown needs to establish a standard for quality of appearance for shops that close seasonally. Boarded up windows and other similar approaches de-market downtown and hurt business (local and visitor) for those businesses investing in staying open. Such a standard should be adopted by the Downtown Business Association, but can also be addressed by the JTP if needed.

The Need for “Signature” Events

Juneau needs to develop one or more key annual events that establish Juneau’s tourism “brand” and solidify its position in both cruise and destination travel marketplaces.

An annual “Float Plane Rendezvous or Festival” typifies this type of event. Scheduled for a long weekend in May, the event would draw vintage and current float planes in from around the world and a substantial following of float plane enthusiasts. The cruises scheduled to come to Juneau during that time period could be pitched for the event, helping early season sales. Other historic aviation equipment and practices could be included in the event.

The event could include contests for best restoration of vintage planes, best bush pilot outfit, furthest distance traveled, etc. A float plane rodeo could showcase worldwide float plane uses, such as water drops (for fire fighting), a fishing derby based from float planes, and multi-stop races.

Juneau could bring in international financial support and energy in coordinating and publicizing the event, including investments by aviation and gear (clothing, equipment, etc.) manufacturers, credit card companies, oil companies, timber companies, etc. Juneau could possibly attract participation by Harrison Ford or another personality associated with float planes in entertainment media.

The event could be tied to Juneau’s new float plane exhibits and could establish Juneau’s position as a hub for adventure activities in Southeast Alaska. It should also be used to showcase quiet technology and to leverage funds to continue investment in quiet technology for Juneau’s float plane fleet. Clearly, Juneau’s

residents will need to concur that flightseeing noise is being proactively addressed for the development of such an event to be possible.

Other events may be conceived, with similar lines of thought. These should be used to leverage patronage of Juneau's tourism offerings during low cycles, to establish or reinforce Juneau's "brand" among either cruise or destination markets, and to enrich local residents.

Implementation Approach

The approach to implementation (described in Chapter 10) involves the following general steps:

- Develop and execute a full events and activities program to the extent possible for the summer of 2002
- Monitor results and evaluate events as part of the preparation of the 2003 program in time for the annual November review
- Initiate the creation of a signature event for Juneau beginning in June, 2002.

7.2.3 Visitor Center/Performing Arts Complex

In order to welcome and educate visitors, and to entice cruise passengers to become destination visitors, Juneau will explore options to design and construct a visitor center complex close to the cruise ship docks. That center could also serve as a key "bad weather" experience when other activities are less desirable or possible. As Juneau's cruise tourism season is less than half a year, the facility could be designed as dual purpose, also housing facilities for a performing arts center. ***This center is conceived as an icon for the new win-win relationship between Juneau and tourism.***

For the visitors, that center could be a multiple-faceted experience. Cruise ship passengers would find this center both a guide to the Juneau tourism offerings and an invitation to experience Juneau in ways that cannot happen on a cruise stopover. The center might also house a world class media extravaganza (like an IMAX) that focuses on Tlingit culture, glaciers, bears, float planes or mining history. Over time, multiple productions could be rotated, offering repeat cruise passengers a reason to come back to this center. Programming during the cruise season should be designed to ***not*** compete with tour offerings, expanding on bad weather days to fill in when some tours have to be cancelled.

The center would, of course, be offered to non-cruise travelers as the hub of Juneau's visitor experience, with key opportunities to connect with experiences and products based out of Juneau – and an opportunity to learn about the natural and cultural environment of the destination.

From October through April the center could focus on hosting performing arts events for Juneau and neighboring communities. The facility that houses the media

extravaganza in the summer might be a concert and theatre facility, with top quality acoustics. With a constant parade of events in the downtown area, and a perpetual flow of performers to practice in the facility, downtown business would be stimulated outside the cruise season. Restaurants and shops would have reason to be open to serve Juneau and visitors from neighboring communities.

Juneau could work with the cruise industry and other partners to jointly fund the development of the center. Operational expenses could be covered by a new dedicated passenger fee, making access to the center's performances free to cruise passengers (covered by passenger fee) – providing a new reason to board a ship calling on Juneau. This fee could cover part of the expenses for managing the facility on a year-round basis.

The Juneau Tourism Partnership will lead the discussions on the development of the center. The JTP will be responsible for exploring community consensus of support for and excitement about this project. The comprehensive waterfront plan can identify potential locations for such a facility. The Assembly can, if the project is supported in Juneau, work with the JTP to find planning funds, to secure the site, and to leverage funding for the facility.

Note that there are existing downtown visitor center planning efforts underway (see table in section 7.2.1) by the CBJ/Docks and Harbors Board and the CBJ/JCVB. Similarly there is a study underway for the Juneau Arts and Humanities Council. Those plans could be consolidated into this facility, with the understanding that other efforts at serving arriving visitors will need to take place until this facility is operational. JCVB should have a significant role in development and operation of this center.

7.2.4 Museum of Float Plane History

Float planes have been an important part of Juneau's history, and an important element in the development and culture of Southeast Alaska. Float planes hold a special mystique for travelers, both cruise and destination. Float planes are a special part of Alaska's heritage and should serve, together with the capital, as a draw for in state visitors and extra points when Juneau competes for regional conventions.

Juneau will explore the option of assembling a set of float plane exhibits, outdoors, along the waterfront near downtown and the cruise ship docks. The exhibits, some featuring vintage planes, will be accompanied by a walking map, interpretive signs relating float plane facts and history, and, possibly, a set of indoor exhibits. Other heritage aviation equipment can also be featured in exhibits and interpretive materials.

The Juneau Tourism Partnership will take the lead on the Float Plane Museum discussion. The JTP will work with local float plane operators, historians, civic groups, and the CBJ to build a possible plan of action. Some appropriate outdoor exhibit spaces will be identified in the comprehensive waterfront plan. Others may be found back from the waterfront area. Once the basics of a plan are in place and community support is tested, the JTP will work with partners to raise funds to procure and restore vintage aircraft, and to develop exhibits.

Note that this outdoor museum project ties closely with the float plane event described elsewhere. Both are highly dependent on the satisfactory resolution of noise-related issues.

7.2.5 Heritage and Cultural Interpretation Enhancement

There are several aspects to Juneau's human-based heritage and culture that can be enhanced for locals at the same time they enrich the experience of visitors to Juneau and help bolster the tourism economy. Some enhancements simply require focused promotional efforts, while others require infrastructure or programmatic investment.

A short list of major foci include:

- The Alaska State Capitol and Governor's Mansion
- Tlingit culture
- Juneau's gold mining history
- State and local museums

The Alaska State Capitol and Governor's Mansion

The Alaska State Capitol and Governor's Mansion have been an interesting part of Juneau's cruise tourism product. Being "in" Alaska's Capital City has been an important part of the draw for ships to stop in Juneau, as many from the lower 48 have enjoyed keeping a checklist of state capital visits. Many have enjoyed seeing the State Capitol and Governor's Mansion from a tour bus window, but comparatively few have invested time and money on guided tours.

The capital experience will be a nice addition to destination travel itineraries, but will not become a major draw. However, Juneau can work to build a flow of in-state visitors to explore the capital, including school groups. In doing so, it can solidify the location of the capital and enhance tourism revenues during seasonal lows.

The Juneau Tourism Partnership will work with Alaska Marine Highway, Alaska Airlines, tour operators and local lodging providers to build a set of packages for in-state travelers to visit the capital. School groups will be encouraged to visit Juneau, perhaps tying the visit to regional or state sporting or academic events. Historic

associations will be encouraged to hold meetings in Juneau, accessing the capitol building, the float plane museum, gold mines, and museums.

Tourism Exploring Tlingit and Haida Cultures

One of the most sought after tourism products in cruise and high-end nature and adventure tourism markets is legitimate cultural tourism, a significant opportunity for Juneau and for local Tlingit people. Legitimate cultural tourism, unlike earlier tourism styles that focused on staged showy performances with little integrity, reflects a growing demand for learning and integrity as a part of the tourism experience.

It is important to remember that sharing the aspects of one's culture with outsiders is a decision that must be made within the culture. It is inappropriate for tourism to exploit the Tlingit and Haida people and their culture without their consent and without their active participation in the design, development, and rewards of that tourism. Tlingit and Haida people may, as other cultures around the world have done, choose to use tourism to reinforce and reinvigorate members' interest in their culture. Further, tourism that shares a culture must, by its very nature, be designed to protect the integrity of that culture, lest the precious asset of that culture be lost in the rush by visitors to discover and by businesses to profit. This plan includes, among the addenda, draft concepts being used by a statewide Native organization to help Alaskan Native Americans work through the issues around sharing their culture. There are many concepts in this document that also apply to the issues of sharing the community of Juneau with visitors.

There are some Tlingit and Haida tourism experiences and products available in Juneau and Southeast Alaska, primarily to cruise ship passengers. Ketchikan is known as the place to see totem poles. Haines is noted for its carvers. Goldbelt's film gives visitors a glimpse into the culture. But, there is little in the way of visitor opportunities to spend significant quality time learning about the Tlingit culture, or seeing Southeast Alaska's wilderness through Tlingit eyes. There is certainly a hunger, among travelers, for a more intimate look into this culture, which can be converted into economics and cultural reinforcement for local Tlingit people.

The JTP will work with both Goldbelt and Sealaska to explore opportunities that focus on meaningful experiences, cultural respect and integrity, and economics that work for local Tlingits and the corporations. Marketing efforts will be designed to celebrate these cultures and to enhance the ability for Tlingit people to deliver cultural tourism experiences and to present Tlingit artwork and artisanship.

Gold Mining

Gold played a very important role in Juneau's history and still plays a very important role in drawing tourism to Alaska. Juneau, however, has not adequately converted its historical experience with gold mining activities into significant interpretive or

economic activities. Even with all that Skagway has done to capitalize and build on the gold mining heritage, there is room for Juneau in this marketplace.

The narrow roads of downtown Juneau constrict the development of volume tourism into Last Chance Basin. The basin, the heritage site, and the wealth of lore and artifacts present an opportunity to develop a set of high quality/low volume tourism experiences that will be attractive to both Alaskans and outsiders seeking to explore the gold mining heritage.

Juneau has the opportunity to develop both “living history” and “participatory” components to a gold mining tourism sector. The JTP will work with local enthusiasts of the gold rush era to find ways that Juneau’s gold rush heritage can be shared in ways that enhance economics without compromising integrity.

State and Local Museums

Juneau, as the Alaska State Capital, houses important state historical collections. The Alaska State Museum, together with local museums, represent an important tourism opportunity, so long as Juneau understands the regional and niche nature of these products.

The Alaska State Museum is of primary interest to Alaskans, but can also supplement other visitors’ experiences. The most important tourism value the museums have for Juneau is to draw Alaskans to Juneau. This “Alaskan” component of Juneau’s tourism economy can be managed to level out the low patronage periods associated with cycles to Juneau’s other tourism experiences and legislative sessions.

The JTP will work with museum managers, hoteliers, the Alaska Marine Highway System, and Alaska Airlines to devise campaigns aimed to draw Alaskans to Juneau at times when room nights are most needed and inter-Alaskan travel is light. To some extent, this marketing effort can extend to history buffs beyond Alaska, with promotional communications passing through history associations.

In order to commence work on strengthening heritage and cultural interpretation experiences as part of the tourism product, we have recommended the formation of two working groups from industry:

- the first to address fixed roof tourism products (e.g. museums); and
- The second to address guided experiences.

Both working groups would include representatives from the destination and local cruise industry. Each would prepare action plans working with the JTP and present preliminary ideas at the annual November conference in the fall of 2002. Following input at that conference, the plans would be refined and become formal programs of the JTP for implementation in collaboration with industry and others as appropriate.

7.2.6 Destination Product

Nature Experiences

Nature and man's adaptation to the natural world of Southeast Alaska are the dominant tourism products Juneau has to offer to both cruise and destination travelers. Juneau has, in the past excelled at establishing a reputation as a “nature tour” cruise stop. Juneau has not established this reputation among potential destination travelers. A key finding that will drive this part of the plan is that most, if not all, of Juneau’s natural tourism product can also be delivered elsewhere in Southeast Alaska.

Juneau will work to solidify its position as the premier “tour” stop among Southeast Alaska cruise destinations. To keep that ranking, Juneau will:

- work to maximize quality of experience,
- work to maximize quality of interpretation,
- track competing products,
- find new, innovative nature tour products to offer, and
- Use marketing to focus cruise patrons on Juneau’s tours.

The Juneau Tourism Partnership will manage the process of protecting Juneau’s position as a leading cruise “tour stop”. It will be responsible for researching competing products in Southeast Alaska. It will work with Juneau guides to provide them with access to skill-building training and interpretive data. It will encourage the development of a guide association and the establishment of guiding credentials. It will host an ongoing tourism discussion on product innovation and will assist local entrepreneurs in launching innovative new products. The JTP will manage the marketing efforts to strengthen potential cruise patrons’ knowledge of and desire to experience Juneau’s tour products.

Juneau will establish its reputation as a premier natural destination for outdoor enthusiasts, for soft adventure travelers, and for people seeking a rich natural heritage experience. That effort will require product development, product refinement, guide training, market analysis, and marketing. Note again that destination travelers and cruise passengers are better served on separate tour experiences.

The nature-based destination experiences that Juneau should focus most aggressively on include:

- Glacier activities such as trekking, exploring, participatory research, and ecology; as combined with small boats, helicopters, float planes, dog sleds, and foot travel
- Bear-related activities such as photography, ecology, participatory research

- Wildlife watching, photography, participatory research, ecology (both terrestrial and marine species, with experiences utilizing small boats, kayaks, helicopters, and float planes)
- Coastal ecosystem exploration and interpretation, ecology, photography, and participatory research using small boats, kayaks, float planes, and foot travel
- Forest ecosystem exploration and interpretation, ecology, photography, and participatory research using foot travel

The Juneau Tourism Partnership will lead the drive to build Juneau's product for and reputation among destination travelers. It will work with existing tour businesses to build new products oriented to this group of travelers. Similarly, some existing products currently offered to the cruise market may be refined for destination travelers. Destination products will contrast with current cruise-related products in the following manner:

- Experience length will range from a few hours to several days
- These travelers will expect a deeper level of interpretation – less entertainment and more depth of knowledge
- Many of these travelers will be physically prepared to engage in more demanding activities than the majority of cruise passengers
- Many of these travelers will come with, or purchase in Juneau, appropriate outdoor clothing and gear
- Destination experiences with smaller groups of patrons and higher guide to patron ratios are expected by these travelers

The Juneau Tourism Partnership will sponsor training programs to help guides prepare to meet the needs of destination travelers. The JTP will sponsor training programs focusing on interpretive content. The JTP will work with Juneau Public Libraries to enhance the availability of interpretive materials on the natural history of Southeast Alaska.

The Juneau Tourism Partnership will, through its contracted development of a tourism marketing plan, research niche and geographic markets that are a match for Juneau's current and projected destination tourism experiences. The JTP will dedicate much of its marketing energies and budget to building market awareness for Juneau's natural attractions and experiences among key targeted niche and geographic markets. Those efforts will result in Juneau having a real presence among several key markets that facilitates the ability of individual businesses to capture a steady stream of reservations.

Juneau will work with other Southeast Alaska destinations in establishing market demand for regional experiences. Familiarization tours for media and travel professionals should include both Juneau and complimentary Southeast Alaska

destinations. On that same vein, the JTP will encourage packaging that includes attractions and experiences throughout Southeast Alaska.

The Juneau Tourism Partnership will pay particular attention to the satisfaction level of Juneau's destination nature travelers. The JTP will coordinate with local tourism businesses to build a database of visitors. The JTP will survey those visitors, glean knowledge that will help Juneau shape and refine its nature experiences. And the JTP will develop an ongoing communication with those past visitors, seeking to encourage them to visit again and to send friends and family to Juneau.

Sport Fishing

Sport fishing has long been a mainstay for Alaska tourism product. Southeast Alaska's reputation for both freshwater and saltwater fishing extends around the globe. Juneau is a great base for fishing adventures, with both boat and float plane departures to exciting salt water, lake, and stream fishing. Juneau's fishing experiences are enhanced by spectacular scenery and the constant opportunity to share fishing with brown and black bears.

With all that said, Juneau has not adequately established itself as a fishing destination. Those seeking to sell guided fishing experiences or fishing lodge experiences sell into a market that has been cultivated for Alaska as a whole or the Southeast. With its extensive charter air connections to the rest of Southeast Alaska, and the great selection of guided experiences based in or near Juneau, Juneau will work to define itself as the Southeast Alaska hub for fishing experiences.

The JTP will work with charter air, charter fishing, fishing lodges, fishing guides, Alaska Airlines, the Alaska Ferry System, local lodging operations, and local outfitters to build more marketable packages. It will also work, through its marketing contracts, to establish Juneau as a premier fishing destination.

Product Development Implementation

Implementation includes the formation of a working group with a specific mandate to set up pilot testing for packaged products in cultural, nature and sport fishing areas. Part of this effort will include the organization and execution of a working conference with international and national specialty tour operators to assess existing product, product potential and to identify product development strategies. See Chapter 10 for the recommended steps and schedule for implementation of this project area.

7.3 Aligning Priority Projects with Current Priorities

The CBJ develops a list of proposed projects on an annual basis for funding under the passenger fee funds envelope. The list is developed by a committee of industry and CBJ representatives for approval by the Assembly.

For future project identification efforts, it is recommended that the project identification process be incorporated as part of the annual tourism sector review, managed by the JTP. Specific project ideas would be considered during the annual review and a recommendation made by the JTP to the Assembly for adoption.

8. Programs: Marketing

Juneau needs a comprehensive marketing program, complete with a plan, a budget, mechanisms to perpetuate that budget, mechanisms to update the plan, defined procedures to carry out the marketing, mechanisms to track Juneau's performance in the marketplace, and mechanisms to measure marketing performance. The system needs lines of responsibility that track back to residents, businesses, and revenue sources.

The JCVB will continue to lead marketing. It will engineer more of its one million dollar budget into advertising and its advertising strategy will become more target oriented, aiming at regions and niches that are a match for Juneau's experience based tourism.

The JTP will, within the first six months of operation, contract and complete a Juneau destination tourism marketing plan, collaborating with JCVB as it works through the planning process. That plan will be available to guide JCVB marketing decisions and the strategies of Juneau's destination tourism industry.

The JCVB will assemble a tourism marketing advisory group of recognized local tourism business people to coach and oversee marketing efforts. That group will include representatives from Alaska Airlines, Alaska Marine Highway, and the Director of the JTP.

The Juneau Tourism Partnership will focus on the results of its contracted marketing planning project as a part of the first fall community tourism forum. JCVB will report at that forum on the performance of the past year's marketing efforts and will showcase the strategy for the coming season.

The marketing plan, to be accomplished by contracted services, will look at short and long term strategies to target and market to patrons that are the best match for Juneau's destination and convention services. The plan will look at mechanisms to convert cruise visitors to future destination visitors. It will look at geographic and niche markets that can be successfully attracted, noting the nature, scale, and location of Juneau's tourism products. The plan will outline marketing mechanisms, suggest budgets, prioritize actions, prescribe appropriate marketing travel, and outline marketing partnerships. The plan will detail steps for evaluating success, learning from results, and evolving the strategy as trends and world events dictate. The plan will set out formal criteria for evaluation of marketing activities.

Juneau needs to know how its tourism marketing investments are paying back. The JCVB will demonstrate performance to the Assembly and the JTP, by providing

statistics that compare results with investment. Arriving non-cruise, non-business visitors need to be surveyed annually, to understand the impacts of Juneau's tourism marketing program. The JCVB will present to Parks and Recreation and the JTP a full report on the economic impacts of convention marketing, both in terms of convention operations and in terms of lodging, dining, and other spending. All reports will be forwarded to the Assembly and shared with the public.

JCVB will continue and strengthen its relationships with and memberships in regional, state, and national tourism marketing organizations. In order to keep product development in line with marketing, the JTP will establish similar relationships. Those relationships will include the professional travel community, such as wholesalers, outbound operators, travel media, and various national and regional associations.

Tracking Marketing Performance

In order to ensure more effective and focused destination marketing, a system of tracking and monitoring marketing effort against targets needs to be put in place. Illustrations of the types of data that need to be collected are shown in the series of tables below. For each visit type (e.g. vacation, visiting friends and relatives, business, convention) information on demographics, spending, types of lodging and related variables will be ideally collected and monitored against targets for the segments. The data may indeed be more detailed as the marketing effort becomes more sophisticated, targeting specific segments, (e.g. Nature Tourists, etc.). The challenge is in capturing the data.

Juneau has a surprising lack of data demonstrating tourism performance, trends, and demographics compared to similar destinations around the world – and certainly not enough to excel in the competitive international nature tourism market. Hence year one will establish a base line. Prior to subsequent seasons, targets will be established. Resulting season end data, when used in these trackers, can measure performance in comparison to goals.

Illustration Performance Data

Visit Type	Visitors Current Cycle	Visitors Past Cycle	Net Growth	Target Growth	Performance

Visitor Origins	Visitors Current Cycle	Visitors Past Cycle	Net Growth	Target Growth	Performance
Alaska					
Washington					
Oregon					
California					

Visit Type	Visitor Spending Current Cycle	Visitor Spending Past Cycle	Net Growth	Target Growth	Performance

Type of Lodging	Occupancy Current Cycle	Occupancy Past Cycle	Net Growth	Target Growth	Performance

Type of Meeting/ Convention	Nights of Lodging Current Cycle	Nights of Lodging Past Cycle	Net Growth	Target Growth	Performance

In addition to tracking performance in terms of results, it is also important to assess marketing effectiveness by marketing channel. This involves the development of a specific business plan for marketing in which each segment is identified, a marketing channel, (or channels) defined (a plan for each channel), and targets for visitors set. An illustration of how this might be structured is shown in the table below.

Market Segment	Sample Marketing Channel	Target Visitors	Actual Visitors	Assessment of Results
Nature Tourists	1. trade			
	2. ads in selected regional markets			
	3. internet			
	4. selected corporate incentive targets			

For each market segment, a results assessment would be done as part of normal business practice to determine the degree to which the channel and the marketing campaign was effective and what might be done to improve effectiveness. Sample considerations are shown in the table below.

Market Segment – Nature Tourists – Results Assessment

Month Quarter, or Annual	Target Visitors	Actual Visitors	Conversion Study results (or other measures)	Economic Conditions in target destination	Effectiveness of partners if any in the marketing	Anecdotal feedback from trade, experts	Conclusions & Recommendations

9. JTP Programs: Monitoring Plan Performance and Impacts

An important part of this plan for Juneau deals with the question of managing growth, and what happens if growth exceeds physical or social capacity. Juneau has made it abundantly clear that, at some point, visitor volume or impacts from visitor activities could tip the benefits/negative impacts scale to the wrong side. Some people see that scale as tipped now, but community input in the planning process indicates that the majority is not ready to put the brakes on tourism, if impacts can be managed.

Hence, this plan relies on a “trigger mechanism” that sets off a “safety valve” chain of events, when physical or social capacities are approached or reached. The safety valve functions are NOT geared around shutting down existing tourism; rather they protect investments and jobs while developing alternative growth options that remove the impacts from the community. In some cases it may be possible to mitigate specific impacts.

Juneau’s focus, in this regard, is around cruise tourism, reflecting the rapid growth over the past decade that “got ahead” of impact management. This plan, reflecting community input, focuses first on managing to reduce impacts and increase benefits, but specifically builds the safety valve discussed here.

Juneau must also look to potential capacity issues for destination travel, even though current volume and growth don’t warrant much concern. This plan, however, is assertive in the development of more destination-related product and in increasing effectiveness of marketing programs. And, the assumption is that it will be much less painful to outline growth parameters now than to impose them on a situation that has become a community issue.

Note that trigger mechanisms, by and large, measure public perception rather than hard numbers. There are good reasons for this approach. First, Juneau indicated through stakeholder interviews, public sessions, and web polling (see web poll results in the addenda) that it prefers to manage impacts and benefits (quality of life) rather than sheer numbers. Second, other parts of this plan aggressively seek to alter the volume/impact ratio, so volume ceases to be a good indicator of social capacity. Physical capacity, similarly, may be altered by infrastructure and operations changes (some prescribed in this plan and others to be developed in the comprehensive waterfront plan) so this plan does not specifically trigger the safety valve based on numbers of arriving visitors.

9.1 Cruise Safety Valve Strategy

In the last decade, growth in volume of cruise patronage outstripped the community's ability to plan for and manage impacts. The industry is projecting slower growth for the next decade and this plan prescribes aggressive impact management. Should, however, the uncertainty in the travel market place speed up growth, or Juneau not succeed in realizing effective impact management, the trigger mechanism is activated.

One potential safety valve for cruise tourism is the development of a new cruise destination off Juneau's road grid but within the same general vicinity. This is a proactive approach consistent with the recommended position of the CBJ on cruise tourism; that is, to become a partner in the cruise sector, seeking to provide a quality product to the industry while deriving needed economic benefits and ensuring that community quality of life is not compromised.

If this option were chosen, the destination would be developed (the JTP and the Assembly become the chief drivers) as a free standing cruise port (visitors don't get shuttled into Juneau) with its own set of experiences and retail offerings. With the development driven by Juneau, every effort would be made to extend business and employment opportunities to Juneau citizens first. And, management of the two destinations would focus on protecting the level of business that Juneau needs while growing the new destination as additional opportunity. The JTP and Assembly would need to work with appropriate partners, including the cruise industry, to shape this development to be attractive to the industry and its patrons. In early years, aggressive marketing will be required to create patron demand for the itineraries that include this stop. This safety valve mechanism can be executed without compromising Juneau's image with patrons or industry partners – and without the need for social conflict in Juneau.

Other options may also be explored to mitigate specific impacts or replace the above option.

9.1.1 Cruise Indicators

The JTP will carefully monitor the following indicators, on an annual basis, and trigger the safety valve (see section 9.1.3) if conditions warrant. This list may be modified over time as issues change or conditions warrant.

Condition	Indicator
Social Capacity	If fall polls indicate that a majority of Juneau residents feel that Juneau has reached or exceeded capacity in serving cruise patrons and strongly feel that the safety valve option should be activated
Social Capacity	If fall polls indicate that a majority of Juneau residents feel that cruise-related impacts outweigh benefits and strongly feel the safety valve option should be activated
Social Capacity	Public and industry discussions during the fall tourism forum indicate a consensus that capacity has been reached, will be reached in the next season, or that impact levels warrant activation of the safety valve
Physical Capacity	As reported in the fall tourism forum, 10% of cruise sailings in the past season (or 15% scheduled for the next season) are unable to call on Juneau because of a lack of capacity for docking and mooring. <i>This plan assumes that under the new partnership with the cruise industry that the industry will provide the JTP with forecasts into the future (to the extent possible) and will alert the JTP to any extraordinary changes anticipated in the future that will affect the profile of cruise tourism in Juneau.</i>
Resource Impacts	As indicated by reports, polls, or forum discussions, if the conclusion is that significant natural or cultural resource impacts are occurring faster than management and mitigation can handle.

9.1.2 Monitoring Cruise Indicators

Each fall, in preparation for the fall tourism forum, the JTP will meet with the cruise industry to prepare a report detailing all aspects of performance for the completed season, projections for the upcoming season, and longer term projections for Alaska cruises.

Each fall, in preparation for the fall tourism forum, the JTP will contract a random/scientific poll of Juneau residents to measure capacity and impact issues based on the completed season.

The JTP will build sessions into the fall tourism forum to present industry and community perspectives on cruise capacity and performance issues. Then the JTP will facilitate a public discussion to explore those issues. That discussion will be designed to “honor and value” all points of view, and will be facilitated in a manner that is respectful to all parties.

The fall tourism forum will feature a public meeting of the JTP board of directors in which the board will decide if triggering conditions require activation of the safety valve. The board may raise the trigger issue at any other time, but the issue is formally a part of each fall tourism forum.

9.1.3 Activation

If the JTP board formally decides that triggering conditions are present, it will notify the Assembly and begin working with the Planning and Policy Committee of the Assembly on implementation of the safety valve measures.

9.2 Destination Travel Safety Valve

As Juneau builds its destination travel economy, it will share a different relationship than it has with cruise tourism. This economy will be built by Juneau, with the support (as indicated in all public input mechanisms employed in this planning process) of Juneau citizens. Marketing will be driven from Juneau and product development will focus on Juneau-based enterprises. This puts Juneau and Juneau businesses in a greater position to respond to capacity/impact issues.

Capacity and impacts are likely to be viewed in a different manner, as well. Destination travel should never generate the sheer volume that cruise tourism generates, but will generate longer stays (and hence more economic return per arrival). Visitors will disburse to natural areas in and around the borough, spending relatively little time on the streets, and then rarely in groups large enough to justify a bus.

Impacts are likely to be felt in a different manner, as small groups of hikers, kayakers, etc. may be present in places that residents like to frequent. Similarly, one might expect guided fishing and wildlife viewing outings to slip into some spaces that residents also use. These uses may detract from residents’ ability to achieve solitude.

Impacts on natural resources will also differ greatly. While cruise-related hiking tours may access the first mile of a trail system, destination visitors may be out for days. It will be important that the JTP stay in communication with wildlife and resource management agencies.

9.2.1 Destination Safety Valve

Juneau will activate two mechanisms if social or environmental capacity is determined to have been reached or breached. The first of these involves management of lodging capacity and the second involves marketing, which can both affect volume.

If the safety valve is activated, the Assembly will put a hold on issuing new permits for lodging construction or expansion, outside the downtown and airport business lodging areas. That hold will stay in place until the JTP and the Assembly determine that growth is acceptable to Juneau residents.

If the safety valve is activated, the JTP and JCVB will collaborate to modify marketing to take pressure off volume increases (especially relating to specific triggering mechanisms) and focus on growing price per visitor.

Further, if the safety valve is activated due to specific environmental concerns, the JTP will work with resource managers and businesses to shift pressure away from the concerned resource or species. The JTP and JCVB will collaborate to use marketing mechanisms to change demand, as needed, for experiences that are impacting specific species or resources.

9.2.2 Destination Indicators

The following indicators will be used to trigger safety valve actions. This list may be modified as the sector develops and impacts are identified.

Impact	Indicators
Social Impact	Polls indicate that a majority of residents feel a loss of access to solitude, key resources, or quality time in Juneau's natural areas due to destination travel pressures – and strongly feel the safety valve should be activated
Environmental Impact	Resource management reports that destination travel is impacting resources or species and request that the safety valve be activated
Environmental Impact	Polls indicate that a majority or residents feel that destination travel is degrading the natural environment and/or threatening species to the extent they feel the safety valve should be activated
Social or environmental impact	The industry, resource managers, and the public concur during the fall forum that impacts of any kind warrant the execution of the safety valve

9.2.3 Monitoring Destination Indicators

Each fall, in preparation for the fall tourism forum, the JTP will meet with the destination travel industry to prepare a report detailing performance for the completed season and projections for the upcoming season.

Each fall, in preparation for the fall tourism forum, the JTP will meet with resource managers to prepare a report on the status of species and resources potentially impacted by destination travel.

Each fall, in preparation for the fall tourism forum, the JTP will contract a random/scientific poll of Juneau residents to measure social and environmental impact issues based on the completed season.

The JTP will build sessions into the fall tourism forum to present industry and community perspectives on destination impact and performance issues. Then the JTP will facilitate a public discussion to explore those issues. That discussion will be designed to “honor and value” all points of view, and will be facilitated in a manner that is respectful to all parties.

The fall tourism forum will feature a public meeting of the JTP board of directors in which the board will decide if triggering conditions require activation of the safety valve. The board may raise the trigger issue at any other time, but the issue is formally a part of each fall tourism forum.

9.2.4 Activation

If the JTP board formally decides that triggering conditions are present, it will notify the Assembly and begin working with the Planning and Policy Committee of the Assembly on implementation of the safety valve measures.

9.3 Proactive Approach

Even if the JTP concludes that no safety valve action is required, each fall tourism forum will highlight issues that merit attention. The JTP will work proactively with the industry, appropriate public partners, and the community to shape product and operational procedures to reduce the negative impacts of both cruise and destination tourism sectors. Some modifications of best management practices will evolve from information discussed in the forum and carried by the JTP to specific operations or sectors. The JTP may decide to make specific recommendations to CBJ regarding public infrastructure, operations, permit processes, etc.

The JTP is specifically directed to assume a proactive approach to capacity and growth issues, working with industry, government, and community to manage change before it reaches indicator levels.

10. Implementation Plan

Implementation of this Tourism Management Plan requires a series of institutional and budgetary changes. We have organized these into the following general categories:

1. Preparing for implementation
2. Implementing the plan
3. Ongoing monitoring and maintenance of the plan.
 - a. Annual Fall Plan review
 - b. Tourism Management Plan Updates

10.1 Preparing for Plan Implementation

Several actions are all required as first steps to establish the institutional and policy framework for the plan. These are:

- a. Putting the enabling policy framework in place
- b. Creating the budgetary framework and resources for the JTP and recommended tourism projects
- c. Establishing the institutional framework for tourism management
 - i. create the Juneau Tourism Partnership
 - ii. set-up the destination marketing structure
 - iii. set-up the performance monitoring system
 - iv. establish the impact management structure

In addition to ensuring that policies and budgets are in place to implement the Tourism Management Plan, the institutional framework must be put in place. This involves creating the Juneau Tourism Partnership and structures for marketing, performance monitoring and impact management. A conference with the industry is recommended during the November annual tourism sector review process. This is the ideal venue for industry input into programs under development by the JTP (see “Implementing the Tourism Management Plan” below).

The recommended timing and roles and responsibilities for each are shown in Exhibit 9.1 presented at the end of this chapter. The overall schedule for the policy, budgetary and creation of the Juneau Tourism Partnership assumes completion by July 1, 2002. Activities to operationalize the JTP are scheduled through the summer and fall, 2002.

10.2 Implementing the Tourism Management Plan

The implementation program for the plan includes requirements for the CBJ agencies and the JTP. It includes the following action areas:

- a. initiate tourism development projects and programs
- b. priority tourism development projects
 - i. waterfront development plan
 - ii. summer events program
 - iii. float plane museum
 - iv. heritage and cultural interpretation
 - v. destination product
- c. priority tourism product development programs
 - i. standards and certification
 - ii. tourism training
 - iii. investment promotion
- d. marketing program

The waterfront plan is a priority and should be managed by the CBJ with a strong role for the JTP. An initial summer events program for 2002 – building on current plans – is recommended for development by the Downtown Business Association, with support from the Parks and Recreation Department. The approach recommended for the JTP is to establish industry working groups to assist it in developing detailed programs for the following areas:

JTP Responsibility Area	Industry working group
Priority Projects	Signature annual event for Juneau
	Heritage and cultural interpretation (fixed roof facilities)
	Heritage and cultural interpretation (guided tours)
	Destination product
Priority Programs	Standards/certification & training

This provides a mechanism for industry input into JTP programs and will help to ensure commitment to the projects and programs for tourism. The general schedule for both project and program development is to engage the working groups in the fall, 2002 with preliminary findings and recommendations to be available for the annual tourism sector review in November, 2002. The conference called for as part of the preparation for implementing tourism thus becomes the venue for presenting the deliberations of the JTP working groups for input by industry.

The schedule for putting the priority projects and plans in place is generally as follows:

- Fall 2002 to develop detailed action plans for JTP projects and programs
- November 2002 to gather industry input (beyond the input provided through the working groups)
- Jan – Feb 2003 to finalize projects and programs as appropriate.

The JCVB will set its marketing advisory group into motion in May, 2002.

The JTP will contract for the development of a marketing plan, with completion needed by November 1, 2002.

Exhibit 10.1 Implementation Plan and Schedule

No.	Area	Action	Plan Reference	Responsibility	Timing
<i>Preparing for Implementation</i>					
Enabling the Policy Framework					
1		Adopt this Tourism Management Plan	Entire Document	CBJ Assembly	May, '02
2		Amend the tourism planning provisions of the CBJ Comprehensive Plan	Section 3.5 for recommended changes	Director of Community Development prepares formal amendment for Assembly	May, '02
Enabling the Budgetary Framework and Resources					
3	Establish Budget for JTP	Confirm the budgetary recommendations for the JTP	Section 5	Assembly through resolution	May, '02
4		Explore increasing the bed tax	Section 5	JCVB, JTP, Assembly	Spring, '03
5		Negotiate partner budgets (cash and in-kind)	Section 5	JTP Board, with transitional support from City Manager's office (see 6 below)	May – June, '02

Establish the Institutional Framework					
6	Create the Juneau Tourism Partnership	Establish the non-profit corporation	Section 5 for the JTP structure and intent and the draft charter guidelines in "Technical Addenda" for the legal entity	City Manager's office with assistance from Legal Services	May, '02
7		Establish transitional advisory support for JTP	Section 5	City Manager's office contracts part-time Advisory support including set-up and first year of operations	May, '02
8		Appoint the JTP members	Section 5	Assembly to ratify first appointees	May, '02
9		Hold members first meeting and briefing sessions	Section 5	City Manager's office with JTP Advisor	May, '02
10		Hold briefing sessions with tourism partners	Section 5	JTP Board, Advisor and City Managers office	May – June, '02 (and ongoing)
11		Finalize the budget & fiscal management systems	Section 5	Budget approved as part of Plan approval in April. City Manager's office and Advisor work with JTP to set up support systems	May, '02

12		Recruit staff for the JTP	Section 5	JTP with support from City Manager's office	May - June, '02
13		Close the CBJ tourism unit and convert remaining staff functions to project management duties under the direction of the City Manager's office	Section 4	Assembly and City Manager's office	June 30, '02
14		Prepare operational plan for JTP for 02-03	Section 5	JTP Board, staff members, Advisor and with input from City Manager's office	July
15		Set-up office space and support services, logos and other operational infrastructure, communications infrastructure including web site	Section 5	JTP Board, Staff and Advisor with City Manager's office input	July
16	Set-Up the Destination Marketing Structure	Establish the JCVB marketing Advisory committee	Section 5	JCVB	May
17		Hold marketing strategy meeting between JTP, JCVB Marketing Advisory Committee & JCVB	Section 8	JTP, Marketing Advisory Committee and JCVB	May
18		Prepare marketing plan scope and terms of reference	Section 8	JCVB, Marketing Advisory Committee	May

19		Prepare for performance based approach and associated data capture	Section 8	JCVB, JTP, City Manager's office, Parks and Recreation	June
20		Contract tourism marketing specialist to prepare JTP Marketing Plan	Section 8	JTP Board, Advisor and JCVB CEO	July
21		Hold a conference in Fall '02 to unveil destination marketing plan and tourism standards, certification and training programs	Sections 7,8	JTP Board, staff, Advisor , JCVB, with input from industry	Nov, '02 (start planning in July)
22	Set-Up Performance Monitoring System Structure (monitoring plan and JTP performance)	Design annual November reporting system for the Tourism Management Plan review process	Section 5	JTP Board, Staff and Advisor, with transitional support from City Manager's office	July, '02
23		Based on review process requirements, design performance monitoring system objectives and scope incorporating web-based data capture where possible, agree on partners and roles	Section 9	JTP Board and Staff, Advisor - and with input from partners	June – September, '02
24		Contract Tourism Advisor to initially refine design, manage data capture and reporting	Section 9	JTP Board and Staff, Advisor and input from partners	July, '02 - ongoing

25	Establish Impact Management Structure	Set up for, assemble data for, and conduct fall tourism forum sessions on impact	Section 6	JTP Board and Staff, with input from industry, resource management, the public, and CBJ	July – November, '02, repeated each year
26		Implement Best Management Practices and take community feedback on operations	Section 6	Juneau Tourism Industry and CBJ	Until June 30, '02
27		Implement Best Management Practices and take community feedback on operations, input feedback into fall community forum	Section 6	Juneau Tourism Industry in partnership with the JTP	Ongoing after July 1, '02
28		Phase one of heliport relocation, ERA moves south	Section 6	CBJ and JTP in partnership with ERA and community	Desirable completion by April 15, '04
29		Phase two of heliport relocation, northern heliport developed	Section 6	CBJ and JTP in partnership with operators and community	Desirable completion by April 15, '05
30		Determine float plane noise reduction plan	Section 6	JTP with potential collaboration by Wings of Alaska	By November, '04
31		Develop marine wharf convertible space loading and community use area	Section 6	CBJ staff and Assembly	By April, '03

32		Consider transfer of management of street-side passenger loading from Harbor Board to Parks and Recreation Department	Section 6	Assembly	May – June, '02 for implementation in '03
33		Adopt regulations encouraging use of smaller commercial passenger vehicles for smaller loads	Section 6	Area manager, with input from operators	By July, '02
34		Implement park and ride options	Section 6	CBJ staff and Assembly	By April, '03
35		Begin process for adopting downtown delivery restrictions during cruise ship hours	Section 6	CBJ staff and Assembly with input from DBA	June, '02
36		Work with DOT to improve pedestrian crossings on Egan Drive, Marine Way, and South Franklin	Section 6	CBJ Staff and Assembly	By '03 season
37		Implement ongoing congestion management process	Section 6	JTP and CBJ, with operator input	Ongoing
38		Implement Air and Water Quality Strategy	Section 6	JTP	Ongoing
39		Implement resource health and access strategy	Section 6	JTP, with input from Trails Working Group	Ongoing
40		Conduct Safety Valve Indicators Review during Fall Tourism Forum	Section 9	JTP, with community-wide input	Each November

Implementing the Plan					
Initiate Tourism Product Development Projects and Programs					
41	Overall Action Plans	Prepare work plan and scheduling for implementing priority development projects in plan – based on this implementation framework	Section 7	JTP Board and Advisor, with transitional help from City Manager's office	May, '02
42		Prepare work plan and scheduling for implementing product development programs	Section 7	JTP Board, Staff and Advisor	July - ongoing
Priority Tourism Product Development Projects					
43	Waterfront Development Plan	Agree on scope, phasing for waterfront plan	Section 7	City Manager's office with Assembly approval	April, '02
44		Contract waterfront planners	Section 7	City Manager's office with Assembly approval	April, '02
45		Commence waterfront plan preparation	Section 7	City Manager's office for day to day oversight, JTP for strong input and assistance with public processes	May, '02

46	Events Program	Develop full events and activities plan for summer 02	Section 7	JTP and Downtown Business Association, with assistance from Parks and Recreation Department	May, '02
47		Review and agree on budgets, cost-sharing, etc	Section 7	JTP and DBA	May, '02
48		Commence implementation and monitor/evaluation results (attendance by audience type, spending generation, etc)	Section 7	JTP and DBA	May, '02
49		Commence investigation of potential for signature Juneau event related to float planes including setting up a working group drawn from business and community interests to advise JTP	Section 7	JTP and Advisor with City Manager's office and input from working group and Airport Board	June, '02
50		Develop ongoing events program based on 2002 program evaluation	Section 7	JTP and DBA, with assistance from Parks and Recreation Department	November, '02, ongoing

51	Visitor Center & Performing Arts Center	Integrate the current work of the visitor center team into the tourism management plan implementation program including the waterfront planning effort	Section 7	City Manager's office, JTP, JCVB	May
52		Initiate work on the Float Plane Museum concept through the Fixed Roof Heritage Working Group (see Action below)	Section 7	JTP, City Manager's office, , coordinated with the Comprehensive Waterfront Plan	Fall '02
53	Heritage and Cultural Interpretation	Form a working group review product quality for existing fixed roof product (e.g., museums) and to develop an action plan for product enhancement	Section 7	JTP, Goldbelt, SEAlaska and destination and cruise industry	Fall '02
54		Form a working group for guided experiences to review existing product, identify areas for improvement, training and certification requirements and establish action plan for product enhancement	Section 7	JTP and destination and cruise industry representatives	Fall '02

55		Develop plan for heritage and cultural interpretive product enhancement and development	Section 7	JTP, Goldbelt, Sealaska, and heritage interest groups, with input from annual November tourism sector review and working group findings	January, '03
56		Commence implementation based on plan	Section 7	JTP and industry	'03
57	Destination Product Development	Establish an industry working group to work with the JTP to establish programs including pilot testing of new packaged products in cultural, nature and sportfishing areas	Section 7	JTP, Advisor and industry	Fall '02
58		Organize a working conference with international and national specialty tour operators to assess existing product, potential, & brainstorm product development strategies including pilot testing opportunities	Section 7	JTP, Advisor and industry	Fall '02
59		Finalize the JTP destination product action plan including pilot packaging	Section 7	JTP, Advisor and input from working group	Jan – Feb '02

Priority Product Development Programs					
60	Standards Awareness & Certification and Tourism Training	Form an industry working group on standards and certification, and tourism training	Section 7	JTP and industry	Summer '02
61		Identify standards upgrading requirements for destination product (accommodation, tours, tour guides, etc) and associated training requirements	Section 7	JTP Tourism Standards and Training Working Group	Sep '02
62		Prepare preliminary action plan for industry including awareness workshops	Section 7	JTP Tourism Standards and Training Working Group	Sep – Oct '02
63		Present preliminary action plan at November industry conference and gather input	Section 7	JTP Tourism Standards and Training Working Group	Nov '02
64		Finalize JTP programs for standards awareness, certification and tourism training	Section 7	JTP with input from the JTP Tourism Standards and Training Working Group	Jan – Feb '03
65	Investment Promotion	Prepare Comprehensive Plan amendment to define areas suitable for tourism development	Section 7	Director of Community Development with input from JTP and JVCB	July – August, '02
66		Amend Comprehensive Plan	Section 7	Assembly	Fall '02

Marketing Program					
67		Review, adjust and apply the marketing plan presented at the November conference	Section 8	JCVB, JTP and Marketing Advisory Committee	Jan – Feb '03
68		Evaluate results/performance of JCVB on destination marketing	Section 8	Assembly, JTP and Marketing Advisory Committee	Mar '03
69		Evaluate results/performance of JCVB on convention marketing	Section 8	Parks and Recreation, JTP and Marketing Advisory Committee	Mar '03
<i>Monitoring and Maintenance of the Tourism Plan</i>					
70	Annual Fall Review of Tourism Sector	Design full annual fall review program for tourism sector incorporating action item 20 above	Section 9	JTP Board & staff, Advisor with input from all stakeholders	July, '02
71	Tourism Management Plan Updates	Design process for annual updates and amendments to Tourism Management Plan and review of role of JTP in Juneau tourism, including approval by Assembly	Section 9	JPT Board, staff, Advisor with input from City Manager's office	July, '02
72	Annual Review with Assembly	JTP will present "state of tourism" report to Assembly, with recommendations for changes to plan, changes in JTP role, foreseen Assembly actions for the upcoming year	Section 9	JTP Board, staff	Mid November – December, Annually

Presented by: The Manager
Introduced: 08/05/2002
Drafted by: COW

RESOLUTION OF THE CITY AND BOROUGH OF JUNEAU, ALASKA

Serial No. 2170

A Resolution Adopting Tourism Management Policies.

WHEREAS, tourism is a basic component of Juneau's economy and affects every resident, and

WHEREAS, it is in the public interest to identify tourism issues and solutions that earn the support of the entire community, and

WHEREAS, tourism requires partnerships and collaboration in order to prosper, and

WHEREAS, these partnerships must go beyond simple coordination to include opportunities for all interested citizens to work together on policies, programs, and action plans to advance tourism that enhances the quality of life in Juneau, and

WHEREAS, these opportunities can best be provided in a collaborative process that engages all participants as peers in dialogue, mutual learning, and shared responsibility, rather than as special interest advocates, and

WHEREAS, community consensus can be difficult to achieve in a divisive or poorly attended public hearing but workable in a process that brings people together in a spirit of collaboration to generate solutions and solve issues, and

WHEREAS, in order to foster a collaborative approach to tourism issues, the Assembly directed the Manager to engage staff and outside experts in the design and implementation of a year-long public discussion of tourism planning including stakeholder interviews, public internet polls, open houses, public meetings and hearings, and

WHEREAS, this process resulted in a Draft Tourism Management Plan which was presented to the public in March of 2002, and, after extensive public comment, to the Assembly in April of 2002, and

WHEREAS, the Assembly extensively reviewed the April final draft, including holding meetings and taking public testimony at the Committee of the Whole, Planning and Policy, Public Works and Facilities, Lands, and Human Resources Committees;

NOW, THEREFORE, BE IT RESOLVED BY THE ASSEMBLY OF THE CITY AND BOROUGH OF JUNEAU, ALASKA:

Section 1. Policies. The following shall be the tourism management policies of the City and Borough of Juneau:

- A. *Vision for Tourism.* 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.
- B. *Partnerships.* It is the policy of the CBJ to establish and support a partnership, based on collaborative discussion and cooperative action, between the community of Juneau and its local tourism industry.
- C. *Proactive Approach.* It is the policy of the CBJ to take a proactive approach to tourism management, guiding the future with a plan and an organization that will foster the evolution of tourism in Juneau. Tourism management is defined as the implementation of Juneau's tourism vision, carried out as a partnership between the industry and the community, and includes addressing economic, social, environmental, and product quality issues.
- D. *Tourism Success.* It is the policy of the CBJ to succeed at both cruise tourism and destination travel. Success entails maximizing the benefits of tourism in Juneau, while minimizing the costs and impacts; achieving the social, environmental, and economic goals that Juneau's residents and businesses seek. It is not measured by the number of visitors to Juneau, but, rather, by progress toward those goals and the vision adopted by Juneau. Success includes being good at the tourism goals that are chosen, including the quality of visitor experience.
- E. *Cruise Tourism.* It is the policy of the CBJ to strengthen and maintain its strong position in the cruise tourism marketplace, including small ship cruising, building on the mix of experiences now offered and improving the downtown business experience.
- F. *Destination Tourism.* It is the policy of the CBJ to work proactively to grow the destination travel component of the local economy, setting out to become a premier destination-combining nature, adventure, heritage, and cultural experiences-and to attract high value customers and focus on guided experiences. It is the policy of the CBJ to position itself as a small meetings and conference host serving regional and niche markets. It is the policy of the CBJ to facilitate product development to enable significant growth in the destination tourism sector. It is the policy of the CBJ to substantially enhance the attractiveness of Juneau as a destination community.

- G. Destination Marketing.* It is the policy of the CBJ to develop a destination marketing strategy aimed at regions and niches that are a match for Juneau's experience-based tourism. The target market is people who come to Juneau to enjoy the natural and cultural experiences that are unique to this area.
- H. Product Quality and Standards.* It is the policy of the CBJ to develop a comprehensive standards awareness and development program (for accommodations, guides and interpreters, attractions, restaurants, and the service sector) to ensure product quality commensurate with the quality expected in the high-end destination travel market.
- I. Safety Valves.* It is the policy of the CBJ to develop viable strategies by December 31, 2003 that would go into effect if tourism growth or impacts exceed acceptable levels. These strategies, or "safety valves", will protect both community and business interests. There is a limit to the physical capacity of the downtown harbor and the narrow transit corridor along the downtown waterfront. A "safety valve" plan acknowledges such limits and, further, recognizes that the use of land and infrastructure is determined by the capacity of the natural and human-made environments to accommodate such uses without harm to the health, safety, and welfare of the citizens and visitors to the city.
- J. Indicators.* It is the policy of the CBJ to develop measurable indicators for both cruise tourism and destination travel and to develop a process by which indicators trigger "safety valves." It is the policy of the CBJ to be proactive in updating indicators and mechanisms and to work with industry, resource managers, and the community to manage capacity and impacts before they reach indicator levels.
- K. Roles.* It is the policy of the Assembly to meet quarterly with the Juneau Convention and Visitors Bureau to ensure that Juneau's destination marketing goals are being met, and to work closely with the Port Development Committee to provide a collaborative partnership with the Docks and Harbors Board.
- L. Waterfront Revitalization.* It is the policy of the CBJ to develop a waterfront that enhances the image of the community, adds to the quality of life for residents, facilitates tourism, commercial activity and investment, and strengthens retail, entertainment and service activity.
- M. Traffic and Pedestrian Movement Through Downtown.* It is the policy of the CBJ to facilitate traffic and pedestrian movements in and through downtown Juneau.

- N. Recreational Resources.* It is the policy of the CBJ to provide a variety of high quality recreational opportunities and experiences for residents and visitors that capitalize on Juneau's remarkable resources and unique characteristics.
- O. The CBJ Comprehensive Plan.* The provision in the Comprehensive Plan dealing with tourism has been through a very long process and is well-balanced. The current system requiring Conditional Use Permits for bed and breakfasts and similar facilities has worked well.
- P. Helicopter Flightseeing.*
1. It is the policy of the CBJ to work with residents, operators and appropriate government agencies to implement a phased development of alternative heliports to accommodate helicopter flightseeing operations. Recent studies commissioned by the CBJ identified and suggest moving flight patterns and the associated noise in order to reduce overflights of all residential areas. The purpose of this policy is to implement those findings and relocate flightseeing operations to the periphery of our community, effectively eliminating residential overflights and noise impacts on all neighborhoods and reduce the impacts of residential areas.
 2. The manager shall work with the Juneau Tourism Partnership to consider satellite heliports. Initial steps should include conducting an initial-phase feasibility study on the construction of a new heliport at the DuPont or Sheep Creek alternatives identified in the Michael Baker Study before exploring other locations. Other locations, or other management approaches may be explored if identified as alternatives in an environmental study. The feasibility study should include:
 - a. An environmental assessment, environmental impact statement, or similar analysis, as appropriate, including access feasibility or a road improvement/extension as well as marine access and identification of mitigation measures.
 - b. Cost analysis of access alternatives.
 - c. Management/Operations Plan and associated costs.
 - d. Coordination with operators regarding development, operation and management issues.
 - e. Timeline projections for project completion.
 - f. Financing alternatives for the project.

This Comparative Analysis should be funded and conducted separately from the Juneau Tourism Management Plan and should offer conclusions and recommendations of a preferred site.

3. It is the policy of the CBJ to support the USFS Helicopter Landing Tours on the Juneau Icefield, 2003-2007 Record of Decision (ROD) dated April 16, 2002. The Alternative F selected in the ROD reflects the course of action desired by the CBJ to develop workable solutions to flightseeing issues while recognizing both the needs of the residents of Juneau and the flightseeing operators. The CBJ supports the growth of our flightseeing businesses to best serve visitors from all over the world who come seeking this unique experience. At the same time, we are committed to resolving the noise impacts that local residents experience. Our objective is to make Juneau a better place to live, work, and visit.
 4. It is the policy of the CBJ to explore significant noise reduction possibilities through the use of quiet technology and offer workable solutions for both operators and residents alike.
- Q. *Fixed-Wing Flightseeing.* It is the policy of the CBJ to work with residents, operators and appropriate government agencies to explore the establishment of a noise abatement program utilizing quiet technology for use on fixed-wing aircraft operating from the downtown Seadrome. The findings of the Michael Baker Study illustrate significant noise reduction possibilities through the use of quiet technology and offer workable solutions for both operators and residents alike.

While the CBJ commits to addressing the noise impacts associated with fixed-wing aircraft operating from the downtown Seadrome, it also recognizes the historical use of fixed-wing aircraft as an integral component of the Juneau waterfront. The CBJ acknowledges the ongoing efforts of the Gastineau Channel float plane operator, Wings of Alaska, for past upgrades to quieter equipment, limiting growth and modifying management practices to reduce noise impacts.

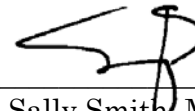
Section 2. Reference Materials. The policies established in this resolution shall be implemented and interpreted using the following materials:

- A. *The Juneau Tourism Management Plan* dated April, 2002 and prepared by Egret Communications/ARA Consulting. In the event of a conflict, this resolution shall prevail.
- B. The Memorandum of Understanding between the CBJ Assembly and the Docks and Harbors Board, dated July 8, 2002 shall be used to implement policy K.

- C. The CBJ Comprehensive Plan reflects the commitment of citizens to the protection of the Borough's air, water, and other natural resources and shall be used to implement policies related to air and water quality and natural resource protection. See policies 3.3, 3.4, 3.5, 3.6 (pages 63-68) in the CBJ Comprehensive Plan.

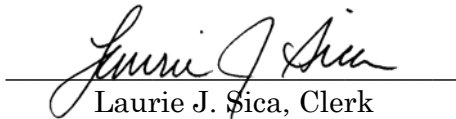
Section 3. Effective Date. This resolution shall be effective immediately upon adoption.

Adopted this 5th day of August, 2002.



Sally Smith, Mayor

Attest:



Laurie J. Sica, Clerk

Vote: Unanimous



Progress Report
JUNEAU TOURISM COLLABORATION
Phase 1
October 2003 – April 2004

Prepared for:
Collaboration Juneau, Inc.
Juneau Assembly
City and Borough of Juneau

Stephen McCormick
David D. Chrislip
July 2004

Contents

1. Summary	3
2. Background	4
3. Assessment	5
4. Principles of Collaboration	6
5. Launching “Collaboration Juneau”	9
A. The focus of the collaboration.	
B. The “hosting” institution: “Collaboration Juneau, Inc.”	
C. Identifying the stakeholders	
D. Moving from the “Initiating Committee” to the “Steering Committee	
E. Raising funds	
F. Retaining process consultants	
6. The Collaboration: Phase 1	14
A. Meeting Schedule	
B. Meeting Format	
C. Meeting Highlights	
i. <u>October 1, 2003</u>	
ii. <u>October 29, 2003</u>	
iii. <u>November 19, 2003</u>	
iv. <u>December “information sub-groups”</u>	
v. <u>January 17, 2004</u>	
vi. <u>February 10, 2004</u>	
vii. <u>March 18, 2004</u>	
viii. <u>April 19 / 21, 2004</u>	
7. Phase 2: Solving problems & addressing opportunities	26
8. Phase 3: Tourism collaboration over the long term	27

1. Summary

The Juneau Tourism Collaboration has been underway since mid-2003. The collaboration involves some 40-80 persons, reflecting a wide range of perspectives on tourism and Juneau's future, meeting monthly to deal with the fundamental question: "How will Juneau and tourism live together?" Collaboration Juneau, Inc. (CJI), a local nonprofit, hosts the collaboration.

The collaboration has four concrete goals:

- Develop a community-wide, comprehensive understanding of tourism in Juneau;
- Forge a shared understanding of possible tourism futures for Juneau;
- Find and evaluate tourism opportunities and constructive long-term solutions to pressing tourism problems; and,
- Provide the nucleus of a long-term mechanism for managing tourism in Juneau.

Phase 1 of the collaboration resulted in significant progress on the first two goals; this took from October 1, 2003 to April 21, 2004.

The stakeholder group has now agreed to move to Phase 2 and take up two issues of concern to many. In the Fall 2004, the stakeholders agreed to begin work on the issue of "enhancing the downtown experience for residents and visitors, focusing on the movement of people and vehicles in and through downtown and other key tourist locations."

As soon as it becomes clear that progress is being made on the above issue, the stakeholders agreed they would begin looking for ways to address the specific issue of flightseeing noise.

Stakeholders will be searching for broad agreement on recommendations to the Juneau Assembly, the City and Borough of Juneau (CBJ) and other decision-making bodies and community groups, first on the issue of downtown vitality and tourism-related congestion, and later on the issue of noise and noise abatement.

Phase 1 of the collaboration involved eight (8) "stakeholder meetings", seven of them held on weekday evenings and one an all-day Saturday session. Over the course of these meetings, stakeholders:

1. Identified their broad concerns regarding the future of Juneau and tourism;
2. Identified the information they felt they needed in order to address these concerns;
3. Tasked community members to gather and present this information to them, and discussed its meaning and relevance to them;
4. Developed four plausible "scenarios" for the future of Juneau and tourism, based on the number of visitors (more or fewer) and the creativity of Juneau's collective response (more creative or less creative);
5. Used these scenarios to re-evaluate their concerns and prioritize specific issues; and
6. Selected the first issues to be addressed specifically in the fall, after the close of the current tourism/summer season.

Meetings have involved between 30-80 participants, with a core of some 40 attending a majority of meetings. The agenda for each meeting, and for the collaboration as a whole, is shaped by a Steering Committee of 11 community members, assisted by two outside consultants.

Perhaps the most important outcome from Phase 1 was a heightened level of understanding and trust between individuals who have not recently engaged with each other in a proactive setting on matters related to tourism. This understanding and trust, though still fragile, is a prerequisite for allowing community members to discuss specific issues openly and respectfully, and jointly seek areas where they can agree on recommendations and actions in the best interest of Juneau.

2. Background¹

In 1989, roughly 200,000 cruise ship passengers visited Juneau; for the 2004 season, that number is projected to be some 1.2 million passengers and crew. While providing economic benefit to Juneau, large-scale tourism also presents significant challenges to the community.

As early as 1988 conflicts arose between tour providers and citizens, and the Assembly appointed an *ad hoc* committee to determine ways to lessen the noise from flightseeing. As the number of cruise ship passengers (and the associated impacts) rose steadily between 1992 and 1999, the Assembly appointed four other committees to address the main tourism problems: downtown pedestrian and vehicular traffic congestion, flightseeing noise in residential areas, and cruise ship emission (air and water²). These were:

- Ad Hoc Noise Abatement Study Committee (1992-94);
- Tourism Working Group – TWG (1994) (the “Twig”);
- Tourism Advisory Committee – TAC (1997) (the “Tac”); and,
- Assembly Policy and Planning Committee -- PPC (1999).

In 2000, the CBJ created and staffed a municipal tourism program, conducted a comprehensive flightseeing noise study, and joined with the U.S. Forest Service in assembling representatives from nine interested groups³ to mediate solutions to flightseeing noise. Also in 2000, some citizens attempted to address the issue through an initiative that would have imposed restrictions and regulations on those services.

Although many well-meaning citizens spent countless hours in committees and meetings, no widely accepted solution to any of the problems was crafted by any of the groups. In fact, the groups themselves often became the focus of controversy over persons appointed and not appointed, perceived or actual conflicts of interest, lack of public process and input, (perceived or actual) voting blocks, and the appointees’ lack of authority to represent the views of, and make decisions for, other citizens. The Assembly also experienced difficulty in finding and implementing its own solutions to tourism problems as its members changed following elections and as citizens argued, lobbied, and sometimes litigated over actions CBJ proposed or took.

In 2001, the CBJ contracted with Egret Communications, an Oregon-based consulting firm, for the development of a long-range tourism management plan. That plan recommended that the CBJ “take a proactive approach... guiding the future [of tourism in Juneau] with a plan and an organization ... carried out as a partnership between the industry and the community, ... addressing economic, social, environmental, and [tourism] product quality issues.” The organization proposed would be called the Juneau Tourism Partnership – the “JTP”; it would be an independent, non-profit “... venue for collaborative discussion and cooperative action among

¹ This section was largely drafted by Mala Reges, Collaboration Juneau Steering Committee member, from information presented to the stakeholder group in January 2004 – *Tourism Planning and Management in Juneau: A Short History*, which in turn cites CBJ’s *Chronology of Tourism Studies and Tourism Committees* (2000).

² Now addressed mainly through the Environmental Protection Agency (EPA) and the State of Alaska, Department of Environmental Conservation.

³ The groups included the CBJ, USFS, fixed-wing and helicopter operators, cruise lines, local businesses, conservation interests, and two citizen activist groups.

the many stakeholders in Juneau’s tourism picture.”⁴ The Assembly passed a resolution broadly supporting these recommendations in August 2002⁵. They discussed who might be appointed to the JTP and how it would operate.

As the Assembly struggled to build a JTP, different interest groups made known their (sometimes strong and often contradictory) views on how the body should be structured, who should be on it, the way in which it would make decisions, the scope of its authority, etc. At the same time, after learning more about collaboration through various meetings and symposia, a group of citizens began to talk of launching a citizen-led collaboration around tourism issues. By fall 2002, there was enough interest to invite David Chrislip, author of *Collaborative Leadership* and the *Collaborative Leadership Handbook*, to speak to the Assembly, CBJ staff, the Chamber of Commerce, and an open meeting of interested community members. Shortly thereafter, a core group of Juneau citizens began to explore launching collaboration in earnest. The Assembly decided to offer financial support toward this citizen-led collaborative effort and to defer the creation of an Assembly-appointed JTP.

3. Analyzing the context for collaboration in Juneau

In the spring of 2003, Stephen McCormick made three trips to Juneau, underwritten by CBJ, to explore the feasibility of launching a collaborative effort focused on tourism. Paula Terrel, from the Thane Neighborhood Association and Jamie Parsons, then Executive Director of the Juneau Chamber of Commerce identified a list of interviewees who could provide a range of perspectives on tourism in Juneau and help determine whether a collaborative approach might be feasible. Several of the first interviewees were familiar with collaboration, but many were not. Egret Communication had previously identified some of them as individuals who might be interested in being members of the “JTP”. They were (in the order interviewed):

NAME	AFFILIATIONS
Tim McDonnell	TEMSCO Helicopters
David Goade	Goldbelt, Inc.
Mala Reges	Juneau Community Mediation
James King	Trail Mix, Inc
Sandy Warner	Retired; City Parks & Recreation Board
Bruce Botelho	Juneau attorney; former Attorney General, State of Alaska
David Stone	AEL&P
Dave Hanna	Private contractor
Larry Spencer	Spencer Realty; Downtown Business Association

⁴ Juneau Tourism Management Plan, Section 5.1 (2002).

⁵ Resolution of the City and Borough of Juneau, Alaska, Serial No. 2170, August 5, 2002.

Jamie Parsons (by telephone)

Chamber of Commerce; former Mayor of Juneau

Paula Terrel and Maria Gladziszewski, from CBJ, arranged the interviews. In individual 60-90' meetings we discussed the lessons learned in effective collaborations in other American communities and the lessons learned from previous efforts to address tourism in Juneau. At a final meeting, attended by most of these individuals, McCormick's general findings and observations were reviewed and discussed. He proposed that a carefully designed and focused collaboration could in fact be launched and suggested that, if it were, this group could form the nucleus of an ad-hoc (i.e., individually engaged, rather than officially sanctioned) "Initiating Committee" to take the prospect of a Juneau collaboration to the next step. A majority of those present indicated at least tentative agreement to proceed.

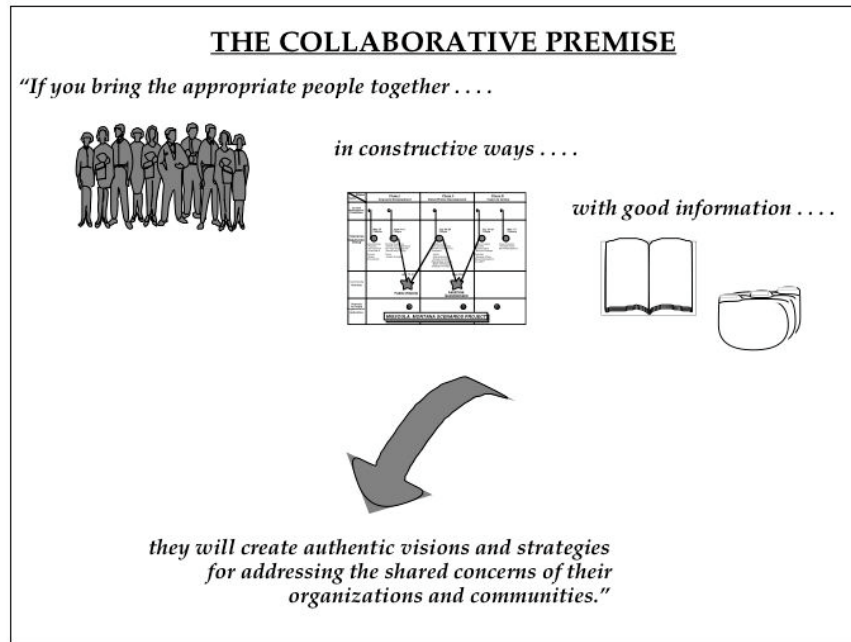
4. Principles of Collaboration

On the basis of analysis of effective community-wide collaborations in a number of American communities, we know that collaboration is only one of many options for addressing public issues and that it is chosen, at times, only after other options have failed.

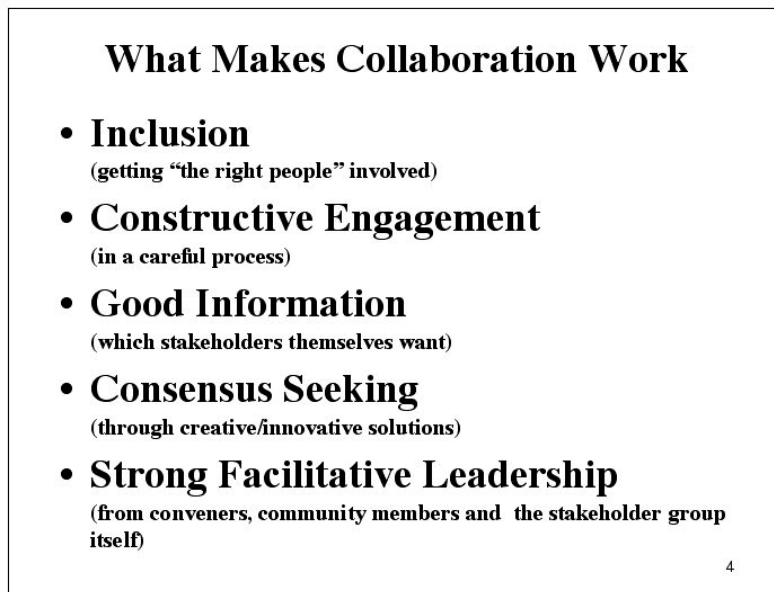
<u>A SPECTRUM OF STRATEGIES FOR ADDRESSING PUBLIC ISSUES</u> <table border="0" style="width: 100%;"><tr><td style="text-align: center; width: 33%;">Against the System</td><td style="text-align: center; width: 33%;">Within the System</td><td style="text-align: center; width: 33%;">Parallel to the System</td></tr><tr><td colspan="3" style="text-align: center;"></td></tr><tr><td style="vertical-align: top;"> • Civil Disobedience • Economic Action (e.g., strike, boycott) • Physical Violence </td><td style="vertical-align: top;"> • Executive Action • Legislative Initiative • Voter Initiative • Judicial Action </td><td style="vertical-align: top;"> • Collaboration • Mediation • Negotiation </td></tr></table> Juneau interviews - April 2005	Against the System	Within the System	Parallel to the System				• Civil Disobedience • Economic Action (e.g., strike, boycott) • Physical Violence	• Executive Action • Legislative Initiative • Voter Initiative • Judicial Action	• Collaboration • Mediation • Negotiation	<i>Deciding to Collaborate</i> 1. Because "traditional" ways of decision-making have failed us • Political maneuvering fails to yield real decisions... • "Losers" work to reverse "winners" victories • Litigation leaves bitterness... • Formal mediation fails... 2. Because the issues have become tremendously complex 3. Because we see an opportunity to strengthen the community by engaging pro-actively on a matter of importance to many 2
Against the System	Within the System	Parallel to the System								
										
• Civil Disobedience • Economic Action (e.g., strike, boycott) • Physical Violence	• Executive Action • Legislative Initiative • Voter Initiative • Judicial Action	• Collaboration • Mediation • Negotiation								

In researching successful collaborations for their 1984 book "Collaborative Leadership", David Chrislip and his co-author Carl Larson developed a basic premise which has guided a number of successful collaborations since then:

"If you bring the right people together, in constructive ways, with good information, they will create authentic visions and strategies for addressing the shared concerns of their organizations and communities"



In reviewing the possibility of launching a successful collaboration in Juneau, we explored with interviewees whether some of the fundamental requirements might be found in the community.



We reviewed the critical roles in some detail:

- a) **a constituency for change:** a group of individuals – the Stakeholder Group – who are unwilling to continue with "business-as-usual" in the face of a persistent civic challenge, who have enough broad community credibility to champion a creative consensus across many sectors, and who are influential enough to see that agreements are translated into action;
- b) **content expertise:** the Stakeholder Group needs to have access to necessary information and work at becoming, at the very least, well-informed laypersons on the matter under

consideration. They may need to seek the advice of experts. However, if the issue requires broad civic agreement, “experts” cannot drive the agenda – they serve the needs of the stakeholders, who will eventually craft any final agreements themselves;

- c) **process expertise:** either from amongst themselves or by hiring outside facilitators, the Stakeholder Group needs to find individuals who are “content neutral” (have no stake in the specific outcome of the collaboration) and “process savvy” (who can design and facilitate the series of meetings which will lead to agreement);
- d) **facilitative community leadership:** a core of the Stakeholder Group, from different sectors and reflecting the interests of different constituencies, must step forward and play a leadership role in initiating the collaboration, recruiting others to join, keeping it going during difficult times and helping translate recommendations into action.

On the basis of feedback from the interviewees, we proposed that, on balance, a Juneau tourism collaboration might be successful if it were built around six principles:

A “Juneau Collaboration” must...

1. ...aim for generating broad-based consensus, rather than serving as a venue for traditional majority-rule decision-making;
2. ...be broadly inclusive, reflective of the diversity of interests in Juneau and reaching out to the unusual as well as the usual voices in the community;
3. ...be transparent and open to interested participants, but its work must proceed through sustained dialogue among committed stakeholder rather than through traditionally-conducted public meetings;
4. ...lay the groundwork for shared understanding of issues, options, interests and assumptions among stakeholders before it tries to address specific challenges;
5. ...pay a great deal of attention to process issues, including: agreement on ground rules, agreement on expected behaviors, agreement regarding decision-making, and agreements on sequential steps and outcomes; and,
6. ...be guided and sustained by a core of “leaders” from different sectors of the community who are willing to remain engaged through difficult periods and serve as champions for any agreements reached.

Following these preliminary meetings, David Goade, Dave Hanna, James King, Tim McDonnell, Jamie Parsons (again, by telephone), Mala Reges, Larry Spencer, David Stone and Paula Terrel agreed to constitute themselves as an informal “Initiating Committee” and work to launch a collaboration in Juneau. Maria Gladziszewski was asked to remain involved as CBJ’s liaison to the group.

5. Launching “Collaboration Juneau”

In an April 24, 2003 Report to CBJ, McCormick proposed that the Juneau Assembly:

1. “support... the creation of an ad-hoc “Initiating Committee” of 8-12 committed individuals to guide this initial collaboration; and
2. provide... partial funding for the work of this Committee and the work of a larger stakeholder body.”

He identified the tasks of this Initiating Committee as:

1. “agree[ing] on the initial focus and scope of the collaboration, striving in particular to pick an initial task which will permit the longer-term collaboration to build on a foundation of success;
2. identify[ing] and recruit[ing] a “Stakeholder Group” of some 20-60 persons, who will constitute the heart of the working collaboration, and who will be broadly and inclusively reflective of the different perspectives and interests in Juneau;
3. agree[ing] on interim arrangements to manage the collaboration (a host organization, a budget, a coordinator, one or more process experts);
4. serv[ing] as a forum for issue identification, dispute resolution and consensus decision-making when necessary in the course of the collaboration, and as a point-of-contact for individuals not actively engaged as stakeholders but interested in the”

CBJ approved funding to launch the collaboration in May 2003 and provided the first funds in August.

The Initiating Committees reviewed the tasks required of any group launching a collaboration. In particular the Committee focused on:

- a) Defining the initial purpose, scope and focus of the collaboration – its goal;
- b) Identifying or setting up the institution which would “host” the collaboration and handle logistical details;
- c) Identifying the stakeholders;
- d) Turning the ad-hoc “initiating committee” into a more formal “Steering Committee” and making sure it had the credibility to convene these stakeholders and “steer” the process;
- e) Developing a sufficiently detailed budget and initial fundraising strategy; and
- f) Retaining any process consultants necessary.

A) The goals of the collaboration. From the outset, committee members agreed that the fundamental question they – and Juneau – faced, was:

“How will Juneau and tourism live together?”

After a great deal of discussion, it was agreed that this collaborative effort would have four specific goals:

Collaboration Juneau

- Goals

- Develop a community-wide, comprehensive understanding of tourism in Juneau;
- Forge a shared understanding of possible tourism futures for Juneau;
- Find and evaluate tourism opportunities and constructive, long-term solutions to pressing tourism problems;
- Provide the nucleus of a long-term mechanism for managing tourism in Juneau.

October 1, 2003 Stakeholder Meeting

Stakeholders were invited to join the collaboration to address these specific questions, and the goals have been re-stated and re-confirmed a number of times.

B) The “hosting” institution. Having considered the possibility of asking an existing institution to host the collaboration, the Initiating Committee opted to create a Juneau-based non-profit tax-exempt institution “Collaboration Juneau, Inc.”. Collaboration Juneau’s Articles of Incorporation specify that its primary purpose is:



**Collaboration
Juneau, Inc.**

“... coordinating an inclusive, collaborative association of Juneau citizens to foster a community-created tourism vision for Juneau, Alaska and provide all citizens of Juneau, Alaska a non-governmental forum to discuss and resolve tourism-related issues that impact their livelihood and quality of life.”

The Initiating Committee members agreed to act as incorporators and as the initial board of directors.

C) Identifying the stakeholders. The Initiating Committee was clear from the start on two matters:

- it wanted to assure that the collaborative process would be as inclusive as possible;
- it wanted to make sure that a wide range of perspectives were brought to the table, rather than relying on getting the usual individuals or institutional players together again.

From the outset, Initiating Committee members and other observers wanted to know how big a stakeholder group was required and who needed to be a part of this group, if the collaboration was to be “successful.” Chrislip and McCormick suggested that the critical question with respect to the composition of the stakeholder group would always be:

“If this group were to agree on a course of action, would its recommendations be credible to elected leaders, community groups, business leaders and other critical decision-makers... and could this group hold those decision-makers accountable for action?”

If the answer to both questions was “yes”, the stakeholder group could be always be judged “good enough” to proceed. With this in mind, the Initiating Committee agreed that we would not limit the size of the stakeholder group, nor identify a threshold above which it had to remain. From experience elsewhere, it was thought that if some 100+ individuals were identified, and some 75% of those accepted an invitation to attend, and some 50% of those remained essentially engaged from meeting to meeting, the collaboration would likely remain broadly credible and reflective of Juneau’s diversity. The committee recognized up front that reaching out to some groups might be more difficult than reaching out to others. To help in identifying all perspectives, a “stakeholder matrix” was developed. An early example of the matrix is:

[illegible]

Using tools such as the matrix to help them, the Initiating Committee identified some 200 people who would receive personal letters of invitation. Recognizing that they would have missed many potential participants, the Committee agreed to place announcements in the local press and invite all interested parties to attend. The Committee agreed that the collaboration would be open to any and all interested persons. However, the committee agreed to ask elected officials to join primarily as observers, both in the course of campaigns and while holding office.

Invitations were sent out on early September, an announcement was placed in the Juneau Empire, and public service announcements were broadcast on KTOO, KINY and KJNO, all inviting stakeholders to attend the first meeting, October 1, 2003 at Centennial Hall, Juneau.

D) Moving from the “Initiating Committee” to the “Steering Committee”. From the beginning, Committee members recognized that they would need to expand and/or change the composition of the Initiating Committee, and the Steering Committee which would emerge from it, to ensure that it was sufficiently credible to bring stakeholders to the table and then work with the outside facilitators to shape the meeting agendas. Committee members were clear that their job was not to do the actual work of achieving the collaboration’s goals – that was the work of the stakeholders themselves. Committee members agreed that they would:

- invite the stakeholders, and use their credibility to keep them engaged through difficult periods, if necessary;
- retain outside experts (initially McCormick & Chrislip) and work with them to shape the group’s agenda;
- review progress and adapt timeframes, goals and agendas in light of stakeholders’ willingness to move forward at each stage; and,
- mediate where they could, should disagreements arise over process, timelines, and intermediate goals, and propose solutions for stakeholder agreement.

Because Jamie Parsons was leaving the State for an extended period, it was recognized that he would be able to play only a peripheral role in the collaboration. Since David Stone had been elected to the Juneau Assembly, it was agreed that he would step down from the committee and serve as a liaison to the Assembly. James King asked to step down from the committee in the light of his other commitments. Over the course of the next year, the Committee recruited four more Juneau citizens to serve:

NAME	AFFILITATIONS
Todd Saunders	Chamber of Commerce (now US Small Business Admin.)
Don Habeger	Royal Caribbean Cruise Lines
Margo Waring	State of Alaska
Cheryl Van Dyke	Southeast Alaska Wilderness Exploration Analysis & Disc.

Todd Saunders and Paula Terrel agreed to serve as Co-Chairs. The Committee determined that its meetings would be open to the public, except for those at which they attempted to deal specifically with personal conflicts or potential conflicts, and those where they themselves underwent “training” in their role as Steering Committee members. The Committee agreed that they would take general notes of their meetings, and that these would be available for review by interested persons, but that they would not keep formal or detailed minutes of most meetings.

To further increase the "transparency" of the steering committee meetings and to make information about the collaborative process and specifically, about Collaboration Juneau, the steering committee decided to put all relevant information on a website. In late Fall, 2003, Todd

Saunders designed the website, www.collaborationjuneau.com. This is periodically updated and Visitors to the site can find information on the collaborative process as well as the stakeholder meeting notes and agendas and the steering committee minutes.

E) Raising funds

The City & Borough of Juneau Assembly made an initial grant of \$46,000 to Collaboration Juneau in August 2003. In March 2004, the Assembly further supported CJJ with an additional \$50,000 to carry the collaboration through June 2004 and the completion of Phase 1. In June 2004, the Assembly granted \$50,000 to CJJ for the period July 1 2004 through May 30, 2005. This last grant will help with funding for Phase 2 of the collaborative work on tourism related congestion and flightseeing noise. All CBJ funding was from its passenger fee fund.

In addition, the U.S. Forest Service has provided \$50,000 to Collaboration Juneau for Phase 2, under its Economic Recovery Grant program. Several smaller community contributions have also helped with Collaboration Juneau's funding efforts as follows:

Bill Leighty & Nancy Waterman -	\$ 200
Skaggs Foundation	\$1,000
AJT Properties -	\$1,000
Alaska Discovery, Ken Leghorn & Susan Warner -	\$ 1,125

Collaboration Juneau will also be applying for funding from the Alaska Conservation Foundation for its fall stakeholder meetings.

F) Retaining process consultants. Like the vast majority of community collaboration efforts, this one is championed by community members who have a deep commitment to the actual resolution of the issues at hand. The Collaboration Juneau Steering Committee members make the **process decisions**, about *how* the stakeholder group will proceed with its deliberations and in what order they will address various issues. They also serve as essential facilitator and moderators of round table discussions. However, they have strong personal views on tourism and Juneau's future, and cannot put them aside and act as completely neutral facilitators. At this point they have contracted **David Chrislip** and **Stephen McCormick** as process consultants. Stephen and David work with the Steering Committee before and after each meeting to design the agenda and propose appropriate tools for moving the stakeholder group toward agreement. David and Stephen have also worked to deepen the Steering Committee's understanding of collaboration. **Krisanne Rice**, an experienced facilitator from Sitka with substantial experience as part of Sitka's recent collaboration, has provided assistance with a number of critical meetings.

The Steering Committee is aware that using experts from outside Juneau (and outside Alaska) involves some extra cost and might be perceived to detract from the "community" nature of the endeavor. The committee has, to date, determined to keep working with the process consultants

who helped design and launch the effort, and the stakeholder group has broadly supported them in this decision. However, the committee will be periodically reviewing its options in light of the progress of the collaboration.

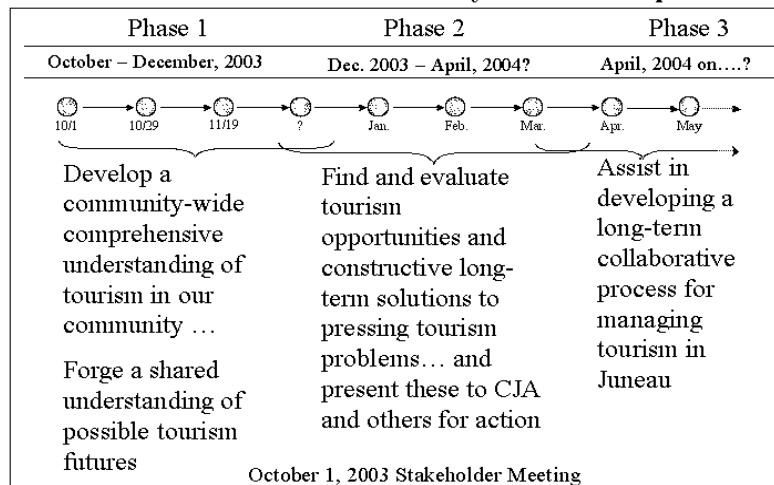
6. The Collaboration: Phase 1

The Steering Committee agreed that the goals of Phase 1 would be:

- **“Develop a community-wide comprehensive understanding of tourism in Juneau**
- **Forge a shared understanding of possible tourism futures for Juneau”**

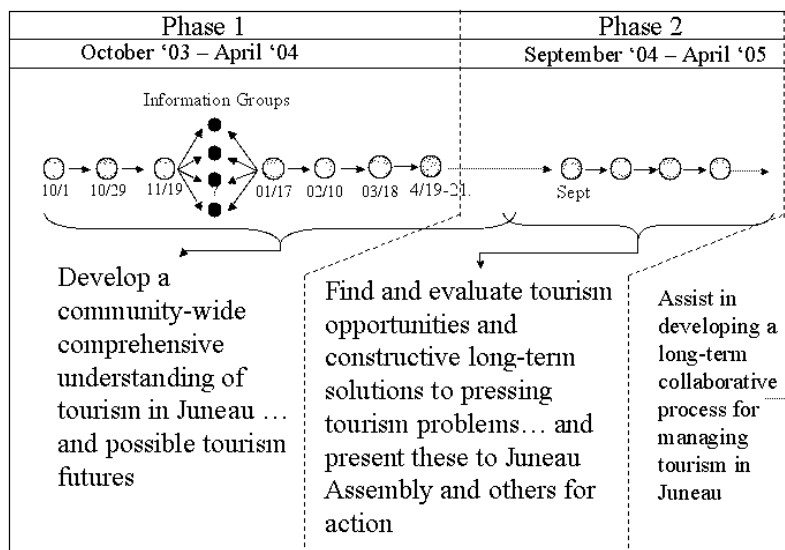
The collaboration was formally launched with a 2 1/2 hour meeting on October 1, 2003. Steering Committee members and consultants initially hoped that these goals could be reached by the end of December 2003 and the first of many *process maps* was drawn up.

Collaboration Juneau Draft Process Map



It very soon became apparent that the level of trust – in the process, the consultants, and among participants – would necessitate a significantly more conservative approach to reaching these first goals. The process will actually unfold more or less as follows:

Collaboration Juneau - Revised Process Map



A) Schedule

The Steering Committee decided on a schedule of one 3± hour meeting a month; Wednesday evenings were generally chosen (the one Saturday working session was, in general, not appreciated). It was clear to the Committee that we would not be able to meet in December (vacation schedules) nor after the start of the high tourism season. The actual schedule of meetings was:

Date	Focus
October 1, 2003	Introduce “collaboration”; review & confirm goals; agree on benefits and challenges in Juneau; first agreement on “ground rules”
October 29, 2003	Review goals; review proposed ground rules; introduce concepts for working together; first iteration of community tourism concerns & information needs
November 17, 2003	Confirm ground rules; validate community concerns, refine information needs & strategy; assign sub-group tasks; review how to “work” with information
December 2003	Four (4) sub-groups meet to gather information and prepare presentations
January 17, 2004	Presentations: Economy; Local Issues; Visitor Experience; Planning (long working Saturday)
February 10, 2004	Finish presentations; review “scenarios” (use and tools); begin outlining “Juneau Tourism Scenarios”
March 18, 2004	Continue developing “Juneau Tourism Scenarios;” confirm validity
April 19, 2004	Agree on basic implications of scenarios for tourism futures in Juneau; prioritize concerns for fall work
April 21, 2004	Final agreement on priority issues for fall 2004 work; agreement on process suggestions and possible areas for agreement; identify desired changes to fall collaboration process.

B) Meeting Format

Meetings had between 30-60 participants. (Newcomers were asked to come 30-60 minutes early to review principles of collaboration and the work accomplished to date). As participants joined the meeting, they were divided into random groups of 8-10 persons at a round table. Steering Committee members assigned themselves randomly to each table. Participants could generally count on being at tables with a different group of community members at each meeting (except that participants were kept in the same groups for the February 10 and March 18 sessions discussing the “Juneau Scenarios”).

Steering Committee members opened the meetings, and they and the consultant(s):

- Reviewed the overall collaboration goals;
- Reviewed the agenda and desired outcome for this meeting;
- Reviewed the outcomes/agreements of previous meeting(s); and,

➤ Presented the question(s) or topic(s) for small group work.
Stakeholders then worked in small groups to explore the discussion topic(s) and determine where they were in agreement, and where they agreed that they were not in agreement. Small group discussions were summarized for the large group. Meetings ended with:

- Closing comments;
- Review of possible topics for the next meeting; and,
- Meeting evaluation

Interested parties were invited to remain after the meeting to review the process in more detail. Steering Committee members met as a group after each meeting to review the evaluations, review progress made and determine what, if any, change might need to be made to the process.

C) Meeting Highlights

The following is a summary of the highlights of each meeting

i. October 1, 2003

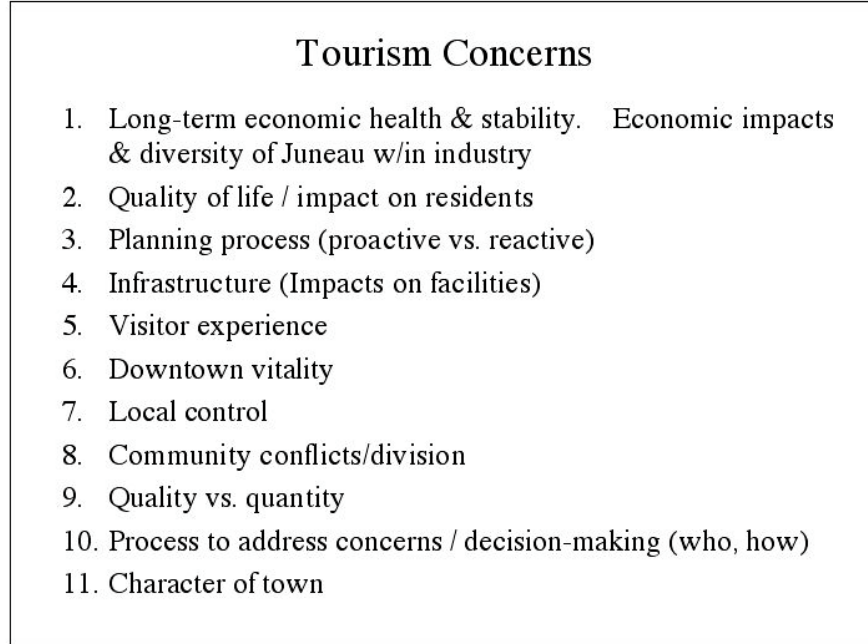
This meeting introduced participants to the process of “collaboration, using many of the slides already introduced, above. At their small tables, participants generated a long list of both the **benefits** of collaboration and the **challenges** to making collaboration work in Juneau.

Participants also took the first step in agreeing on **Guidelines for Working Together** (“Ground Rules”). These were modified slightly and adopted on October 29; they were present as a “table tent” on each round table from then on.

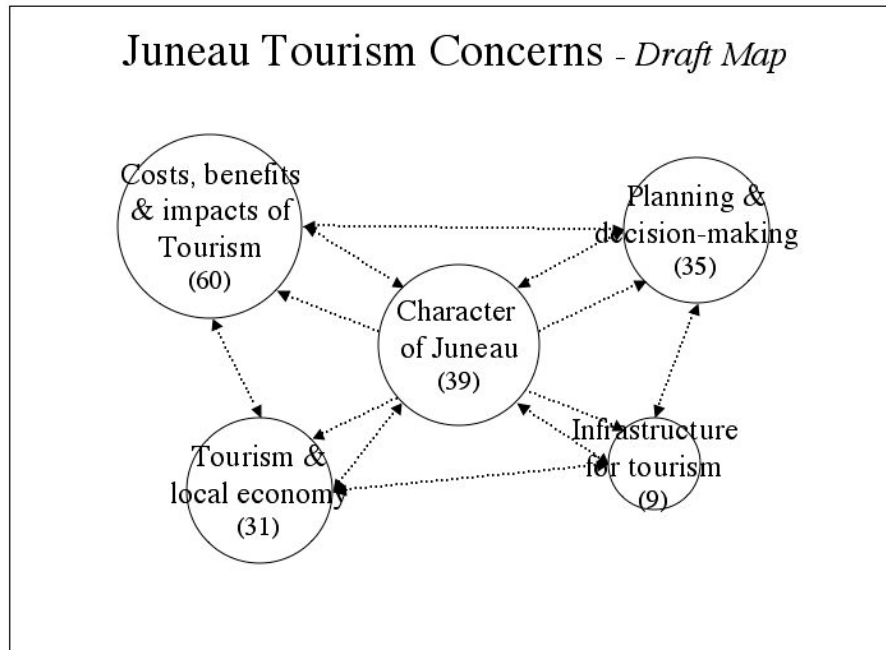
Guidelines for Working Together	
• RESPECT: FOR PEOPLE & PROCESS	• During and outside of meetings • No personal attacks or inflammatory language • Respect the mediators & time limits • Be truthful – make your thinking transparent
• FAIRNESS: EQUAL TIME FOR ALL	• Be punctual, or inform others of your arrival • In working groups, everyone gets a chance to speak or pass • Limit testimony, be considerate of others' time.
• LISTENING: TO UNDERSTAND	• Don't interrupt • Discuss, don't debate • Be tolerant of mistakes • Don't prejudge others
• OPENNESS: TO NEW INFORMATION, OTHER POINTS OF VIEW & TO OUTCOME	• Actively pursue all knowledge & perspectives • Share your perspective, don't force your agenda • Be open to discussion of related topics
• COMMITMENT: TO MAKE THIS WORK	• Help new recruits get up to speed • Speak for yourself • See it through to the end

ii. October 29, 2003

Participants answered the question: “**When you think about the future of tourism in Juneau, what concerns you most?**” Lists were drawn up and discussed at each table; the data was reviewed by the facilitators and a list of 11 concerns were presented to the participants:



and an initial effort was made to “map” these concerns.



iii. November 19, 2003

At this session, participants reviewed the list of concerns (above) and agreed that it captured their general concerns well enough to proceed. In their round table groups, they reviewed an initial list of information needs and agreed on four broad categories:

Information Needs	
1. <u>Group 1: Economic</u>	1. <u>Economic data: revenues</u> and their allocation 2. <u>Economic data: costs</u> to Juneau 3. <u>Employment</u>: full-time, part-time, seasonal, for specific groups 4. <u>Local business environment</u>: ownership, revenues
2. <u>Group 2: Local</u>	1. <u>Community impacts & attitudes</u>: actual impacts vs. perceived, attitudes 2. <u>Environmental impacts</u>: noise, water, air, wild lands, wildlife
3. <u>Group 3: Planning</u>	1. <u>Planning</u>: how decisions are made (<i>added</i>) 2. <u>Best practices</u>: in Juneau & elsewhere 3. <u>Laws, regulations, guidelines</u>: what are they, violations?
4. <u>Group 4: Visitors</u>	1. <u>Basic statistics & trends</u>: history, breakdown by sector 2. <u>Visitors experiences</u>: what do they think? (<i>added</i>)

Participants agreed that they did not want outside experts determining what information was important and how it should be presented; they wished to do this themselves. Four **Information Task Forces** agreed to review the data available and follow some broad guidelines in preparing presentations for the whole group in January 2004.

Information Strategy	
1.	Explain the <i>source of data</i> & your <i>confidence</i> in it
2.	<i>No interpretations</i> of data (let us have the actual data)
3.	<i>Open-minded search</i>
4.	<i>Good science, best analysis</i>
5.	<i>Deal with time factor</i> (do we need 1 or 5 years of data?)
6.	<i>Don't limit</i> information <i>to cruise</i> industry
7.	<i>Trends as much as snapshots</i>
8.	<i>Nail down scope for Phase 1</i>
9.	Tell us what <i>info we need</i> , but you <i>could not find</i>
10.	<i>Acknowledge difficulties in data / don't avoid ambiguous data</i>
11.	<i>Recognize</i> that we may <i>need to come back to data</i>
12.	<i>Be fair to whole group – recruit</i>
13.	Make <i>presentations understandable to all</i> (Use <i>graphs</i> & visuals)
14.	<i>Disburse via e-mail before next big meeting</i> Create a <i>library "reading room"</i>
15.	<i>Commit to follow-through</i>

iv. December “information sub-groups”

Information Task Force members met several times between November 19 and January 10 to gather relevant information and synthesize presentations appropriate to their fellow participants.

v. January 17, 2004

Participants met from 9:00am – 3:00pm to hear community members summarize the information they had gathered and analyzed in each of the four areas identified. The session began with a reminder of how we **Work with Information** in a collaborative process:

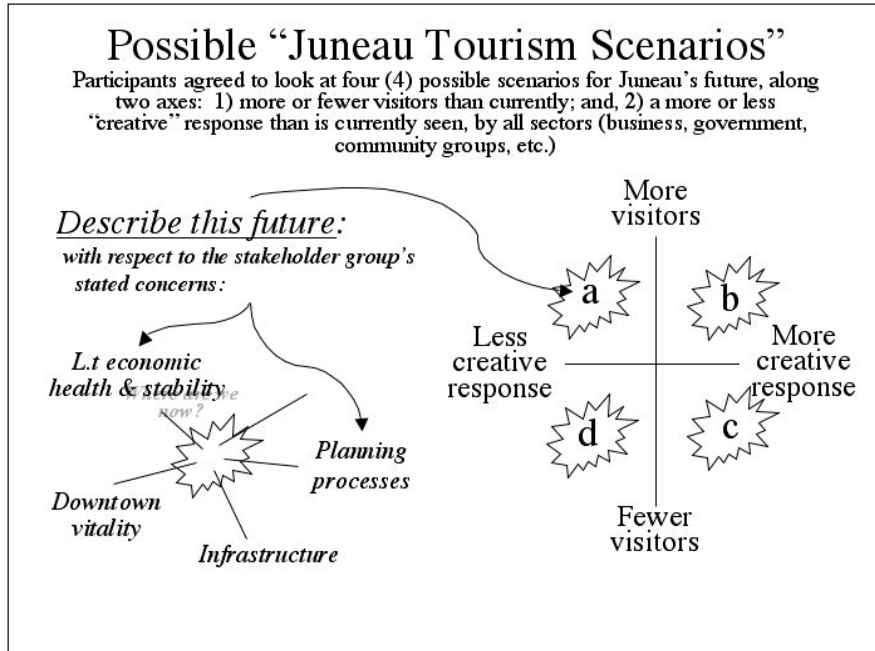
Working with information • <u>Our central task ... is to create an accurate picture of the current situation.</u> – The objective of this phase is to build agreement on the facts - not perceptions - as best they can be determined. Good information will clear up <u>some</u> misperceptions and misunderstandings. • <u>Information gaps and uncertainty are inherent in public issues.</u> – Complete and perfect information will not exist, so stakeholders must define and agree on what will be adequate. Stakeholders need enough information to move ahead, but not spend so much time gathering/ analyzing it that it bogs down the process. • <u>After gathering and presentation is completed (or stages are completed), we can move on to interpretation.</u> – <u>Interpretation focuses on what the information means and its significance to individuals and to the broader group.</u> Drawing implications or making recommendations for what should be done will follow later –after good work on problem identification.
--

Each presentation was 20 minutes long, followed by 5 minutes for clarifying questions. Finally, participants discussed and made notes on:

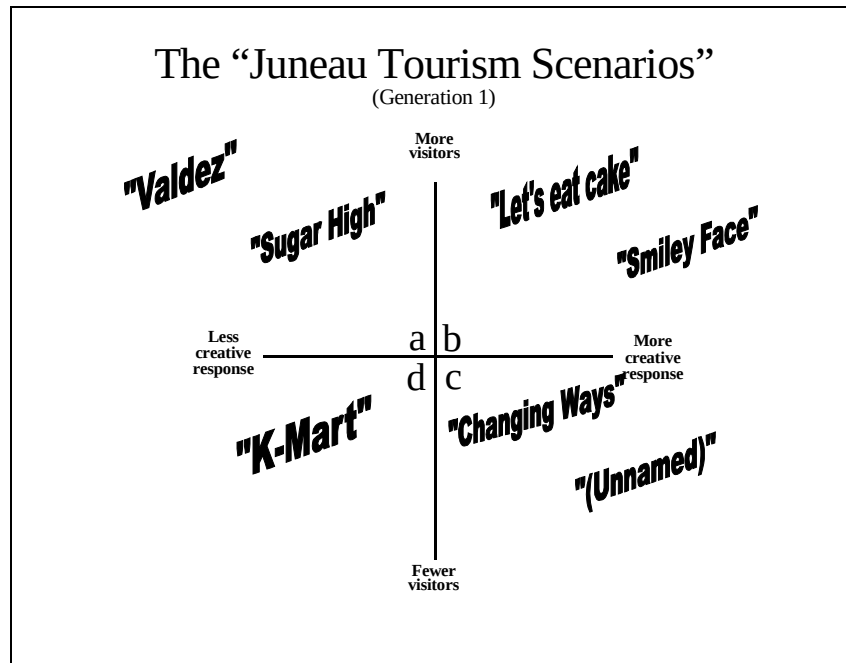
- What had meaning for them personally, in what they heard;
- Where they, as a group, could agree on the significance of what they heard, given the groups concerns about tourism;
- Where it appeared they disagreed; and,
- What else they would absolutely like to know about the subject.

vi. February 10, 2004

Participants heard two short final presentations completing the work of January 17. Participants then began to discuss **Possible Futures** for tourism in Juneau. A brief presentation on **Scenario Planning** set the stage for:



Two round tables addressed scenarios **a – c**, and one table addressed scenario **d**. They agreed on the main features of the scenario they were given to discuss and “named” their scenarios:



vii. March 18, 2004

At the March 18 session participants remained in the same groups as in February and combined to refine the scenarios further. The group agreed that all four scenarios were plausible and worth considering as they and other citizens made decisions about the future. The four scenarios are:

The “Juneau Tourism Scenarios” -- “Sugar High”

Economic Health & Stability

- short-term increase, long-term decrease
- some merchants and services still make money: creative response & take advantage while others are not creative - hotels suffer with fewer independent travelers

Quality of Life

- short-term decrease, long-term decrease - increased congestion, noise, traffic - no fun for visitors, business owners, residents - deteriorating natural habitat/environment

Planning Processes

- no planning in short-term leads to crisis planning with or without \$ - broken-down process
- high conflict, polarized community

Infrastructure

- short-term savings, long-term costly failure - streets wear out, not enough toilets, overcrowded venues (trails, museums, etc.) - lack of needed infrastructure(e.g., if did not build turnaround you get congestion) - overloaded stress on public facilities & services (airport, hospital, police)

Downtown Vitality

- short-term increase in \$, long-term decrease in \$ - nothing downtown to attract residents to recreate, shop, etc. - fewer residents living downtown - more businesses that cater to visitors, fewer of interest to residents - negative impact on state government campus (increased visitors impact ability to get to government offices - no place for parking)

**More
visitors**

**Less
creative
response**

The “Juneau Tourism Scenarios” -- “Milk & Honey”

**More
visitors**

Economic Health & Stability

- more sales tax revenues, royalty taxes, permitting fees, head tax - stronger summer season - can allow businesses to stay open year-round - property tax mill rate might go down - shifts burden to non-residents - more summer jobs & more year-round jobs. - Seasonal/part-time jobs bring new people who go on to full-time work - good quality experience draws new residents/ businesses - could rebate excess revenues to property tax decrease or community projects

Quality of Life

- tourism/corporate donations fund art, hospital xpn, youth activities - respond to/mitigate problems: air quality, noise abatement, congestion, impact on some neighborhoods - increased transportation options & decreased costs: electric light rail to valley? - more year-round shopping - more recreational opportunities for locals - dedicated areas for different uses

Planning Processes

- increased responsiveness: quicker responses/fixes to problems because of more resources and will to do it - better long-term planning - better cooperation between industry & community - more information sharing

Infrastructure

- improved transportation systems: inter-modal connections, free shuttle downtown, traffic flow/prevent bottlenecks - more open areas/spaciousness in downtown - heliports away from residential/trails - new access to different areas for tourists, e.g., Eaglecrest - use infrastructure to separate activities from each other - e.g., tourism from residents/locals

Downtown Vitality

- use tax structure to encourage year-round business & incentives for upgrading buildings - create seasonal worker housing - e.g., use legislative staff housing in off-season - mix housing in with tourism businesses to avoid winter dead zones - more inviting environment through maintenance, lighting, flowers, pedestrian zones - civic infrastructure - museums, cultural facilities - creative zoning & use of other options to encourage non-T-shirt stores, e.g., restaurants

**More
creative
response**

The “Juneau Tourism Scenarios” -- “Changing Times”

**More
creative
response**

**Fewer
visitors**

Economic Health & Stability

- more diversified year-round economy - tele-commuting - more housing in downtown/tourist area - a diverse blend of residential & tourist areas brings year-round business - transportation brings ferry visitors to downtown area shops - market Juneau as year-round destination - new events, package independent traveler opportunities - assistance to help locals to start new businesses - e.g., fishermen's market

• *Quality of Life*

- more diversified - less downtown congestion with fewer visitors - expanded opportunities for locals & visitors with, e.g., cultural productions, craft fairs, festivals - better experience for both locals/visitors

• *Planning Processes*

- planning/zoning for creative use of land - more creative use of open spaces, mixed use also as well as creative - continue with collaboration process to include business, residents, visitors, industry, government

• *Infrastructure*

- fulfillment of Waterfront Plan - maintenance of current infrastructure will go down - wiring for tele-commuting - new Capitol Building to be used when session is not in - public market & way to market goods to lower 48

• *Downtown Vitality*

See above

The “Juneau Tourism Scenarios” -- “Vacant K-Mart”

**Less
creative
response**

Economic Health & Stability

- change in job pool: fewer jobs related to visitors, demographic change, possible drop in population - possible increase in UAS attendance because of career changes: more program offerings? - disruption & reduced funding for schools, public services: possible need for more social services - reduced revenue stream for operations & maintenance of overbuilt infrastructure: potential reduced capacity for paying bonded debt - decrease in tax revenues & passenger fees: loss of growth/opportunity in economy

• *Quality of Life*

- instability in family income: people changing careers, more use of natural resources for subsistence, fewer summer jobs for youth & others (potential loss of youth, increase in crime)

- less congestion: fewer buses, boats, pedestrians, tours; more space/parking for locals; quieter - fewer flights/ferries: less mobility/options for locals; possible increase in transportation cost - potential decrease in available social services

• *Planning Processes*

- need to deal with: failure to consider partnerships with industry to ensure stability; lack of secured indebtedness - overdependence on one industry - less funding/resources for collaborative planning process: reduced participation in public processes? - no longer need to deal with extreme summer peak

• *Infrastructure*

- reduction in maintenance from reduced income stream - docks not maintained: safety - potential for increased taxes - community may decide to close facilities: some facilities may be underutilized, may be reduced strain (e.g., sewer treatment)

• *Downtown Vitality*

- bleak empty buildings all year? - possible return of year-round businesses: more diverse business opportunities - changed use of buildings: potential remodeling/rezoning, possible return of valley customers

**Fewer
visitors**

8. April 19/21, 2004 Sessions

The last two session of Phase 1 were run two days apart. The Steering Committee agreed that May meetings would be difficult for tourism and summer season industry people and decided to end the work of Phase 1 by prioritizing issues for the fall.

Small groups proposed (and some ranked) specific concerns which should be addressed in 2004-2005, before the next season began. From this work the Steering Committee proposed:

PROPOSED PHASE II OBJECTIVES

- Start with 1 specific issue / opportunity... then add a 2nd...
 1. Downtown Vitality / Congestion
 - (with pieces of Waterfront Plan, Infrastructure & Visitor “numbers” as they relate to this/these)
 2. Noise
- Then, in conjunction with Phase III, begin addressing:
 3. Long-term economic health
 - Economic diversification
 - Tourism diversification
 - Seasonality
 4. Work toward a common “practical” (decision-shaping) vision, broadly shared

PROPOSED PHASE III OBJECTIVES

- Explore / design / define / recommend...
 - Proactive planning process, inclusive information sharing & decision-making
 - Specific structure / entity to manage / plan, provide leadership & accountability
 - Appropriate continued role for CBJ and structure for their role
 - Appropriate continued role for Collaboration Juneau

After animated small and large group discussion, the stakeholder present agreed to begin work in Fall 2004 on the issue / problem / opportunity of:

“Enhancing the downtown experience for residents and visitors, focusing on the movement of people and vehicles in and through downtown and other key tourist locations”

They also made a number of **process** (*how* we should proceed in general) and **content suggestions** (*what* specific issues we had to be sure to address in particular) to help the group begin working together productively when it reassembled. Lastly, stakeholders agreed that, as

soon it became clear that progress was being made on the issue selected, they would begin looking for ways to address other specific issues and concerns that had been noted, notably **Noise** and **Long-term Economic Health**.

The April 21 meeting, and the work of Phase 1, closed with an **Evaluation** of the work together to date:

WHAT IS WORKING!	WHAT SHOULD WE CHANGE?
• Small group work • Taking table numbers to keep groups diverse • Food breaks • Switching between downtown and valley meeting sites • Excellent facilitation • Summers off • Food breaks • Inviting new people to pre-meeting orientation • Setting priorities at tables • Use of task forces to educate group • Facilitator moved group to conclusions • Community of participants • Small group discussions • Finding broad agreement (“I can live with that”) • Willingness to compromise • Keep mixing tables • Small group format • Kinda sticking to the schedule • Continue using outside facilitators • Congenial atmosphere • Small table work → large group • Respectful communication • Steering Committee • Table guidelines • Skillful facilitation	• Improve diversity @ tables • Keep small groups together when helpful • Look @ bus schedules when planning meeting times & location • Improve communication w/ stakeholders (e-mail, telephone, mail, fax) • Use subcommittees & work groups when helpful • Bring in fresh faces (youth) • Communicate work to public • Information & work session to reach other audiences • Weekend meetings = No (may be OK to go to 2 meetings / month if necessary) • Raise community interest (outreach / publicity / educate public) • Occasional presence of elected officials – as observers only • Improve website • Homework / communication over summer (e.g.: online discussion forum or list serve) • Try to speed up process • Accept not having unanimous decisions (informed consent) • Time to narrow focus • Enhance electronic – post on website, links in e-mail rather than attachments • Keeping track of ALL suggestions • Care that everyone’s opinions are heard • Scheduling – more work continuous • Outreach to those who aren’t here

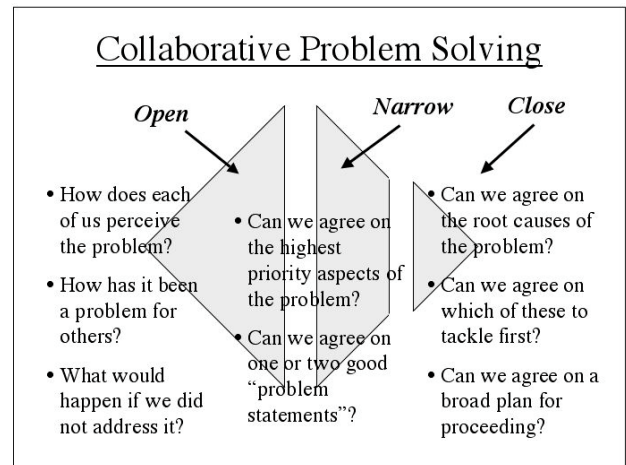
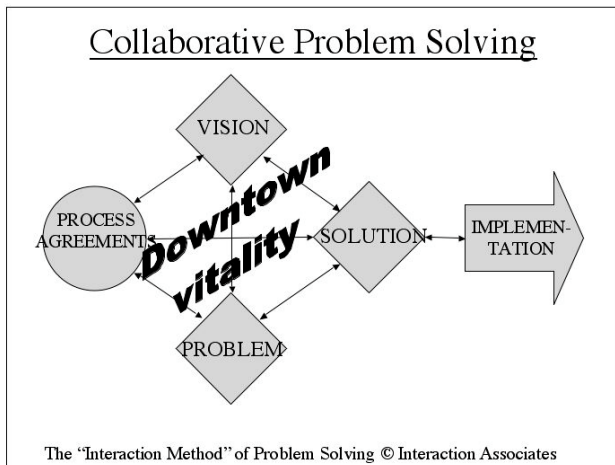
7. Phase 2: Solving specific problems & addressing specific opportunities

Over the summer months, the Steering Committee has committed itself to a substantial **outreach effort**, to educate the broader community to the goals and accomplishments of the collaboration and to invite interested persons to join. They will be making a particular effort to reach segments of the population whose perspectives are not yet well reflected in the stakeholder group.

When the collaboration reconvenes in September 2004, the primary tasks will include:

- Designing an appropriate “introduction to collaboration” for new participants, in order to bring them up to speed;
- Reviewing the work accomplished to date and the agreements reached, and reconfirming the focus of the Fall 2004 work
- Getting broad **Process Agreement** on how we will go about addressing the issue selected:
- Reviewing with others (DBA, CBJ, Chamber of Commerce, JCVB...) how the collaboration’s efforts can proactively dovetail with other initiatives;
- Getting agreement on a meeting schedule through the end of the year and through the beginning of the next high tourist/summer season.

We will work with a variety of tools and concepts to help stakeholder reach agreement on: 1) a deep understanding of the nature of the issue (what it is and what it isn’t); 2) what the “problem” part of the issue is; 3) possible solutions to problems; and, 4) the action steps they will propose to CBJ and other decision-makers.



8. Phase 3: Tourism collaboration over the long term

The Steering Committee has agreed that, as Juneau citizens and decision-makers begin to see that collaboration is an effective tool for dealing with the challenges and opportunities posed by tourism, they will move actively to address the last goal:

➤ Provide the nucleus of a long-term mechanism for managing tourism in Juneau

At April 21st meeting (the last before the present tourist/summer season) stakeholders agreed on the following specific objectives:

PROPOSED PHASE III OBJECTIVES

- Explore / design / define / recommend...
 - Proactive planning process, inclusive information sharing & decision-making
 - Specific structure / entity to manage / plan, provide leadership & accountability
 - Appropriate continued role for CBJ and structure for their role
 - Appropriate continued role for Collaboration Juneau

While the Steering Committee and any consultants employed will need to carefully design the process for meeting these objectives, Phases 2 and 3 of the collaboration *might* proceed like this:

Collaboration Juneau *Draft* Process Map – Phase 2: September 2004 - May 2005?

Phase		Phase 2a:	Phase 2b:	Phase 3a:	
Dates		September - December 2004	January - April? 2005	April? - May? 2005	
Theme	Outreach	Resolve specific issues	Resolve issues (cont.)	Formalize collaboration	
Desired Outcomes	☐ Educate wider community ☐ Reach out to under-represented sectors ☐ Individuals review information,	☐ Agreement on specific recommendations to Juneau Assembly and others on: 1) Congestion & downtown vitality; 2) Noise; 3) Other issues ☐ Deeper understanding and agreement on specific issues and possible futures	☐ Agreement on specific recommend. to Juneau Assembly and others parties ☐ Deeper understanding and agreement on specific issues and possible futures	☐ Agreement on proposed "formal" body to manage tourism for/in Juneau ☐ Agreement on recommended roles for CBJ, Assembly and Collab. Juneau	
Steering Committee					
Stakeholder Group					
Community Outreach					
"Products" / Deliverables	☐ Neighborhood meetings ☐ Publicity ☐ New materials ☐ Information gathering ☐ New recruits	☐ Preliminary agreement on recommendation re. Downtown vitality & congestion ☐ Final agreement on recommendations to Assembly & others ☐ Preliminary & final agreement on 2nd issue	☐ Preliminary agreements ☐ Final agreement on recommendations to Assembly & others	☐ Preliminary agreements ☐ Final agreement on recommendations to Assembly & others ☐ Formal "close" to this collaboration...	



**Collaboration
Juneau, Inc.**

The Juneau Tourism Scenarios

What are "scenarios?"

Scenarios are stories about possible futures. They are used by companies, industries, government agencies, think tanks, and, more recently, communities and civic groups to answer questions like "What if ...?" and "How would we react to ...?" Scenarios are stories for an unpredictable world. Juneau exists in such a world and tourism decisions are made in the midst of this uncertainty.

Why Juneau scenarios?

Collaboration Juneau, Inc. (CJI), is a citizen-based effort to engage Juneau in collaborative discussions about tourism challenges and opportunities. Many individuals who joined CJI at first believed there would be no agreement on a shared vision for Juneau's tourism future. However, using scenarios as a collaborative tool, CJI stakeholders have discovered that this is not necessarily true—there is, indeed, "room for agreement."

Over the course of over 20 stakeholder meetings, CJI stakeholders learned to talk and listen to each other. "It became clear that stakeholders from many different perspectives shared many of the same visions—or many pieces of a common vision," said steering committee member Dave Hanna.

Whereas tourism growth might be bitterly opposed by the community if it were part of a quick fix or "uncreative solution," stakeholders recognized that such growth might be accepted if it was coupled with a "creative" response. "It became clear to us that we had to stop talking mostly about numbers—more visitors or fewer visitors—and start talking about the *creativity* of our response," continued Hanna.

Creating the Juneau Tourism Scenarios

CJI first explored scenarios for Juneau's tourism future in February 2004, as the CJI stakeholders prepared to agree on some specific issues to address first.

Scenarios are most commonly created around one horizontal and one vertical axis. In discussing Juneau's tourism future, it was clear that one axis was going to be *more or fewer visitors*. Since the creativity of the community's response was critical, stakeholders chose *more or less creative response* for the 2nd axis.

"We were clear very early on that the most important variable was the creativity of our community response," said steering committee member, Cheryl Van Dyke. "That's the response of *all* of us—in the city government, on the Assembly, in industry and among non-industry leaders, and leaders of community groups," adds Mala Reges.

Having agreed on the two variables, stakeholders began discussing what might happen to various factors under each scenario. Over the course of several meetings, stakeholders used available data and information about tour-



Stakeholders at a CJI meeting.

ism and their collective insights to imagine what might happen to the economic health, quality of life, infrastructure, and downtown vitality under each scenario.

A small committee then took these ideas, fleshed out the stories and added story book characters. The stakeholders reviewed and revised these stories many times to make sure that each story or scenario was:

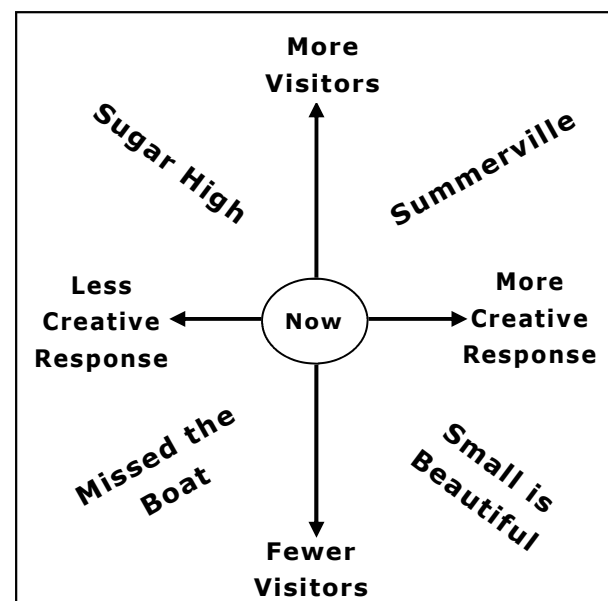
- **Plausible** — it could in fact come about, was not a total fantasy, and was reasonably coherent;
- **Relevant** — it spoke to real issues Juneau faces;
- **Provocative** — it was likely to spark interesting discussions.

Once the stakeholders agreed the stories as written were plausible, relevant, and provocative, they gave the steering committee permission to share them with the wider Juneau community through this mailer and further public outreach.

Using the Scenarios

These scenarios are not meant to be recommendations on a course of action that Juneau should take. Rather, they are stories about possible futures. Thus, CJI stakeholders used the first set of "rough and ready" scenarios as tools to help evaluate various recommendations for dealing with congestion, focusing on whether these suggestions led to more or less creative possible futures. CJI stakeholders are using the refined scenarios now as they begin to address the issue of flightseeing noise.

"More importantly," says Tim McDonnell of the steering committee, "we hope that the scenarios will encourage more Juneau citizens to talk about the future of tourism—*creatively*. Though we don't know in which quadrant we will find ourselves in 2015, everyone agrees that the right side—the creative side—is where we want to be."



Read the full scenarios online!

On the inside of this publication are summaries of four possible stories about what Juneau might be like in 2015 (see the full scenarios online at the CJI website). The town that Juneau becomes over the next decade may be very different depending on the creative (or uncreative) choices we make together as a community.

How else might Juneau develop? We want to hear from you! Comment on the scenarios or write your own story about a creative future for Juneau. What other scenarios can you imagine that are *plausible*, *relevant*, and *interesting*? One of these may actually become the kernel of a shared vision for the future....

To read and comment on the full scenarios visit
www.collaborationjuneau.com.
You may also mail comments to:
Collaboration Juneau
Box 22734, Juneau, AK 99802

Juneau in 2015 in “Sugar High”



The market for Alaska cruising is booming, with the number of visitors to Juneau topping 1.5 million, up 67 percent since 2005. The shore side shopping and excursion businesses prosper from this growth, but the average visitor spends less, and industry fees mainly fund the infrastructure industry needs. There are many reasons why visitors spend less; congestion leaves less time for shopping, and Juneau competes on cost more than quality. The industry and the community are at odds over congestion, flightseeing noise, waterfront development and tax issues. During winter, much of town is vacant and boarded up, making everyone wonder who is really benefiting from the arrangement. Many fear a crash.

Increased congestion, flightseeing noise, and loss of community-only areas has heightened some local residents' resentment of the tourism industry. Conflicts between the year-round residents and the seasonal tourism industry are frequent and intense. About five years ago, those most willing to work for a decent compromise gave up and those most angry filed a lawsuit over flightseeing noise. They won a partial victory, limiting hours of operation for some companies and banning others, but the companies are appealing that decision and the bad feelings make a cooperative resolution unlikely.

Less Creative Response

Juneau in 2015 in “Missed the Boat”

Juneau tourism numbers are down to 500,000 in 2015, and most of Juneau's problems have been self-inflicted. Political gridlock and bitter community fights – over investments, taxes, flightseeing noise, docks and transportation improvements, for example – have left Juneau unable to respond creatively to the challenges it faced as the tourism industry changed. Now, much decreased revenue leaves city government strapped, and tough economic times hurt businesses, employees and property owners. There's a general feeling of uncertainty and financial stress. Young Juneauites are voting with their feet and seeking jobs on the North Slope and in the Lower 48.

Things got to this point for a number of reasons. Chief among them might have been the arrival of a new major cruise industry player, Purple Line Corporation, with an aggressive business plan to which Juneau has never managed to respond. In essence, Purple Line acquired major private parcels outside of Juneau, Sitka and Ketchikan and threatened to develop private ports of call. Juneau could never decide whether to cooperate, litigate or develop itself as an attractive alternative; so, Purple Line went ahead and the bulk of tourists now pass Juneau by. Those that do come see mostly tacky tourism shops and shuttered businesses; when a ship docks, there is still temporary congestion, since, with fewer visi-

tors, the city takes the easy road to planning for visitors—no planning. A few businesses have prospered in partnership with Purple Line Corporation, but, in general, Juneau's economy and its tax revenues have taken a big hit.

The Assembly, under pressure from a lawsuit about flightseeing noise, made zoning changes that eliminated some and restricted other helicopter flights and banned floatplane take-offs and landings in the downtown harbor. By 2015, the Assembly is considering reversing itself, hoping that people won't complain about the noise as much as before because the economy really needs a boost.



Tourism hasn't been the only area in which Juneau failed to respond creatively. By 2015, Juneau is still the capital of Alaska. However, the 2016 legislative session is scheduled to be held in Anchorage, and the capitol will move soon thereafter. Battles over tourism and the road left Juneau's political leaders too divided to organize a coalition of other Southeast towns to oppose relocation one more time.

The road is tied up in court, as is a new dock and other cruise companies are migrating to Purple Line's facilities. Lack of opportunity and the general unpleasantness of the adversarial climate in Juneau has driven off a number of talented people; artists, musicians, entrepreneurs have moved to Sitka or elsewhere.

Juneau in 2015 in “Summerville”

Tourist visits reach the 1.5 million mark during the 2015 season. Significantly, the season extends into winter as Juneau successfully courts more visitors for recreation and business. The area’s attractiveness as a tourist destination is enhanced by many of the same improvements residents want for themselves, including better transportation, a beautiful and prosperous waterfront, lots of recreational opportunities in a clean environment, and an economy that, while significantly dependent on tourism, stands on many legs. More visitors generate more local employment and sales and user tax revenues, while keeping overall rates moderate. Tourism impacts stop short of tourism conflicts, as problems are identified and addressed. But Juneau had to take a large and startling step in order to preserve what many in town hold dear.

Community and industry leaders and concerned citizens had been meeting for three years in a series of “collaborations” on tourism. By 2006, it was clear that big decisions could no longer be deferred. A majority of stakeholders—some eagerly and some reluctantly—agreed that Juneau should embrace the benefits of large scale tourism in a creative way to benefit Juneau as a whole.

Juneau acquired 50 acres in trade with the U.S. Forest Service at Sunny Cove in Taku Inlet. A consortium of tour companies and merchants negotiated the rights to develop the site into a state-of-the-art port-of-call, geared specifically to the cruise ship visitor. From there, up to 1 million cruise ship passengers a season can pursue their two most favorite shore excursions—glacier-viewing by helicopter or floatplanes and whale-watching



by boat – away from most local residents – and they can still easily get to Juneau itself. Summerville is open for just six months a year.

Summerville is run by a business-oriented Special Development Authority. There are ongoing cooperative efforts with several agencies to protect the interests of fishermen and monitor environmental impacts, and the local landowners have a new association to try and protect property values in the area. Almost all local merchants involved in tourism have operations in Summerville.

Because of the revenue Summerville provides, the city has been able to actively encourage residents into a revitalized downtown.. Busi-

ness in the winter months is bolstered by the increasing popularity of the Eaglecrest Ski Area and the new Performing Arts Center. The new Seawalk was well-planned and works for locals and visitors alike. The city’s decision to expand Juneau International Airport in 2010 also contributes to higher winter traffic, as two major airlines now compete to serve Juneau. The new hotel and convention center provides Juneau with a key magnet for a longer tourist season – a hotel and meeting center capable of hosting 350 conventioners. A free electric shuttle bus operates between the downtown business district, the new parking garage at the Federal Building, and the tour bus staging area near the Douglas Bridge.

More Creative Response

Juneau in 2015 in “Small is Beautiful”

Juneau remains a capital city of about 30,000 residents in 2015 but hosts only 500,000 visitors. Although the numbers are down from the 900,000 who visited in 2005, Juneau is far from distressed about the decline. In fact, the city planned for and encouraged it, confident that a smaller tourism industry would still be a vital part of a diversified local economy. Juneau managed the transformation by organizing a regional planning effort, by investing a lot of public funds wisely, and by partnering creatively with local businesses and community groups.

Juneau took the lead in developing the way Southeast Alaska dealt with tourism—a collaboration of communities and industry for the benefit of both. The heart of the collaboration is the Southeast Alaska Regional Tourism Authority. With the regional approach, industry offers a menu of destinations and experiences for travelers. At the same time, industry gained a simplified method for paying taxes and piloting fees. A strong industry presence is available for those communities that want it; communities that want less can develop alternatives that still allow them to be part of the picture. Visitors are distributed more evenly throughout the region and over the season.

Within this framework, Juneau decided to aggressively build up a non-tourism dependent economy, while increasing the number of conventioners and destination travelers, and still offering a substantial number of cruise passengers a good local experience.

A new flightseeing center located at Taku Inlet is accessed by water taxi ferries from downtown and some passengers take a bus to the new heliport at the receding Mendenhall Glacier. Visitors can still board some historic floatplanes based at the wharf.

Public funds were used to attract private investments and leverage grants, and to pay for a number of developments outright, such as a new convention center, a performing arts center, a downtown waterfront renovation that includes the Juneau Fishermen’s Wharf and an ice plant for the commercial fishing fleet. The city and businesses worked to make UAS attractive to students around the world.

Though the Chamber of Commerce developed a nationally recognized marketing program that links Juneau entrepreneurs to national and international clients, the transition wasn’t easy.

There are some vacant buildings on the south end of town, and a few businesses with ‘For Sale’ signs in the windows. Many outside companies left and some local families moved away when their businesses couldn’t accommodate the transition. Property values took a big hit for almost five years, but eventually increased again as the new economy strengthened. Taxes are still high as bonds need to be paid off and to compensate for the loss of cruise ship passenger fees; this leads to some grumbling.





**Collaboration
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Cheryl Van Dyke
Margo Waring

Collaboration Juneau is grateful for the support it has received from the City and Borough of Juneau, the U.S. Forest Service, private contributors, and the many individuals who have tirelessly volunteered their time and energy to this process.

Write your own story about a creative tourism future for Juneau. Mail it to us or post it at our website at www.collaborationjuneau.com.

"Scenario thinking is a tool for motivating people to challenge the status quo, or get better at doing so, by asking 'what if.'"

"Scenarios are stories about how the future might unfold for our issues...scenarios are not predictions."

"Scenarios are designed to stretch our thinking about the opportunities and threats that the future might hold...they capture a range of future possibilities, good and bad, expected and surprising."

(Adapted from, What If, Global Business Network, 2004)

WHAT AND WHO IS COLLABORATION JUNEAU?

Collaboration Juneau, Inc. was formed in the spring of 2003 by individuals with different perspectives on Juneau tourism operations and development. Previous efforts to deal with tourism challenges had foundered on fundamental disagreements about the future of tourism in our community. Mindful of the growing community tensions about tourism, these individuals agreed to try a unique, collaborative approach to addressing tourism issues in Juneau. "CJI's collaborative approach has given us a way to understand and productively discuss our different perspectives on tourism," says Don Habeger. From the beginning, it was important to steering committee members that any Juneau citizen could become a stakeholder. It was also important that decisions in steering committee and stakeholder meetings be made by **consensus** rather than by voting.

"It's refreshing to have a forum for listening and discussion instead of posturing and debate."

— Linda Augustine

"The broader stakeholder group agreed to work toward some specific goals," said Paula Terrel, one of the founding members. "Developing a good shared understanding of tourism and *possible* tourism futures was first. Finding and evaluating opportunities and constructive solutions to pressing problems came next. If this process works, we hope to provide the nucleus of a long-term mechanism for managing tourism in Juneau."

In the past two and a half years, 25-70 CJI stakeholders have met monthly except for a break for the summer tourism season. In April, 2004, CJI stakeholders forwarded a set of proposed recommendations to the CBJ Assembly for alleviating downtown congestion concerns. In February, 2006, a flightseeing working group was formed. This group will use the scenarios as it seeks to address the issue of flightseeing impacts in Juneau.

"The scenarios are a significant step to help us accomplish our goals," said steering committee member Linda Augustine. "It's refreshing to have a forum for listening and discussion instead of posturing and debate. I feel for the first time like we have a chance to create a welcoming community while protecting our many assets and the quality of life for our citizens."

More information about CJI is available at our website:
www.collaborationjuneau.com

**Join us to discuss the scenarios
and Juneau's tourism future!**

March 9 at 6:00 P.M.

Centennial Hall, Egan Room



PO Box 22734
Juneau, AK 99802

December 24, 2007

Assembly
City and Borough of Juneau
155 S. Seward Street
Juneau, Alaska 99801

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RE: Flightseeing Recommendations

Ladies and Gentlemen:

COLLABORATION JUNEAU, INC. has decided to end its collaborative effort and wishes to thank the CBJ Assembly for its official and financial support for the past four years. We also urge the Assembly to maintain the positive community energy of the collaboration by taking the next step to adopt and act on our recommendations for flightseeing.

In the past four years, COLLABORATION JUNEAU, INC. successfully created a community-wide collaboration about tourism in Juneau. Participants in our collaborative effort brought a variety of perspectives to the table, including those of tourism providers, community members concerned about tourism issues, and community members concerned about the divisive effects of previous approaches to address tourism issues in Juneau.

At the outset, many of the participants doubted that collaboration would yield results broadly acceptable to the community. However, with the assistance of facilitators Stephen McCormick and David Crislip, we learned to listen to each other and began to understand one another's perspectives about tourism. With collaboration, we were able to approach these issues creatively and openly. As a result, we discovered that there are solutions even for the issues that appear to be intractable.

This discovery was borne out in our recommendations on downtown congestion. It was further demonstrated by the experience of our

Collaboration Juneau, Inc. to
Assembly, City & Borough of Juneau
Page 1 of 4



PO Box 22734
Juneau, AK 99802

Flightseeing Working Group, which met during the winter of 2006. As many of you may recall, previous discussions and debates about flightseeing led to much bitterness and divisiveness in Juneau. Consequently, the members of our *Flightseeing Work Group*¹ approached their task with some trepidation.

The Flightseeing Working Group, composed of roughly equal numbers of industry and non-industry perspectives, met during the winter and spring of 2006, and began its work guided by the following objective adopted by the larger stakeholder group:

"To generate concrete proposals for decision-makers on steps which will significantly decrease (possibly eliminate)² conflicts over flightseeing and maintain the viability of the flightseeing business over the long term."

The members jointly explored and came to an understanding of the current situation, reviewed a range of possible solutions, and agreed there were two pragmatic areas where long-term solutions might be found: *Quiet technologies* and *Remote locations*.

The group invited outside experts to help them understand each potential solution and concluded that *quiet technologies*, as they are currently available, were unlikely to provide significant relief to problems associated with flightseeing noise in the foreseeable future, though they might make a significant contribution in the long term. The group agreed that *remote locations* for flightseeing operations *might* offer a possibility to significantly improve the situation.

The group then met for an intensive "tabletop exercise" looking at one site chosen at random from among four possible sites (see sites in recommendations below), to see whether they could find a solution broadly acceptable to Juneau. The group was tasked with finding ways to make the test site work, rather than discussing why it might not. They looked at the technical aspects of basing some flightseeing operations at the site, possible impacts on residential areas and mitigation required, the applicable law, and the incentives that might be necessary in order for industry to consider moving operations.

¹ The members of this Flightseeing Work Group mirrored the perspectives in the larger stakeholder group; all of the flightseeing companies participated.

² We are not looking for the "low hanging fruit" or minor improvements. The *Flightseeing Work Group* sought solutions whose impact would last; it acknowledged that, depending upon the solution(s) found, a discussion of interim steps may be necessary to reduce flightseeing noise while the solution(s) is/are implemented.



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Juneau, AK 99802

On the basis of the group's analysis, it recommend to the broader COLLABORATION JUNEAU, INC. stakeholders that they endorse the following recommendation to be made to the Juneau Assembly:

Recommended: that the City and Borough of Juneau undertake a new comprehensive analysis of the feasibility of developing two remote locations from which to base the great majority of flightseeing operations during the tourist season.

- We recommend that the analysis focus on two candidate sites for northerly flightseeing operations and two for southerly flightseeing operations: Mendenhall Glacier area, Upper Montana Creek Road area, Dupont area, and South Douglas / Marmion area.
- We recommend that the analysis focus on developing a reasonably accurate estimate of the costs of developing these sites in a manner, which is broadly acceptable to industry, residents, and other affected parties; costs may be substantial.
- We recommend that the analysis be done in consultation with the flightseeing working group participants and other interested Collaboration Juneau stakeholders.

The purpose of the analysis is to prepare a formal CBJ recommendation to the Juneau Assembly for action. The Working Group has no alternative recommendations and does not believe other alternatives to the *status quo* are worthy of serious exploration at present.

The *Flightseeing Working Group* explained the recommendation to the broader COLLABORATION JUNEAU, INC. stakeholders and obtained their endorsement with their further recommendation that sites other than those stated in that recommendation also be considered

On January 22, 2007, members of the *Flightseeing Working Group* presented the recommendation to the CBJ Assembly, Committee of the Whole, with the stakeholder endorsement. The *Flightseing Work Group* advised the Committee of the Whole that the work of the recommended CBJ collaborative committee could be funded with the roughly



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\$700,000 remaining in the 2003 Juneau Heliport earmark funds³.

The Steering Committee of COLLABORATION JUNEAU, INC. is disheartened that almost a year has passed without any formal response to, or action on, its flightseeing recommendations. It took many years of dedication and hard work by the industry and non-industry participants of COLLABORATION JUNEAU, INC. to transform the tenor of tourism-related discussions from vitriolic and divisive to collaborative and cohesive. We hope that the long and hard work of our stakeholders and the *Flighseeing Work Group* will not be wasted and that the CBJ will take the recommended action in the near future.

We believe that collaboration has proven itself an effective method for resolving otherwise divisive issues in our community. Through collaboration, people with different, and sometimes conflicting, perspectives find the common ground and creative thought that leads to widely-accepted solutions. We recommend that the CBJ Assembly consider using the collaborative process for tourism issues and other problems facing our community.

Yours truly,



Mala J. Reges
for Steering Committee
Collaboration Juneau, Inc.

MJR/st
c:/CJI/fswg/2006

³ See, Juneau Heliport, Alaska, as listed in Division 1, Section 330, of the fiscal year 2003 Omnibus Appropriations Act, Public Law 108-7, granting \$1 million to the CBJ through the Federal Highways Administration to study alternative heliports for flightseeing. Approximately \$300,000 of the grant was spent for the Federal Highways Administration review of CBJ studies and synopses of meetings with flightseeing operators, Juneau residents, and other tourism industry representatives, and the results of meetings held in Juneau. It is our understanding that the remaining \$700,000 (approx.) has returned to the Federal Highways Administration pending a reappropriation request from the CBJ.

Tourism Task Force [Handout proposal from Mayor Weldon 9/23/2019]

Potential Mission:

1. Should the Assembly work on updating the Long Range Waterfront Plan, or is the LRWP still relevant? If the Task Force recommends opening the LRWP, to what extent does it recommend the LRWP be updated?
2. Should the Assembly attempt to address or manage tourism growth or is the tourism growth effectively managed by existing and upcoming infrastructure projects?

Complete work by January 31.



MEMORANDUM

DATE: September 23, 2019
 TO: Maria Gladyszewski, Chair Assembly Committee of the Whole
 FROM: Robert Palmer, Municipal Attorney
 SUBJECT: Ord 2019-30, Chronic Nuisance Ordinance

The chronic nuisance concept was initially presented to the Assembly Committee of the Whole on May 20, 2019, and then on June 10, 2019. During those meetings, staff provided a brief overview of the topic and returned with a draft ordinance, which the Committee provided comments on. I have revised the attached draft ordinance in accordance with those comments and made other slight revisions depicted with strikethroughs and underlining. Two revisions are especially notable:

- Clarified that victims of crimes are not nuisances (ordinance page 1 & 4)
- Added a three year sunset provision (ordinance page 11)

I have also reviewed the legislation history of AS 29.35.125 (HB 125 (2002)), which this ordinance is modeled after, and a variety of legal and public policy articles related to chronic nuisance ordinances. I believe the issues raised during the Legislature's committee meetings are still relevant today. The attached draft ordinance attempts to address the legal and public policy issues. However, the Committee may want to solicit public comments from a wide array of the community before taking any action on this ordinance. The following are numbered for ease of reference but are in no particular order:

1. **Original intent:** Give municipalities a tool for assessing a fee for excessive police services of residential properties that had irresponsible or absent owners. The municipality would have authority to lien and define what is excessive in that community. Co-sponsor Rep. Guess, HCRA Committee (March 15, 2001).
2. **Existing authority:** There was discussion whether municipalities had the authority to assess fees for excessive police services already and whether municipalities had authority to impose a lien for those excessive fees. Co-chair Rep. Meyer summarized that municipalities probably already had the power to enact such ordinances, but HB 125 makes it clear. In 2012, the Alaska Supreme Court concluded that municipalities could not lien property without authority from statute, *Cutler v. Kodiak Island Borough*, 290 P.3d 415 (Alaska 2012), but the Legislature cured that problem with SB100 in 2017, which authorized municipalities to impose liens if provided by statute or municipal ordinance. AS 09.45.169(2).
3. **Residential v. Commercial property:** HB 125 was drafted to focus on the residential property problems, which was perceived as the bigger problem area. HB 125 was not

drafted to focus on commercial property. There was uncertainty on how HB 125 would work for commercial property, so HB 125 did not address commercial property. Rep. Scalzi suggested that municipalities could address commercial properties in their local ordinances. HCRA Committee (March 15, 2001).

4. **Discourage reporting:** There was concern that HB 125 would discourage people from reporting crimes to the police. This concern was especially raised in relation to commercial properties like bars afraid from calling for fear of being fined, but other members described that maybe some bars were not being responsible neighbors. HB 125 requires exemptions for potential child neglect, domestic violence, or stalking. HB 125 did not limit municipalities from exempting more topics.
5. **Social justice:** There was concern that if areas of lower income are typically receiving the majority of police protection, “Is it fair to punish those folks in low income areas because they call?” Rep. Halcro, HCRA Committee (March 15, 2001). Co-sponsor Rep. Guess responded that HB 125 could apply to places like low income housing and Alaska Housing Finance Corporation properties because they are residential properties.
6. **Example municipalities:** Testimony described that the City of Fairbanks chronic nuisance law, which was modeled after Portland Oregon’s law, had a nuisance property ordinance that has been used effectively to shut down businesses when the owner did not cooperate after an excessive number of police responses. Lieutenant Miller, HCRA Committee (March 15, 2001). Members of the Anchorage Assembly expressed an interest in adopting an ordinance based on HB 125. HCRA Committee (March 15, 2001).
7. **Tenant & Owner concerns:** Members expressed a need for leniency if the owner is actively engaged, is in a process to correct tenant behavior, or is proceeding to evict a tenant. Safeguards were discussed for such a concern like setting the number of police calls at fair number for that municipality (i.e. Fairbanks: 3 times in 6 months); making sure the owner had actual notice of the problems prior to liening, and making sure the owner was given a reasonable time to take corrective actions.
8. **Revenue generating:** Concern was expressed to make sure HB 125 would not create a revenue generating measure for law enforcement, so HB 125 limited the ability to charge a fee to the cost of the police service. However, HB 125 ultimately left it up to municipalities to determine what an excessive number of police calls were.
9. **Nosey neighbors:** Concern was raised that if a nosey neighbor made repeated calls (i.e. animal control or noise complaints), would HB 125 apply to the nosey neighbor or the supposed problem property? Co-sponsor Rep. Guess described that municipalities would need to address that in their local ordinances.
10. **Timing of notice:** Concern was expressed over when notice of excessive police calls was given. HB 125 included some notice requirements but also left discretion to the municipality regarding when a warning is issued and how notice is actually made.



DATE: June 7, 2019
 TO: Maria Gladyszewski, Deputy Mayor, Committee of the Whole
 FROM: Robert Palmer, Municipal Attorney
 SUBJECT: Draft Ord. 2019-30: Chronic Nuisance

On May 20, 2019, the Juneau Police Department presented the concept of a chronic nuisance ordinance. The Committee requested staff to develop the concept and return with a draft ordinance. The Committee also asked questions about the State law (AS 29.35.125), which was adopted in 2002. I drafted the attached ordinance based on AS 29.35.125 and chronic nuisance codes from other communities: Anchorage, AK (AMC 8.80); Portland, OR (PMC 14B.60), and the City of Ashland, OR (AMC 9.18).

AS § 29.35.125. Fees for police protection services

(a) A municipality may by ordinance impose a fee on the owner of residential property, including multi-family housing, if a member of the municipal police department goes to the property an excessive number of times during a calendar year in response to a call for assistance, a complaint, an emergency, or a potential emergency. The number of responses considered to be excessive and the amount of the fee shall be set out in the ordinance that establishes the fee. The fee may not exceed the actual cost to the municipality for the excessive responses. A fee may not be imposed under this subsection for responses to calls that involve potential child neglect, potential domestic violence, as defined in AS 18.66.990, or potential stalking under AS 11.41.260 or 11.41.270.

(b) An ordinance enacted under this section shall require actual notice to the property owner of police contacts and a warning that failure to take appropriate corrective action may result in the imposition of a fee. The ordinance must also define "appropriate corrective action" to include written notice to quit under AS 09.45.100--09.45.110 in appropriate situations as well as other types of corrective action, and provide that the property owner is not liable for the fee if that action is promptly taken.

(c) A municipality may provide that a fee imposed under (a) of this section is a lien on the property to which the municipal police have been called an excessive number of times and may provide for the recording and notice of the lien. When recorded, a lien under this subsection has priority over all other liens except

- (1) liens for property taxes, special assessments, and sales and use taxes;
- (2) liens that were perfected before the recording of the lien under this subsection; and
- (3) mechanics' and materialmen's liens for which claims of lien under AS 34.35.070 or notices of right to lien under AS 34.35.064 have been recorded before the recording of the lien under this subsection.

(d) This section applies to home rule and general law municipalities.

Presented by:
Introduced:
Drafted by: R. Palmer III

ORDINANCE OF THE CITY AND BOROUGH OF JUNEAU, ALASKA

Serial No. 2019-30 vCOW2

An Ordinance Related to the Regulation of Chronic Nuisance Properties.

BE IT ENACTED BY THE ASSEMBLY OF THE CITY AND BOROUGH OF JUNEAU, ALASKA:

Section 1. Classification. This ordinance is of a general and permanent nature and shall become a part of the City and Borough of Juneau Municipal Code.

Section 2. Amendment of Title. Title 36 is amended by adding a new chapter to read:

36.70 Chronic Nuisance Property

36.70.010 Purpose

The purpose of this section is to protect the health, welfare, and safety of the City and Borough's residents and environment by regulating chronic nuisance property. Consistent with A.S. 29.35.125, the intent of this section is to prevent properties from becoming chronic nuisances, provide reasonable procedures to abate properties that are public nuisances, and provide enforcement tools to recover municipal costs in responding to chronic nuisance properties. However, victims of crime are not nuisances and this ordinance shall not be construed as the basis of evicting a tenant solely because the tenant requested assistance as a victim of crime.

36.70.020 Definitions

Enforcement agent means a person authorized by section 3.45.010 or by law to enforce City and Borough of Juneau laws.

Chronic nuisance property means

1. Residential property that has had eight or more law enforcement responses to a dwelling unit in a twelve-month period.
2. Non-residential property, including common areas of multiple dwelling unit developments, that has had sixteen or more law enforcement responses to a commercial unit, or if none per parcel, in a twelve-month period.

Residential property means an individual parcel, tract, or lot shown on the most recent plat of record containing one or more dwelling units or a mobile home.

Commercial unit means an area within a property that is readily identifiable by visual inspection as an area used by a single business or commercial enterprise.

Property means any property, including continuous parcel or area of land undivided in ownership.

Law enforcement response means a police officer or enforcement agent responded to and charged or issued a warning based on probable cause of a nuisance activity.

Nuisance activity means any of the following activities, behaviors or conduct:

1. A violation of CBJ 36.20, Nuisances;
2. A violation of CBJ 36.30, Litter;
3. A violation of CBJ 36.40, Solid fuel-fire burning devices;
4. A violation of CBJ 36.50, Tobacco;
5. A violation of CBJ Title 42, Penal code;
6. A violation of A.S. Title 11, Criminal Law;

A nuisance activity does not include a response to any of the following:

1. A report ~~Receipt~~ of false information as defined by A.S. 11.56.800 or CBJ 42.30.040, unless the false information was provided by an occupant or owner of the property;
2. A false alarm as defined by CBJ 42.30.030, unless the false alarm was caused, permitted, or allowed by an occupant or owner of the property;
3. A report ~~call or response~~ involving potential child neglect, potential domestic violence as defined in A.S. 18.66.990, or potential stalking under A.S. 11.41.260 or 11.41.270;
4. A report of sexual assault as defined by AS 11.41.410-427;
5. A report of response ~~for~~ a medical emergency for serious bodily injury or death;
6. A report ~~call~~ from a ~~the~~ tenant or owner of commercial property used as a retail store for law enforcement assistance with (a) theft or potential theft from the retailer, (b) report of the presence or identification of a person subject to a state of federal warrant; or (c) trespass;
7. A report ~~call~~ from the tenant or owner of commercial property used as a licensed premises regulated by A.S. Title 4 (alcohol) or A.S. 17.38 (marijuana) for police assistance with law enforcement matters including: (a) a minor seeking unlawful admittance or service, (b) a person under the influence seeking admittance or service,

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(c) a report of the presence or identification of a person under state or federal warrant,
or (d) a person under the influence preparing to operate a motor vehicle upon leaving
the premises; or

8. A tenant requesting assistance as a victim of crime.

Owner means the person in whose name the property is listed as owner in the State Recorder's
Office is conclusively presumed to be the legal record owner.

Dwelling unit means a structure or portion thereof providing independent and complete
cooking, living, sleeping, and toilet facilities for a person or group of persons living as a single
housekeeping unit.

36.70.030 Violation

(a) Subject to subsection (b), the owner shall be liable to the City and Borough of Juneau or the
owner and the tenant of a unit thereon shall jointly be liable to the City and Borough of Juneau
for a fee of \$400 per additional law enforcement response to a chronic nuisance property.

(1) For property with more than one owner, all owners shall be jointly liable with the
tenant for any fee imposed under this chapter. Actual notice to one owner creates a rebuttable
presumption of actual notice to all other owners.

(2) For property owned by a condominium, a fee based on law enforcement response to a
chronic nuisance to a single dwelling unit shall be assessed against the owner of the dwelling
unit, jointly with the tenant if there is one, and not against the condominium.

(3) A tenant shall not be liable for the fee if the tenant's conduct did not require the chronic nuisance law enforcement response and the tenant's right to possession commenced on a date subsequent to the date of the first law enforcement response that is counted for purposes of the fee imposed under this chapter.

(4) If the chronic nuisance property is a mobile home located in a mobile home park, the fee may not be imposed on the owner or operator of the mobile home park, unless the owner's or operator's conduct caused the chronic nuisance. The fee may be imposed jointly on the owner and tenant of the mobile home.

(b) A person is exempt from liability for the fee established by this chapter if:

(1) The person is a federal, state, or local government agency;

(2) The property or unit responded to is used exclusively for nonprofit religious, charitable, cemetery, hospital, or educational purposes;

(3) The municipality has not provided notice to the person in writing as provided in section 36.70.040(b);

(4) Any person has taken appropriate corrective action and given written notice to police of the action as required by section 36.70.050;

(5) The owner or tenant of the commercial property or unit responded to has entered a current written agreement with the Juneau Police Department to actively abate nuisance activity on the property; or

(6) If a lieutenant or higher ranking official of the police department determines appropriate corrective action was taken with respect to a specific chronic nuisance property, the count of law enforcement responses to the unit shall reset to zero, effective the date of the determination.

(c) The fee imposed by this chapter may be collected in any lawful manner, including bringing an action in court for a personal judgment against any one or more of the persons liable.

(d) An owner or tenant liable for a fee under this chapter may bring an action in court against a person whose conduct required the law enforcement responses to the chronic nuisance property to recover the amount of the fee and related costs. An owner or tenant shall not be granted any extension of time or continuance to pay the fee based on a pending action against a third party.

36.70.040 Notices

(a) Warning Notice. The municipality shall provide a warning notice to the owner or the owner and tenant of a property when the number of law enforcement responses approaches a chronic nuisance property. Notice may be by mail and need not be certified. Failure to provide a warning notice under this subsection shall prevent the assessment of fees under this chapter.

(b) Notice of Chronic Nuisance Determination. Prior to assessing a fee under this chapter, the municipality shall notify the owner or owner and tenant, if applicable, in writing when a chronic nuisance property exists.

(1) A notice under this section shall be given in a manner reasonably calculated, under all the circumstances, to provide actual notice to the person of the potential liability for the fee. Notice to an owner is sufficient if sent by certified mail, return receipt requested, to the owner's mailing address listed on the real property tax assessment records. If the mailed notice is returned refused for signature by the owner, actual notice shall be conclusively presumed on the date refused. If the mailed notice is returned unclaimed or undeliverable, the municipality

shall accomplish notice by another method and attest to the date notice is accomplished by affidavit or in a police report. Notice to the owner or tenant may be accomplished by any lawful manner.

(2) The notice shall:

(A) Identify the property that is the subject of the notice by street address and legal description, and, if the property has multiple units, identify the dwelling unit or commercial unit;

(B) State the number of qualifying law enforcement responses and state additional law enforcement responses to the unit or property may result in imposition of fees under this chapter;

(C) State the person shall be liable for a fee for each law enforcement response to the chronic nuisance property, unless, within 30 days, a person takes appropriate corrective action promptly and gives written notice to the Juneau Police Department of the action taken;

(D) State the amount of the fee per law enforcement response to the chronic nuisance property; and

(E) State the name and telephone number of a representative of the Juneau Police Department to contact concerning the notice.

(3) Appeal right. A Notice of Chronic Nuisance Determination is appealable to a hearing officer designated by the manager pursuant to 36.70.070. No person shall be entitled to appellate review of a Notice of Chronic Nuisance Determination who fails to file a ~~proper~~ notice of appeal ~~with the hearing officer at the municipal clerk's city manager's~~ office within 20 days of when the Notice of Chronic Nuisance was served. An appeal of a Notice of Chronic Nuisance is

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2 limited to the issue of whether the property is a chronic nuisance. ~~The failure to exhaust this~~
3 ~~administrative remedy prevents a later challenge to whether the property was a chronic~~
4 ~~nuisance.~~

5
6 **36.70.050 Appropriate Corrective Action**

7 (a) An owner or tenant of a property shall have 30 days from the date notice is accomplished, as
8 required under section 36.70.040(b), to promptly take appropriate corrective action. Appropriate
9 corrective action is action reasonably expected to correct the cause of the law enforcement
10 responses to the property. Police officers holding the rank of lieutenant or higher are authorized
11 to determine whether corrective action is appropriate under the specific circumstances. The
12 officer's determination shall be in writing and issued within five days of receipt of the person's
13 written notice of the action taken. Should the officer determine the action taken is not
14 appropriate corrective action, the officer shall explain the reasons and the person shall have ten
15 days from the date of the determination to take appropriate corrective action. ~~The ten-day~~
16 ~~extension shall be provided only once in twelve months for each unit receiving excessive law~~
17 ~~enforcement responses. Examples of appropriate corrective action, subject to a law enforcement~~
18 ~~officer's determination, may include, without limitation:~~

19 (1) Written notice to quit under AS 09.45.100—09.45.110;

20 (2) Eviction notice served on the tenant or lessee requiring vacation of the premises within
21 30 days or a reasonable time less;

22 (3) Obtaining a restraining order, or issuance of a no trespass order; ~~if appropriate~~;

23 (4) Installation or implementation of new or additional security measures;

24 (5) Constructing, reconstructing, or removing a structure from the property; or
25

(6) Action recommended by the Juneau Police Department in writing and implemented to the satisfaction of a police officer the rank of lieutenant or higher.

(b) Appropriate corrective action does not include:

(1) Relocating a tenant or lessee of a unit to a different unit on the same property, unless a police officer the rank of lieutenant or higher determines the relocation is reasonable under the circumstances ~~appropriate~~. If a person is relocated, the municipality may transfer the number of law enforcement responses from the former unit to the new unit.

(2) Communicating only orally with the person causing the law enforcement responses.

(c) No fee may be imposed for additional law enforcement responses to the unit that is the subject of the notice during the 30-day period allowed under subsection A. if any person takes appropriate corrective action and gives written notice to the Juneau Police Department of the action taken during the 30-day period. There is a conclusive presumption that appropriate corrective action was taken if there are no additional law enforcement responses to the property from the end of the 30-day period and for the next sixty ~~ninety~~ days.

36.70.060 Lien on property

(a) A fee imposed under Section 36.70.030(a) is a lien on the property to which there have been an excessive number of law enforcement responses to a chronic nuisance property.

(b) The lien becomes effective upon the recording of a Notice of Chronic Nuisance Lien that:

(1) Describes the property that is the subject of the lien;

(2) States the amount of fees accrued at the time of recording;

(3) States the lien has been recorded pursuant to this section; and

(4) The notice is then served on the property owner.

(c) When a Notice of Chronic Nuisance Lien has been recorded, the lien has priority over all other liens except:

- (1) Liens for property taxes, special assessments, and sales and use taxes;
- (2) Liens perfected before the recording of the lien under this section; and
- (3) Mechanics' and materialmen's liens for which claims of lien under AS 34.35.070 or notices of right to lien under AS 34.35.064 have been recorded before the recording of the lien under this section.

(d) A Notice of Chronic Nuisance Lien is appealable after recording to a hearing officer designated by the manager pursuant to 36.70.070. No person shall be entitled to appellate review of a Notice of Chronic Nuisance Lien who fails to file a ~~proper~~ notice of appeal with the hearing officer at the city manager's office within 20 days of when the Notice of Chronic Nuisance Lien was served. An appeal of a Notice of Chronic Nuisance Lien is limited to the issue of whether the person is liable for each fee imposed under this chapter. ~~The failure to exhaust this administrative remedy prevents a later challenge to whether the owner of the chronic nuisance property is liable for the chronic nuisance fees.~~

36.70.070 Appeal Hearing

A hearing before a hearing officer shall be informal and be held within 15 days of receipt of the notice of appeal unless extended for good cause. Relevant evidence must be admitted if it is probative of a material fact in controversy. Irrelevant and unduly repetitive evidence shall be excluded. The hearing officer shall issue a written decision within 15 days of the hearing. A decision from a Notice of Chronic Nuisance Determination appeal is not a final administrative decision. A decision from a Notice of Chronic Nuisance Lien appeal is ~~shall comprise~~ a final

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2 administrative decision of the City and Borough of Juneau. Within 30 days of service of the
3 written decision, a person aggrieved by the decision may appeal to the Superior Court of the
4 First Judicial District in Juneau in accordance with the Alaska Rules of Appellate Procedure.
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6 **36.70.070 Sunset Provision**

7 No property shall be deemed a chronic nuisance three years after Ordinance 2019-30 becomes
8 effective.
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11 **Section 3. Effective Date.** This ordinance shall be effective 30 days after its adoption.

12 Adopted this _____ day of _____, 2018.
13

14 _____
15 , Mayor

16 Attest:

17 _____
18 , Municipal Clerk
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