

# MEMORANDUM

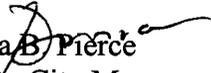
CITY/BOROUGH OF JUNEAU  
City & Borough Manager's Office  
155 S. Seward St., Juneau, Alaska 99801  
[Donna\\_Pierce@ci.juneau.ak.us](mailto:Donna_Pierce@ci.juneau.ak.us)



Voice (907) 586-5240  
Fax (907) 586-5385

DATE: June 6, 2002

TO: Mayor and Assembly Members

FROM: Donna B. Pierce   
Deputy City Manager

SUBJECT: CBJ Department Comments on the Final Draft Tourism Plan

As you requested, I asked all CBJ departments to comment on the final draft of the tourism plan. Four department directors found that recommendations within the plan impacted the work of their departments and, therefore, prepared comments. Attached you will find comments from the following:

- Kim Kiefer, Parks and Recreation Department Director
- Craig Duncan, Finance Department Director
- Carol McCabe, Library Director

I concur with their comments and recommendations.

The fourth department director that prepared comments, Dale Pernula of the Community Development Department, submitted his comments to the Planning Commission. You will find those in a separate part of your COW packet.

# MEMORANDUM

CITY AND BOROUGH OF JUNEAU

Parks and Recreation

155 S. Seward St., Juneau, Alaska 99801

Kim\_Kiefer@ci.juneau.ak.us



(907) 586-5226

FAX (907) 586-5677

DATE: June 5, 2002

TO: Maria Gladziszewski  
Tourism Planning Manager

FROM: Kimberly Kiefer, Director  
Juneau Parks and Recreation

SUBJECT: Juneau Tourism Management Plan Final Draft

Thank you for the opportunity to comment on the Juneau Tourism Management Plan Final Draft (JTMP). The Parks and Recreation Advisory Committee reviewed the document and forward comments to me to include with my review.

The Mission of the Parks and Recreation Department is to provide the most cost effective opportunities to enjoy parkland and trails, and promote the social, cultural, educational, recreational and physical well-being of Capital City residents and visitors. As you know there are a number of recommendations in the JTMP that effect the Parks and Recreation Department and how we implement our mission.

#### 4.1 CBJ Roles and Organization Actions

Page 48      *" Under this plan, the Assembly will consider having the Parks and Recreation Department manage passenger loading for ground transportation and community use issues. "*

This recommendation is noted in a number of areas within the plan. The PRAC believes that the Steamship Wharf/Marine Park area should be managed for year round community use. Whether that management should be done by the Harbor Board or Parks and Recreation or a combination is the Assembly's decision. It is essential that the management objectives be clearly outlined for whichever Department is responsible. If the Assembly directs the Parks and Recreation Department to manage the passenger loading areas for ground transportation and community use I would recommend the Assembly modify the direction for only the Marine Park/ Steamship Wharf loading area. The loading fees could be proportionally divided to help support additional staff needed to implement the management. Under any scenario Parks and Recreation and Harbors would need to work cooperatively.



### **4.3 Functional Roles and Responsibilities**

Currently JCVB receives \$123,800 to market Centennial Hall. If the JTP provides this service we want to insure that the Hall receives the greatest benefit for this funding and that there are clear measurable outcomes.

### **6.5 Recreational Resources**

The Parks and Recreation Department wants to continue being a key player in this discussion.

#### **7.1.2 Training Support Programs**

The Juneau Douglas City Museum could provide an expanded training and certification program in conjunction with the Alaska State Museum, and Last Chance Mining Museum to insuring that guides and tour operators are trained on Juneau's history.

#### **7.2.1 Waterfront Revitalization**

The PRAC and the Parks and Recreation Department believe it is essential to continue to be involved with waterfront planning and revitalization.

#### **7.2.2 Events program for downtown and waterfront**

The Parks and Recreation Department is noted in a number of locations in the plan as the CBJ department to work with the community and cruise-related businesses to develop events that can draw locals to downtown, residents from neighboring communities and people from around the world. This could provide a wide variety of possibilities for new community events and partnerships with other community agencies. Funding for staffing would be required to support this role.

# MEMORANDUM

City and Borough of Juneau  
Finance Department  
155 S. Seward St., Juneau, Alaska 99801  
[Craig\\_Duncan@mail.ci.juneau.ak.us](mailto: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.

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

**From:** Carol McCabe

**Sent:** Monday, June 03, 2002 8:41 PM

**To:** Maria Gladziszewski

**Subject:** RE: Comments on Final Draft Tourism Plan

**LIBRARY has comments which relate most closely to Section 6.3.4 Managing Vehicle Congestion.**

Our main downtown library at 292 Marine Way has seen a significant change in number and type of visits over the past twelve years since the facility opened. Number of visits have for several years been declining downtown, while they have continued to increase in our Valley branch. Tourist visits in the downtown facility during the summer season have increased, while local resident visits have decreased.

The downtown library is a popular stop for cruiseship passengers and crews, as well as for independent travelers. All three non-resident types are heavy users of the library's Internet services. Library visit length is frequently longer for the independent traveler, especially during cold/rainy periods, and includes both more use of the collections and more interaction with professional reference staff. Many travelers come in specifically to research their detailed questions about Juneau, history, their next destination, genealogy.

Statistics show approximately 1000 circulation transactions per year (out of total of 240,000) by crew who purchase nonresident visitor cards in order to check out books, videos, DVDs and CDs during their weekly stops in Juneau. This does not compensate for the drop in checkouts from the downtown library by local residents, a statistic which has been declining at about the same rate as resident visits.

Issues identified in the Managing Vehicle Congestion section of the Draft Tourism Plan have been frequently mentioned by residents as their reasons for fewer visits to the downtown library. Library parking during weekdays in summer months is confined to the 26 library spaces in the Marine Park Garage; in winter months, options expand to include coin-op spaces within the garage as well as street spaces nearby. Children are discouraged from making independent trips by bike or on foot during tourist season because of safety concerns, particularly on South Franklin and Marine Way. Crossing guards are essential and appreciated. The library is pleased to note that the Draft Tourism Plan "proceeds from the assumption that congestion can interfere with resident access to public and business areas in the downtown," and understands that measures which improve the efficiency of transportation services for cruise patrons and that protect pedestrian safety will naturally improve access to the downtown library for local patrons as well.

Delivery issues are a special concern for the downtown library. This location is the main receiving and processing center for the three-facility public library system. All new books are prepared for circulation and entered on the database here, then branch collections are sent out to the other two locations. Many boxes of books, videos, other library materials arrive from vendors each week, most by USPS, some by FedEx or UPS. These trucks are over the height limit for Marine Park Garage, thus cannot be assigned a loading zone inside to make daily library deliveries. There are also one to three courier van deliveries daily from the state library, the university, and other libraries in town. All these deliveries are already problematic because they now use the Capital Transit pullout between busses, and are much harder to accomplish since implementation of half-hour bus service. They may become even more problematic given the planned changes in the Steamship Wharf area unless a specific library loading zone can be arranged. It is difficult to imagine that the USPS would be willing to deliver only whenever a cruiseship is not in port, as recommended, even if library staffing could be rearranged to accommodate this. The library is, of course, also very interested in keeping a viable Capital Transit stop immediately adjacent to the library front door, for patron convenience.

Thank you for the opportunity to provide the library perspective on these important downtown issues. We have a beautiful, welcoming public facility at 292 Marine Way for residents and visitors alike. We look to the Tourist Plan for guidance in finding the desired balance that will make use by all patrons of this major public building the pleasure it was meant to be.

#	Boards and Commissions	Date	Form
7	Planning Commission	06/05/02	Memorandum
3	Allan Heese, Airport Manager	06/03/02	Email
2	Juneau International Airport Board	06/03/02	Letter
1	Docks and Harbors Board	05/31/02	Letter

# 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.

Mr. Sanford commented that Park n' Ride may be a commendable long-term goal but that the existing Parking Plan was a better recommendation than the Park n' Ride concept at this time.

Mr. Dybdahl concurred, that the existing Parking Plan and the plans under construction by CDD should be implemented.

Mr. Scholz recalled that the CBJ had experimented with a Park n' Ride program in the past, but it had failed. Another complication for the downtown parking situation was the pending elimination of parking at the Subport.

Mr. Pernula agreed, that some parking at the Subport would be eliminated as that area is redeveloped. Turning to 7.1.3, Mr. Pernula discussed the concept of strengthening the planning environment to enhance destination tourism. One concept is altering how Bed and Breakfasts are permitted in Juneau. Rather than requiring a Conditional permit, for specific areas, it could be stipulated that Bed and Breakfasts are a use of right. Mr. Pernula said that the challenge would be locating the areas where these facilities would be acceptable and then developing uniform standards.

Mr. Pusich agreed. Considering that Bed & Breakfasts are widespread throughout the Borough, it would be awkward to start specifying areas.

Mr. Sanford asked how many Bed & Breakfast facilities there were in Juneau. Mr. Pernula did not know an exact number.

Mr. Vick did not support establishing a zone for Bed & Breakfasts.

Mr. Dybdahl recommended that the current review process be retained as it stands.

Mr. Pernula turned to the Waterfront Plan.

Mr. Dybdahl pointed out what he found to be flawed: that there was no public process involved in the visioning process for the waterfront. He recommended that be changed. He also commented on the various other plans that have dealt with the waterfront. For example, the 1986 Waterfront Plan, which was never updated and has since been forgotten.

Mr. Pernula noted the most recent plan impacting the waterfront is the Subport Redevelopment Plan. That plan envisions a mix of development: both industry and residential. It covers a broad base of issues

Mr. Vick stated that there was already a process in place with regard to a waterfront plan. He questioned the need to adopt the recommendation of the report and he stated adamantly that new plans cannot be built without a public process.

Mr. Scholz recommended that the appropriate body to review waterfront planning was not the Juneau Tourism Partnership but rather the Planning Commission. As well, he felt that the

professional staff of the Community Development Department must manage the process. This is the entity that is keenly aware of the interplay of the various development and comprehensive plans.

Mr. Sanford thought that the Harbor Board would want to be involved in the waterfront planning. There should be a link to the Harbor Board, but that is missing from the report.

Mr. Dybdahl commented that another branch of government begins to grow.

Mr. Pernula next turned to 7.2.2 and 7.2.5 which deal with events, programs and heritage enhancement. Those were certainly positive elements included in the report. Next, Mr. Pernula said that the suggestions termed "safety valve" referred to the potential situation where there are too many cruise ships and tourists. With regard to too many cruise ships; the Report suggests that a new cruise ship destination in the general vicinity of Juneau be developed. An example might be Hobart Bay, but nothing is specified.

Mr. Dybdahl said that Hobart Bay is private property with potentially multiple owners. The investment is upwards of \$50 to \$60 million dollars.

Mr. Pernula agreed, noting that this was likely outside of the CBJ's control. Who would pay for this, what are the funding sources, and what the trip mechanism would be are unknowns.

Mr. Dybdahl commented that the Industry had publicly announced that they are not interested in an alternative location. Solutions for cruise ship overload will be made by that industry considering the global market. As well, the reasons for so many ships docking in Juneau today might not be factors in the next several years. This is entirely a market driven industry.

Mr. Scholz added that the safety valve notion was a radical solution that wasn't adequately considered by the report's authors.

Mr. Dybdahl said that if Juneau has the best shore excursions and they draw more business per capita than any location in Southeast. It may be that Juneau has reached its max. Developing other locations will most likely occur in Southcentral Alaska. Mr. Dybdahl agreed that the safety valve was not thought out. His comments apply to the destination oriented travel safety valve. With land use patterns, where else will the destination traveler's lodging be constructed?

Mr. Scholz concurred with staff's comments regarding 6.3.2 but thought that the comments weren't strong enough. He thought that the appropriate body to evaluate the alternative sites would be the Planning Commission rather than the Juneau Tourism Partnership, which might be biased.

Mr. Dybdahl said that regardless of the existence of bias, the community might likely have a perception of bias with that body. He thanked Mr. Pernula for the opportunity to comment on the report and he said the Commission appreciated the very helpful and precise summary that was provided to them.

Mr. Pernula said that the Commission's comments would be forwarded to the Assembly.

Mr. Sanford opined that often times, these types of reports are produced by businesses that want more business. As such the door is opened in the reports for the chance to do further studies at additional expense. He thought that should be kept in mind and even used as a basis to rely on ideas from local residents.

Mr. Dybdahl noticed that a lot of the information is already dated and irrelevant. It is an example of how swiftly the information changes.

Mr. Pernula noted that two studies that were relied upon were from 1994 and 1997, and yes, things have changed a lot since that time.

# 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."*

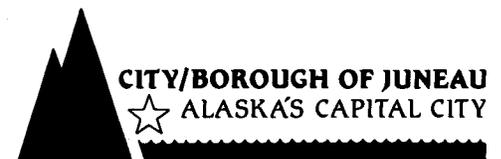
Based on the above finding, the polarization of the community on tourism impact issues is a critical matter to be addressed in the JTMP and is taken up in Section 5.

## 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:



*“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

site specific measures to mitigate impacts have not been developed. Consequently, the heliport issue has dominated the Juneau Tourism Management Plan review process. It would be more appropriate to address this issue after the public process has concluded.

#### **Section 6.3.4 Parking Issues**

The Juneau Tourism Management Plan urges early implementation of the Parking Plan developed for CBJ and promotes potential “park and ride” locations and the establishment of low or no cost shuttles between outgoing locations and downtown. The park and ride is one possible element in a more complex parking strategy. Other elements of the strategy must take place prior to establishing a park and ride system.

#### **Section 7.1.3 Strengthening the Planning Environment for Tourism Development**

Item 3. The Planning Commission should be included in the process of identifying areas within CBJ where small-scale lodging would be acceptable and desirable. This would not be an easy task given the level of opposition encountered in the past to proposed bed and breakfast establishments. If such areas are identified and it is determined that an administrative procedure rather than a conditional use permit process would be appropriate, standards should first be developed for small-scale lodging. Such standards could be embodied in a process similar to that contained in the Accessory Apartment Ordinance.

#### **Section 7.2 Waterfront Revitalization**

A Waterfront Plan could be a very useful tool in developing and maintaining community-wide service support for waterfront projects that enhance recreational opportunities and cultural attractions as well as, enhance business opportunities. The following suggestions should be considered for inclusion in the list of objectives and scope of the Waterfront Plan:

- Encourages diversification of businesses along the waterfront that serve the community, independent travelers and cruise ship passengers.
- Under the bullet which reads “Provides effective linkages between downtown retail...”, reference should be made to linkages to other downtown resources such as the State Museum, future Performing Arts Center, Historic District, various neighborhoods, etc., thus encouraging dispersal of visitors and diversification of products and services, and easing congestion.
- Strengthens the Historic District as a destination product. Encourage authenticity and quality development. This is consistent with other elements of the JTMP.
- Encourages and expand products and services for independent travelers. This includes short and long term accommodations and services, which support their stay. These accommodations and services should be located within walking distance to the waterfront.

- Encourages a mix of development along the waterfront, including industry and non-seasonal housing to support year round businesses for a vibrant and interesting waterfront throughout the year.
- Addresses accommodation and linkages for access to the water for a variety of users and boat sizes.
- Encourages and expands public access to functional, working areas of Juneau's waterfront including commercial fisheries and marine research facilities.
- Encourages and builds on cultural tourism as a component of Waterfront Revitalization.

### **Deliverables of Waterfront Plan**

Item 1 - Development of a vision and objectives for the waterfront should include a public process.

Item 5 – The infrastructure development program and accompanying budget/schedule, should include a proposal for regularly reviewing and updating the plan.

### **Section 7.2.2 Events Program for Downtown and Waterfront**

This is a very positive section of the plan with a number of potential events that could have a dramatic impact on the community.

### **Section 7.2.5 Heritage and Cultural Interpretation and Enhancement**

Juneau needs to identify projects that have broad-based support throughout the community. This is one area that has strong support in all of the identified areas, in particular in exploring Tlingit and Haida cultures.

### **Section 9.1 Cruise Safety Valve Strategy**

A potential safety valve for cruise tourism suggested in the Juneau Tourism Management Plan is the development of a new cruise destination off Juneau's road grid but within the general vicinity. While this is a possibility, the development of an alternate facility begs several unanswered questions:

- Specifically, where would the facility will be located?
- If outside CBJ's jurisdiction, does the city have the ability to "open" the safety valve when needed?
- What would be the sources of funding?
- Are opinion polls the appropriate trip mechanism for implementing the safety valve?

## **Section 9.2 Destination Travel Safety Valve**

The safety valve proposed for destination travel would be for the Assembly to put a hold on new permits for lodging construction or expansion outside the downtown and airport business lodging areas. Marketing of Juneau would also be modified to take pressure off volume increases.

Marketing changes could result in reduced destination travel but it is doubtful that a hold on new permits for a portion of lodging construction would have much of an impact on destination travel. As pointed out earlier in the report, these travelers may stay out on trails for days. Selective manipulation of market forces affecting one segment of the business community may be difficult to implement.

As with the Cruise Safety Valve, most of the proposed indicators that would trigger the safety valve would be provided by polls. It may be better, however, to set specific sustainability indicators as the trigger mechanism. If carefully crafted, they probably would be appropriate for use as indicators of environmental degradation.

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

**From:** Allan Heese

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

**To:** Maria Gladziszewski

**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.



## Juneau International Airport

1873 Shell Simmons Drive • Juneau, Alaska 99801 • (907) 789-7824 • FAX: (907) 789-1227

Jun 3. 2002

Ms. Sally Smith  
Mayor  
Juneau Assembly  
155 Seward St  
Juneau, Ak  
99801

Dear Mayor Smith,

The Airport Board has reviewed the Juneau Tourism Management Plan Final Draft for possible impacts upon the Airport as requested. The Board's comments are attached.

*Mike Barton*  
Mike Barton  
Chair



# Juneau International Airport

1873 Shell Simmons Drive • Juneau, Alaska 99801 • (907) 789-7821 • FAX: (907) 789-1227

## Juneau Tourism Management Plan Final Draft Effects on Juneau International Airport

1. The most obvious effect of the proposed plan results from moving helicopter flight-seeing operations to new heliports. The federal funding of a major portion of the Airport Improvement Program is based on the number of enplanements at an airport. Since helicopter flight-seeing operations are about one-eighth of the total enplanements counted for this purpose the Airport would lose an equivalent proportion of this funding. This loss would have amounted to approximately \$1.7 million over the period 1990 to 2001.

This effect would be eliminated should the Assembly choose to have the heliports managed as a part of the Airport.

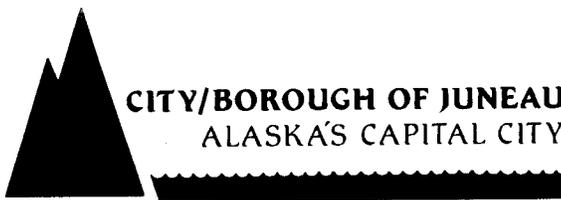
2. A less direct but important potential effect is dependent upon the success of the Tourism Management Plan if adopted. Juneau International Airport has experienced a 33% growth in enplanements during the period 1990 to 2000. According to FAA's rule of thumb, the terminal is approximately 50% of the size that is needed for peak passenger periods. Increased passenger traffic will obviously add to the crowding already experienced. It is reasonable to assume that the percentage of enplanements resulting from cruise tourists will remain approximately the same for any increased number of these visitors. Even if this growth is modest, because of the large numbers, it could result in a significant increase in passenger traffic. Moreover, as destination tourism is developed per the proposed plan it may well be that a significantly higher percentage of these visitors will arrive and depart by air also substantially increasing passenger traffic.

It is imperative that the community incorporate the anticipated growth in tourism into the design and funding for upgrading the terminal and basic infrastructure at the Airport.

**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

JCVB, which is already involved in similar functions. We think Impact Management is best handled by the Coordination function outlined above.

7. Pg. 84, Section 6.3.4 “Managing Vehicle Congestion” We agree that congestion is important to residents as we discovered in our comp. Waterfront planning efforts. Our response, in part, was the genesis of the Steamship Wharf/Marine Park improvements.
8. Pg. 100, Section 7.2.1 “Waterfront Revitalization” They seem to imply nothing is being done to plan on the waterfront. The D&H board undertook two such efforts in the last three years, which they missed on the matrix, next page. The last effort is still ongoing, with a little hesitation on the phase two Recommendations portion, because of heightened focus on Assembly involvement in the process. We need to get mechanisms in place for better communication on this critical issue, so that all appropriate expectations for the plan can be met. They missed the point that there is preliminary scoping for dock expansion underway.
9. Pg. 102 Waterfront Plan. We disagree that waterfront planning should be handled by the city manager’s office. They have enough on their plate, and the Docks & Harbors Department has the background and expertise to deal with all aspects of waterfront planning, including other commercial uses outside tourism, not mentioned in this plan. We all agree that we need better methods to coordinate those efforts with other affected entities, which can be accomplished by our proposed Joint Committee and the coordination function, suggest above. We suggest that phase two of our comprehensive waterfront plan should be assigned to the Joint Committee, as soon as it is constituted. At this juncture, that responsibility lies with the Docks & Harbors board by ordinance, and if a joint committee or other mutually acceptable method of sharing this responsibility can’t be initiated, the board is charged with completing the plan. It is possible that the waterfront plan will yield a suggestion regarding constituting a waterfront development corporation to carry out the plan, but it should not be this JTP. It needs to be single purpose: carrying out the objectives of the plan, and it would then be able to solicit the private involvement envisioned in this tourism plan. Combining that function with the oversight/mitigation role is awkward structurally, and could easily lead to confusion and/or frustration by various parties involved.
10. Pg. 107 – Visitor Center discussion Again, implementing Waterfront plans should not be strictly a “tourism” partnership. A waterfront Development Corporation, Development District, or similar city chartered entity is more appropriate with plenty of precedent in other ports. We see no such precedent for this JTP model in this document that convinces us we should try this.
11. Pg. 116 Section 7.3 Prioritization of Projects We agree that passenger fee allocation process needs some modification, but do not agree that it should be incorporated into an annual review by a newly formed entity. If a deputy manager is tasked as described previously, that function could be assigned, and some better guidelines could be adopted by the assembly after deliberation in the coordination group.
12. Pg. 133 Section 10.2 Implementing Tour Plan Again, we disagree with their proposed process on the waterfront plan, and our prior comments apply to this section as well.

13. Pg. 137, Section 10.1, item 13. As previously stated, we do not need a “special projects coordinator”. The existing tourism coordinator could function as staff assistant to the new deputy manager position.
14. Pg. 140 Item 31 Refers to development of Steamship Wharf/Marine Park. This should be the responsibility of the Joint Committee and D&H board, as previously discussed.
15. Pg. 140 Item 32 Parks & Rec. Mgmt. of passenger loading. We don’t understand the rationale for this recommendation, and again suggest that if this is to be considered, the Joint Committee takes it up, or the coordinating body proposed above.
16. Pg. 142 Item 43. More Waterfront Plan discussion As before we believe this should be the function of a Joint Committee of the D&H board and the Assembly. In its absence, the D&H board should continue the process.
17. Technical Addenda Pg. 6 We note the absence of any discussion of other commercial uses that might be addressed, including fisheries, freight, barge operations, fuel distribution, local use, Coast Guard, NOAA, etc. We disagree with the general premise that there are fatal flaws in prior planning efforts. What makes more sense as a conclusion is that the CBJ needs to update its Comprehensive Plan, and the D&H board efforts, Support efforts and others, should be integrated into that plan. That is the all up document that the Assembly needs to make current, to address these and many other complicated issues related to tourism, such as heliport siting. It is natural and fitting for those departments, commissions etc with specific expertise and insight to undertake studies and planning. The original suggestion for a coordinating body should probably also seek to supply coordinated input to a Comprehensive Plan update.
18. T.A. Pg. 8 We believe it is consistent with title 85, and a long history of completed projects that the Steamship Wharf project, the Dock Expansion and other Docks projects should be managed by the Docks & Harbors Board, with direction coming from the new Joint Committee.

We also suggest removing the sample agreements in the back of this document. A properly staffed city manager’s office can establish their own criteria with legal assistance, when and if the assembly chooses to enter into such agreements. We view project development agreements as one of many possibilities, and this document should not attempt to make that decision for the Assembly.

In summary, we urge the Assembly to adopt major modifications to this plan, as detailed above, and to basically reject the notion of establishing yet another entity. We firmly believe that this model is untested in our type of organizational environment, and is unnecessary. We believe it far more prudent to direct efforts toward creating a more functional format for existing city entities to work together collaboratively, and that it should be done under the aegis of the city manager’s office, not a separate non profit. This proposal envisions a large, somewhat contradictory mandate to manage growth and impacts but also to develop marketing and projects within the same entity. We think those functions are better served by existing

management structure and the possible addition of a waterfront development corporation, with the enhanced coordination efforts suggested. We welcome an open and frank discussion of these points at any time.

This document was adopted for transmittal to the Assembly by the unanimous consent of the Juneau Docks & Harbors Board in it's regular meeting on May 30, 2002.

Sincerely,

A handwritten signature in black ink, appearing to read "Loren Gerhard", with a large, stylized loop at the end.

Juneau Docks & Harbors Board  
Loren Gerhard, Chair