

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.¹

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.

¹ Members of the Planning and Policy Committee describe the conflict surrounding tourism activity, May 2000.

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.² 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 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

² Prepared for Juneau Economic Development Council, January 1990.

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? However, the Tourism Management Plan may articulate a new policy.

1995 Comprehensive Plan of the City and Borough of Juneau³

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;

³ Tourism Section pp. 30-33, prepared by the CBJ Community Development Department, 1995 update.

- 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.

December, 1995
Community Survey and Analysis of Effects of Tourism⁴

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 Assessment⁵

⁴ Prepared for the CBJ Tourism Working Group by the McDowell Group in association with Sheinberg Associates.

⁵ Prepared for the CBJ Tourism Working Group by Sheinberg Associates in association with the McDowell Group (April 1996).

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 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 Recommendations⁶

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;
- Providing an adequate budget for tourism marketing, management and regulation and for maintaining visitor facilities;
- Offering tourism-related training programs;

⁶ Prepared for the CBJ Tourism Working Group by Sheinberg Associates in association with the McDowell Group

- 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 Study⁷

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.

⁷ Prepared for the CBJ Tourism Working Group by the McDowell Group in association with Sheinberg Associates, September 1996.

- 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 opponents argued that "tourism pays its way" in part through 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.⁸

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

⁸ *Juneau Empire*, "Voters Sink Passenger Fee", Mark Sabbatini, October 2, 1996.

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 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 Tourism⁹

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

⁹ Prepared Tourism Working Group by Attitude 58, Survey Research for Alaska, Yukon and the Russian Far East.

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.
- 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 Alaska¹⁰

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

¹⁰ Prepared for Southeast Conference by the McDowell Group.

incurred, even though existing personnel spent some portion of their time serving cruise visitors.

November, 1998

Juneau Tourism: Community Opinion Survey¹¹

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.

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

¹¹ Prepared for the CBJ Tourism Advisory Committee by the McDowell Group.

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, 1999

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's 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.

